

NSW Curriculum Reform – Implementation Plan

Purpose

This document provides an overview plan for implementing curriculum reforms as identified in the NSW Government response to recommendations presented in the NSW Curriculum Review (the Review).

The plan provides information at a program and workstream level. Further plans will be developed for each project related to individual reform workstreams.

Scope of this document

The curriculum reform implementation plan incorporates the following information:

- Program scope and deliverables
- Program governance and stakeholder engagement
- Program budget and resourcing
- Risk management
- Evaluation and monitoring

Program scope and deliverables

Background

The NSW Curriculum Review was announced by the NSW Minister for Education in early 2018. The Terms of Reference were released in September 2018.

This was the first comprehensive review of the NSW K-12 curriculum since 1989, and aimed to ensure the school education system is preparing students for the challenges and opportunities of the 21st century.

Professor Geoff Masters was commissioned by the NSW Government to undertake the NSW Curriculum Review.

Key Review milestones during 2018 and 2019 included:

- September - November 2018: First public consultation
- October 2019: Interim report released
- October - December 2019: Second public consultation.
- March 2020: NSW Curriculum Review delivered to government
- 26 June 2020: NSW Government announces its response to the Review.

Program workstreams

The NSW Government has set an ambitious timeframe for implementing the reforms. Key priorities for curriculum reform are to be in place by 2024:

- 2021
 - Review and reduce by approximately 20 per cent the number of school-developed elective courses in secondary school.
- 2022
 - New English and Mathematics curriculum for K–2.
 - Strengthen post-school pathways in the senior secondary school by redefining learning areas.
 - Reduce extra-curricular issues and topics and compliance requirements.
- 2023
 - Kindergarten to Year 2 new curriculum available to schools.
 - New English and Mathematics curriculum for Years 3–10.
- 2024
 - New syllabuses for senior secondary courses in key learning areas available to schools.
 - Full implementation of new curriculum K – 12.

The NSW Government priorities will be delivered through a number of workstreams, and projects within those workstreams.

The relationship between workstreams, projects, and deliverables is outlined in the Table 1 below.

Table 1

Workstream	Projects	Deliverables
K-12 curriculum and assessment architecture	K-12 Curriculum and assessment framework	Supports the delivery of a coherent and cohesive K-12 curriculum that reflects the principles as outlined in the Review
	Syllabus development process	New process to meet the new curriculum's design, the need for increased teacher involvement, and the delivery timeframe
	Student progress and reporting framework	Policy and guidelines to support the implementation of minimum levels of attainment in mandated subjects
K-10 curriculum reforms	K-10 curriculum development	New curriculum for K-2 English & Maths in schools (2022) New curriculum for Years 3-10 English & Maths in schools (2023) New curriculum for K-2 remaining KLAs (2023) Further Kindergarten to Year 10 new curriculum available to schools (2024)
	Digital curriculum	Supports the introduction of the new curriculum

Workstream	Projects	Deliverables
Senior secondary reforms	Review of school-developed board endorsed courses	Review and reduce approximately 20 per cent the number of school-developed elective courses in secondary school (2021)
	Micro-credentialling	Engage with universities and VET providers to develop micro-credentials for tertiary qualifications and post-school pathways (2022)
	New learning areas	Strengthen post-school pathways in the senior secondary school by redefining learning areas (2022)
	Years 11 and 12 syllabuses	New syllabuses for senior secondary courses in key learning areas available to school (2024)
Accountability requirements review	Reducing the impact: compliance requirements	Reduce extra-curricular issues and topics and compliance requirements (2022)
	Reducing the impact: extra-curriculum issues and topics	

Table 2 provides a high-level overview of the key milestones and deliverables to be achieved against each workstream and related projects between 2020 and 2024. Coloured cells in each workstream reference key deliverables, publicly announced by the NSW Government.

Program timeframes

Table 2

Workstream	Projects	2020	2021	2022	2023	2024
K-12 Curriculum and assessment architecture	K-12 Curriculum and assessment framework	Development of draft framework and syllabus structure	Final framework and syllabus structure			
	Syllabus development process	Determine revised syllabus development process (K-2)	Determine revised syllabus development process (K-12)		Process for syllabus evaluation	
	Student progress and reporting framework		Advice regarding recommendation 3.1 Policy and guidelines to support the implementation of minimum levels of attainment in mandated subjects			

Workstream	Projects	2020	2021	2022	2023	2024
K-10 curriculum reforms	K-10 curriculum development	English K-10 curriculum development				
		Syllabus development K-2		Syllabus development 3-10		
			Develop initial support materials for familiarisation for K-2 English		New curriculum for K-2 English in schools	
				Develop initial support materials for familiarisation for Years 3-10 English	New curriculum for Years 3-10 English in schools	
		Mathematics K-10 curriculum development				
		Syllabus development K-2		Syllabus development 3-10		
			Develop initial support materials for familiarisation for K-2 Maths		New curriculum for K-2 Maths in schools	
				Develop initial support materials for familiarisation for Years 3-10 Maths	New curriculum for Years 3-10 Maths in schools	
		Remaining KLAs K-10 curriculum development				
					Develop initial support materials for familiarisation for K-2 for remaining KLAs	New curriculum for K-2 remaining KLAs
					Develop initial support materials for familiarisation for Years 3-10 remaining KLAs	New curriculum for Years 3-10 remaining KLAs
	Digital curriculum		Blueprint for digital curriculum presentation			
Workstream	Projects	2020	2021	2022	2023	2024

Senior secondary reforms	Review of school-developed board endorsed courses (SDBECs)	Revised policy regarding SDBECs	Review and reduce approximately 20 per cent the number of school-developed elective courses in secondary school			
	New learning areas		Consultation regarding proposed learning areas	Strengthen post-school pathways in the senior secondary school by redefining learning areas		
	Micro-credentialling			Engage with universities and VET providers to develop micro-credentials for tertiary qualifications and post-school pathways		
	Years 11 and 12 syllabuses		Development of senior secondary curriculum Development of initial support materials for familiarisation			New syllabuses for senior secondary courses in key learning areas available to school
	Major project		Advice regarding recommendation 6.3			

Workstream	Projects	2020	2021	2022	2023	2024
Accountability requirements review	Reducing the impact: compliance requirements		Work with sectors to identify the impact of NESAs compliance on teaching time	Reduce extra-curricular issues and topics and compliance requirements		
	Reducing the impact: extra-curricular topics and issues					

PORTFOLIO COMMITTEE NO. 3 – EDUCATION
INQUIRY INTO REVIEW OF THE NEW SOUTH WALES
SCHOOL CURRICULUM
HEARING – 04 November 2020

Question on Notice No. 2, page 42 Transcript

Courtney Houssos – Untimed Syllabuses International Research

2. **The Hon. COURTNEY HOUSSOS:** Is there in the system of untimed syllabuses that operate anywhere else in the world—you talked about Wales, but they have put it off. They have delayed implementation. Is there anywhere else in the world where untimed syllabuses are working?

Mr MARTIN: I will have to take that on notice and give you some answers outside of the Committee time. The board will have a look and make sure that that recommendation is analysed with the additional research we have got and any practical examples. I cannot say whether or not it is working because at this stage I do not have information in front of me.

The Hon. COURTNEY HOUSSOS: Okay, so you are taking that question on notice.

Mr MARTIN: I am.

RESPONSE

The Masters review proposes that what a student is taught should be determined by their current learning needs, rather than by their age or year of school. There are several jurisdictions that have implemented 'untimed' syllabuses, or systems that have implemented untimed-syllabus-like features. These include Scotland, British Columbia and the state of Victoria.

PORTFOLIO COMMITTEE NO. 3 – EDUCATION
INQUIRY INTO REVIEW OF THE NEW SOUTH WALES
SCHOOL CURRICULUM
HEARING – 04 November 2020

Question on Notice No. 3. - Page 43 of Transcript

The Hon Matthew Mason-Cox – Staffing Syllabus Development

- 3. The Hon. MATTHEW MASON-COX:** I wanted to ask some questions of NESAs so I might start with you, Mr Martin. In relation to the, if you like, implementation process and specifics, how many staff members do you have working on developing the new curriculum syllabuses that underpin that?

Mr MARTIN: I would have to take that on notice. I am not exactly sure. We have a smaller secretariat team plus our existing staff. The curriculum and syllabus inspectors have a role in it. There are a range of other people across the building, plus we have hired a significant number of people, first of all, for English and maths, the writing—lead writers—and a range of other people. We are also using and utilising the existing workforce out there. There are working parties and teams of teachers that will be involved in proofing and advising on syllabuses.

They are not directly NESAs employees. I am happy to take that on notice with more specifics.

RESPONSE

NESA is currently prioritising the development of the English and Mathematics K-2 syllabuses to meet the timeline as set by the NSW Government.

The organisation is currently in planning phase for the commencement of syllabus writing and has 2 full time staff working on the project. These staff report daily to NESAs officials about the progress of the work to deliver the new syllabuses.

The organisation wants the very best writers to develop the syllabuses so is seeking nomination from each of the school sectors. NESAs expects to engage between 8-10 syllabus writers for K-2 English and Mathematics and additional consultants will be contracted as needed.

Planning is underway for the development of the remaining K-12 syllabuses, including the number of staff required.

PORTFOLIO COMMITTEE NO. 3 – EDUCATION
INQUIRY INTO REVIEW OF THE NEW SOUTH WALES
SCHOOL CURRICULUM
HEARING – 04 November 2020

Question on Notice No. 5 – page 48 of Transcript

The Hon Anthony D’Adam – number of school inspections per year

The Hon. ANTHONY D’ADAM: Are you saying that there are no random audits or specific audits of schools in the State system?

Mr MARTIN: No, there are. NESA inspects government schools. We do not provide advice in relation to the strengths or weaknesses of any government school. We provide a report through the board to the department and we use the analysis of the school inspection as a means of judging and providing advice to the department about their internal processes. We do exactly the same with the Catholic system via their diocese.

The Hon. ANTHONY D’ADAM: How many inspections would you do per year?

Mr MARTIN: I would have to take that on notice.

The CHAIR: Does the department give you the list of schools to be inspected?

Mr MARTIN: No, we select the list of schools.

The CHAIR: That is not like the sample of annual reports and so forth.

Mr MARTIN: I think we have some conversations with the department about it. We also do a series of random audits as well.

The Hon. ANTHONY D’ADAM: Are you able to provide data on noncompliance?

Mr MARTIN: I think that we provide information back through the board to the Minister in relation to the reporting. This came out of the Board of Studies, Teaching and Educational Standards review, I believe, and we have been doing it for about four years—three to four years. Because of COVID this year we have really cut down on our inspections of schools across all three sectors.

RESPONSE

Each year, 18 government and 8 non-government schools are selected randomly for an inspection at short notice.

In 2020, this program was cancelled after one inspection due to COVID-19.

NESA has not identified any cases of non-compliance in government schools since they were included in this inspection program in 2017.



Learning through Languages

Review of Languages
Education in NSW

Reference Paper



Learning through Languages

Review of Languages Education in NSW

Reference Paper



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Abbreviations

ACACA Australasian Curriculum, Assessment and Certification Authorities

ACARA Australian Curriculum, Assessment and Reporting Authority

AECG Aboriginal Education Consultative Group

ATAR Australian Tertiary Admission Rank

CCAFL Collaborative Curriculum and Assessment Framework for Languages

CLIL Content and language integrated learning

CLSP Community Languages Schools Program

DEC Department of Education and Communities

HSC Higher School Certificate

KLA Key learning area

OTEN Open Training and Education Network

RoSA Record of School Achievement

SSCL Saturday School of Community Languages





Executive summary

Introduction

Thirteen years into the 21st century, Australia is increasingly multicultural and multilingual. Yet despite the diverse nature of our society and various government reviews and initiatives over the decades regarding languages education, participation in school language learning remains low; in NSW, only about 10% of students undertake a language course for their Higher School Certificate. Further, NSW does not currently have a language policy for schools.

Background to the Review of Languages Education in NSW

In 2012, the Minister for Education, the Hon. Adrian Piccoli MP, asked the Board to undertake a review into languages education in NSW. Guided by the terms of reference, the Board conducted preliminary conversations with key NSW languages education stakeholders. Board officers examined past language policies and initiatives and conducted a stocktake of current language provision in and out of school settings in NSW. An extensive analysis of recent developments and best practice in Australia and internationally regarding languages education was also undertaken.

Following the work undertaken, the Board developed six initial proposals for consultation outlined in the *Learning through Languages* consultation paper and reference paper. The initial proposals for consultation provide the foundation for a broader and more inclusive languages education for all NSW students.

Current languages education landscape in NSW

- Languages are not currently compulsory in K–6. Between 30% and 40% of NSW primary schools have a language program, with the majority situated in the Sydney metropolitan area.
- Where languages are taught, lessons are typically 30–40 minutes once a week from a specialist primary language teacher who uses one of the Board's K–10 syllabuses, which are available in 17 languages.
- In Years 7–10, students are required to undertake 100 hours of continuous languages learning, preferably in Years 7–8 (Stage 4). The Board's K–10 syllabuses in 17 languages are used to deliver this mandatory requirement for the Record of School Achievement. If undertaken in Stage 4, students might go on to study a language as an elective in Years 9 and 10 (Stage 5).
- Only about 10% of students undertake a language course for their HSC. There are many reasons for this, including the perceived difficulty and lack of relevance of languages, the low parental and community value placed on languages, the lack of continuity between primary and secondary school, and staffing and resource issues.
- Currently there are 63 senior secondary language courses. Some languages have differentiated courses – Beginners, Continuers, Extension, Heritage and Background Speakers. Not all languages have all of these courses, and entry is governed by the Board's eligibility criteria.
- Languages education is not solely the domain of schools: in NSW, more than 30 000 students attend a community language school after school and/or on the weekend for at least two hours a week. Attending these schools is seen as important for language maintenance, intercultural awareness and improved social cohesion.

What is happening in Aboriginal Languages?

NSW was the first state to implement an Aboriginal Languages K–10 syllabus. Since that time, the Board has undertaken extensive work with communities in developing materials. In 2012, 2389 students undertook Aboriginal languages in NSW government primary schools.

What about the Australian curriculum developments?

The Australian Curriculum, Assessment and Reporting Authority (ACARA) is developing F–10 syllabuses in Arabic, Chinese, French, German, Indonesian, Italian, Japanese, Korean, Modern Greek, Spanish and Vietnamese, and a *Framework for Aboriginal Languages and Torres Strait Islander Languages*. ACARA will undertake further work to determine the process and timelines for developing the Australian curriculum in additional languages beyond those listed.

The Board has yet to determine the timeline for implementation of the Australian curriculum regarding languages and will continue to provide advice to ACARA on the development of the *Australian Curriculum: Languages*.

Initial proposals for consultation

The Board has developed six initial proposals that lay the foundation for a broader, more inclusive languages education for all NSW students.

PROPOSAL 1: A new K–10 Languages curriculum framework

- Developing a new K–10 Languages curriculum framework including teaching modules and other support materials for teachers.
- Creating a key learning area (KLA) for Languages in primary school.
- Delivering the 100 mandatory hours of language learning in Stage 4 (Years 7–8) with increased flexibility, such as delivering more English literacy to students who already have a second language.

PROPOSAL 2: A new approach to post-compulsory languages education

- Reviewing the HSC pattern of study requirements to acknowledge the difficulty of language courses (particularly the time on task required to learn scripted languages).
- Considering alternative nomenclatures for the Stage 6 differentiated language courses.
- Considering alternative approaches to the current eligibility criteria for Stage 6 differentiated language courses and adopting an approach that addresses the need for transparent, consistent and fair decisions and the public policy objectives of languages education.
- Working collaboratively with other education stakeholders to encourage the establishment of a uniform ATAR Languages Bonus Points Scheme in NSW.
- Supporting the incorporation of elective units of competency in Asian and other languages into relevant Board VET courses.

PROPOSAL 3: Broader recognition of language proficiency

- Developing a Languages Proficiency Framework to enable language achievement to be assessed, irrespective of where the language learning takes place, eg at a community languages school or at school.
- Providing quality assurance guidance to teachers in schools and other venues, to ensure consistent application of the framework.
- Establishing a K–12 Languages Passport to record and transport proficiency levels.

PROPOSAL 4: Strengthening and supporting the provision of Aboriginal languages

- Developing targeted programming support materials for the *Aboriginal Languages K–10 Syllabus*.
- Establishing, together with the Aboriginal Education Consultative Group (AECG), an online compendium of Aboriginal Languages resources.
- Allowing more than one Aboriginal language to be taught during the mandatory 100 hours.
- Developing a language reclamation and revitalisation module for delivery within the HSC Aboriginal Studies course.
- Developing a Stage 6 syllabus framework for Aboriginal Languages.

PROPOSAL 5: Raising the profile and supporting the delivery of languages education

- Establishing a NSW Languages Advisory Panel to report to the Minister for Education through the Schools Advisory Council. The panel will identify opportunities and establish synergies in provision and practice within and across the school sectors and into tertiary pathways.
- Establishing a Curriculum Reference Group on Languages that will liaise with industry, business and the wider community and report to the Board. The group will assist the Board in identifying how the language curriculum may be extended to preschool education, and how innovations, including new technologies, can be better used to provide languages education in NSW.

PROPOSAL 6: Further national contributions to languages education

- Advocating to the Commonwealth for funding and reform that work towards future coherence and sustainability of languages education in NSW.

The Board is seeking your views on the initial proposals in *Learning through Languages*.

You can have your say by completing our online survey at <www.boardofstudies.nsw.edu.au/languagesreview/survey.html>.



1 Current languages education and provision in NSW

This section outlines the current provision of languages education in NSW. It also highlights the key issues that have emerged during preliminary discussions with the NSW languages education community.

1.1 School language learning

PRIMARY SCHOOL

Stages 1–3 (Kindergarten – Year 6)

Section 8 of the *Education Act 1990* (NSW) mandates the curriculum outcomes for primary school education in six key learning areas (KLAs). ‘Languages’ is not currently a KLA but may be included as part of the Human Society and Its Environment (HSIE) KLA or during the 20% of primary school curriculum time available for ‘Additional Activities’.

It is estimated that between 30% and 40% of NSW primary schools have a language program (Collins 2007), with the majority situated in the Sydney metropolitan area (BOS 2013).

In delivering languages education, NSW schools use the Board’s K–10 syllabuses available in 17 languages. Since 2003, these syllabuses have included outcomes related to making linguistic connections and the relationship between language and culture.

While there are no aggregated statistics across all sectors, the most commonly taught languages in NSW government primary schools in 2012 were:

	Language	Student numbers
1	Chinese (Mandarin)	18 771
2	Italian	14 193
3	Arabic	9220
4	French	7445
5	Vietnamese	6191
6	Japanese	4592
7	Greek	4195
8	Indonesian	3472
9	Aboriginal languages*	2389
10	Spanish	1539

* Combined numbers for Bundjalung, Dhanggati, Gamilaraay, Githabul, Gumbaynggirr, Paakantyi, Wadi Wadi, Wiradjuri (statistics provided by DEC in January 2013).

The most commonly taught languages in NSW independent primary schools in 2012 (AIS 2013) were:

	Language	Student numbers
1	French	11 649
2	Japanese	4928
3	Chinese (Mandarin)	4496
4	Arabic	4460
5	Italian	2740
6	Indonesian	2338
7	Spanish	2335
8	German	2114
9	Greek	1061
10	Aboriginal languages	22

Existing language programs

Examples of existing language programs in NSW primary schools are described below. The examples illustrate the diversity of programs currently operating, with some being large-scale programs receiving secure ongoing funding and others operating in only a few schools and being dependent on specific grants.

Community Languages in Schools Program

This program began in 1981 in 37 government schools. In 2012, it was delivered in 144 government schools in 30 community languages to approximately 46 851 students (DEC 2013).

The languages currently offered are: Arabic, Assyrian, Auslan, Bengali, Chinese (Mandarin), Dari, Farsi, French, German, Greek, Hebrew, Hindi, Italian, Japanese, Khmer, Korean, Lao, Macedonian, Persian, Portuguese, Punjabi, Russian, Samoan, Serbian, Spanish, Tamil, Tongan, Turkish, Urdu and Vietnamese.

In schools where the program operates, the community language is delivered for two hours a week by a specialist language teacher who is funded annually by the Department; in 2012, there were 243.8 full-time equivalent teachers employed. Sometimes the language is integrated into other KLA lessons.

Bilingual Schools Program

This program delivers K–2 bilingual education in the priority Asian languages in four government primary schools. It was established in 2008 with a \$2.25 million investment by the NSW Government. The schools are: Campsie (Korean), Murray Farm (Japanese), Rouse Hill (Chinese), and Scotts Head (Indonesian) primary schools.

Expanding Horizons Asia Program

This program operates in a number of government primary schools across the Sydney region. The program is aimed at developing student and teacher understandings about China and India as well as supporting the take-up of Asian languages, particularly Mandarin and Hindi. Initiatives include:

- sister schools links (with 35 partnerships now formed between schools in the Sydney region and schools in China)
- online Tasting China project, delivered through Connected Classroom technologies
- reciprocal visits by teachers, principals and students to China and Sydney
- the establishment of three Confucius Classrooms in Sydney as ‘hubs’ for other schools
- combined performances with sister schools in China at major performing arts venues in Sydney and China (such as the Sydney Opera House and the World Expo in Shanghai).

Becoming Asia Literate: Grants to Schools (BALGS)

BALGS grants were a major initiative of the National Asian Languages and Studies in School Program (NALSSP) 2008–2012 and were managed by the Asia Education Foundation on behalf of the Department of Education, Employment and Workplace Relations (DEEWR). Primary and secondary schools in all NSW school sectors were recipients of the grants, which were aimed at promoting Studies of Asia content and Asian languages in schools. In order to obtain a grant, schools submitted applications based on their local needs. For example, a cluster of primary schools in the Catholic schools system received a grant to engage with Indonesian language, culture, history, geography, religion and arts. The destination secondary school for these students also received a grant which was used to continue Indonesian languages education into Years 7–8.

Authentic Access Program

This program is coordinated by the Association of Independent Schools of NSW and seeks to provide students with the opportunity to experience language and culture in an authentic context. It also seeks to support the development of activities and resources relevant to the language program and assists in the maintenance of teacher proficiency in the target language. All independent schools with an existing Asian language program were invited to apply for the grant, with priority given to schools where no teacher of the targeted language was a native speaker. As at 2012, approximately 20% of schools with an existing Asian language program are participating in the Authentic Access Program. Of the 26 schools currently in the program, 14 are from non-metropolitan areas.

What we were told

- The 'typical' language program in a NSW primary school involves a 30–40 minute lesson once a week delivered during relief from face-to-face teaching time.
- The language teacher is either a specialist primary school language teacher or a teaching assistant.
- As there are currently no KLA requirements or mandatory hours for languages in primary school, often the impetus to establish and maintain a language program rests with the primary school principal or ardent parents.
- There is often over-reliance on individual teachers for provision and continuation of a language program in primary schools. If the teacher leaves or retires, the language program may cease or a different language may be substituted according to teacher availability.
- Primary schools cannot assure parents that students will be able to continue study of the same language(s) in secondary school.
- Some primary school teachers believe there is too much to teach within the available instructional time in primary school (Morgan et al. 2012), and areas such as languages, which are not nationally tested, are not given priority.
- Some teachers and parents argue that proficiency in English literacy should be established before second and subsequent languages are introduced.
- There are many NSW teachers who speak a language other than English but are not currently teaching that language. There is therefore an untapped resource which could potentially be harnessed.
- There is no aggregated data available at either the NSW or Commonwealth level for languages education across school sectors prior to Year 8, in particular for the language(s) students are studying, for how long, the mode of teaching (face-to-face/ICT/blended model) and to what level of proficiency (Clyne et al. 2004; Lo Bianco & Slaughter 2009).
- School systems in each jurisdiction provide data to DEEWR for the annual *National Report on Schooling*, and the Board of Studies NSW collects student data from Stage 5 onwards for the Record of School Achievement (RoSA) and Higher School Certificate (HSC) accreditation.

JUNIOR SECONDARY

Stage 4 (Years 7–8)

It is a requirement for the Record of School Achievement (RoSA) that students receive 100 hours instruction in one language over a continuous 12-month period between Years 7–10, but preferably in Stage 4. The Board's languages syllabuses in 17 languages are used to deliver the mandatory 100 hours in schools across NSW.

Stage 5 (Years 9–10)

In Stage 5 there is a significant drop in the number of students studying languages. In 2013, there were a total of 11 040 enrolments across all of the language courses in Stage 5 (BOS 2013).

What we were told

- In most cases, the mandatory 100 hours of languages education are delivered in classrooms of students of varying experience, skills and motivation. This may result in behavioural issues as the curriculum is not differentiated.
- Some ‘language tasters’ are offered in Year 7, whereby students are exposed to, for example, a term of Japanese, a term of Spanish, a term of French and a term of Latin.
- There is provision for schools to seek Board endorsement for School Developed courses in languages where there is no Board Developed syllabus. This flexibility may assist in meeting community needs and maximising available resources.
- Schools often regard smaller language elective classes as too expensive and not viable to deliver.
- Reasons for students not continuing languages into Stage 5 include:
 - negative language learning experiences in primary school and Stage 4
 - low parental and community value placed on language learning
 - the perception that language study is ‘too hard’ and/or ‘only for more able students’
 - the wide range of other subjects (including vocational education) available which are perceived as more vocationally relevant.
- Where a language is not offered, students may be able to enrol with another provider such as the Saturday School of Community Languages, the Open High School or other distance languages education providers.
- Stage 5 language classes are often small and involve ‘blended’ teaching, which may entail reduced face-to-face time, videoconferencing and/or different year groups taught together. This type of learning requires more independence and self-direction, creating a potential disincentive for some students and the perception that languages are ‘harder’.
- Students who do continue their languages education into Stage 5 may have the opportunity to go abroad at the end of Year 10. These in-country experiences are invaluable for students’ language proficiency and confidence, and often contribute to the decision to continue languages, or take up a new language, in Stage 6.

SENIOR SECONDARY

Stage 6 (Years 11–12)

Only around 10% of students undertake a language in Stage 6 (BOS 2013). There is a range of Preliminary and HSC (Stage 6) languages courses available, including Beginners, Continuers, Extension, Heritage and Background Speakers. However, not all courses are available in all languages.

In total, there are 63 language syllabuses available to Stage 6 students, with the widest range of courses available in Chinese, Indonesian, Japanese and Korean. In 2012, the Heritage language courses in these four languages were examined in the HSC for the first time.

The range of Stage 6 differentiated language courses is reviewed annually as part of a syllabus evaluation process undertaken by the Board. Where funding is available, the Board will develop courses to cater for changing demand, which is generated by migration, settlement patterns and other factors.

Since the early 1990s, small candidature community languages have been supported by an inter-jurisdiction collaboration of senior secondary curriculum and assessment authorities known as CCAFL (Collaborative Curriculum and Assessment Framework for Languages). The curriculum and assessment authorities share responsibility for syllabus development, and for the production and marking of Year 12 examination papers.

In Stage 6, specific 'eligibility criteria' govern entry into the differentiated language courses. The Board's eligibility criteria seek to ensure that students undertake courses that are educationally appropriate for them and where they can maximise improvement in linguistic proficiency. A student's eligibility for a particular course is determined by the school principal, based on the Board's criteria.

The Board's eligibility criteria are intended to assist in the achievement of public policy objectives. One of these objectives is that languages education is intended to encourage the acquisition of a second language by students, not merely enabling greater proficiency by students in their existing language(s). A second objective is that the Board intends that students learn and develop additional knowledge and skills as a result of undertaking HSC courses over a period of two years.

2012 HSC language enrolments

- In 2012, HSC language enrolments reveal that the most popular subjects were:
 - French (1894 over three courses)
 - Japanese (1654 over five courses)
 - Chinese (967 over five courses)
 - Italian (774 over three courses).
- In 2012, HSC language enrolments reveal that the most popular courses were:
 - French Continuers (921 enrolments)
 - Chinese Background Speakers (826 enrolments)
 - French Beginners (754 enrolments)
 - Japanese Continuers (722 enrolments).
- The total number of candidates enrolled in the 2012 HSC was 76 174.
- There are significant geographical differences in language study. In 2012, an HSC student in the eastern part of Sydney was more than twice as likely to be studying a language as a student from the western parts of Sydney, and around four times more likely than a student from a rural area in NSW (BOS 2012). This geographical disparity may be due to a mix of both supply (eg availability of language teachers) and demand (eg student background) factors. Concentration of students in metropolitan areas is consistent with the 2011 Census which found that 82% of the overseas-born population live in capital cities (ABS 2012a).

What we were told

- There are many reasons why a small minority of students undertake languages in senior secondary school, including:
 - entrenched perceptions that languages courses are 'too hard' and/or 'only for the more able students'. Students widely believe that, for the same level of effort, they can do comparatively better in other subjects, and therefore obtain a higher Australian Tertiary Admission Rank (ATAR)
 - low parental and community value placed on language learning
 - a large number of other Stage 6 courses are regarded as more vocationally relevant
 - in Stage 6, language classes are small and often taught in atypical circumstances (eg outside of the regular timetable), requiring students to have more self-direction.

- There are differing views about the need for and efficacy of the Board's eligibility criteria. Some consider that eligibility criteria ensure a level playing field, allowing students to learn with students who have had a similar exposure to the language and encouraging students who are second language learners to undertake study in language(s). Others believe that the criteria place unfair restrictions on students who have some experience of the language. This is particularly the case with the criteria for Continuers courses in languages where Heritage and Background Speakers courses exist.
- The Board should bring greater clarity, openness and transparency into decision-making processes relating to eligibility criteria, and continue to help school principals achieve greater consistency in their decisions.
- The course terminology 'Beginners', 'Continuers', 'Heritage' and 'Background Speakers' may potentially stigmatise students. The Board should consider using terms that are more descriptive of the level of complexity in the course, such as the nomenclature currently used in other subjects (eg Standard and Advanced in English). Further, the Board may wish to adopt the notion of 'multiple entry points' into language courses, rather than 'eligibility criteria'.

The place of Aboriginal languages

The introduction of the Board's *Aboriginal Languages K–10 Syllabus* in 2005 was a major development. Nowadays, Aboriginal languages are widely taught in primary schools (government and Catholic) in regional and remote NSW. In 2012, 2389 students undertook Aboriginal languages in government schools (DEC 2013). Classes are often delivered by community members who are casually employed as teaching assistants, working alongside the classroom teacher.

Several Aboriginal languages – Wiradjuri, Dhurga, Gamilaraay, Bundjalung, Paakantyi and Gumbaynggirr – are currently taught in secondary schools as the mandatory 100 hours language study requirement in Stages 4–5.

Aboriginal Languages is offered as an elective subject at Stage 5; however, uptake is limited (in 2012, enrolments were 47 and the majority of these were in Life Skills courses).

Currently, there is no Stage 6 Aboriginal Languages syllabus framework. Work has previously been undertaken in this area by NSW on behalf of the Australasian Curriculum, Assessment and Certification Authorities (ACACA). The Australian Curriculum, Assessment and Reporting Authority (ACARA) is also currently developing an Aboriginal and Torres Strait Islander Languages framework for Foundation to Year 12.

1.2 Complementary providers

NSW has a long tradition of language provision by complementary providers. These providers give students the opportunity for language maintenance, intercultural awareness and improved social cohesion, enabling students to study a language that is not offered by the 'home school'. Complementary providers therefore 'fill a gap' in the mainstream schools system.

Some complementary providers are government schools where learning can contribute towards attainment of a Board credential, others where learning has traditionally been 'informal'.

Department of Education and Communities providers

- Saturday School of Community Languages (SSCL) is a government school that operates in 16 locations across NSW (see Attachment H – Saturday School of Community Languages centres). SSCL offers students in Years 7–12 from government and non-government schools the opportunity to study 26 languages up to and including Stage 6. The SSCL is for students who wish to study a community language not offered by their home school and have a background in the language. All teachers are government accredited and use Board of Studies syllabuses, and students must enrol through their home school.
- The Open High School (OHS) is a government secondary distance education school offering courses in 13 languages to students in Years 9–12. Currently, there is a \$400 fee for government school students and an \$800 fee for students from non-government schools to undertake a language course at the Open High School.
- The Distance High Schools are government schools across NSW that cater for students who require flexible learning programs, such as students who are geographically isolated, have a medical condition, or have significant support needs.
- TAFE also offers Stage 6 language courses via its distance provider, the Open Training and Education Network (OTEN). Currently there are Preliminary courses in French Beginners, German Beginners, Italian Beginners and Spanish Beginners, and the HSC course in Spanish Beginners.

What we were told

- Schools do not always promote languages education with external providers due to potential consequent reductions in the staffing establishment in the school. There is also significant administration ('paperwork') for the home school when a student undertakes a language subject with SSCL or OHS.

Outside tutors

Outside tutors may be engaged privately by students for instruction in the Board's Language syllabuses where the student wishes their languages education to receive accreditation and contribute towards achievement of a certification (eg the Higher School Certificate).

The outside tutor must present their program, units of work, assessment schedule and their qualifications to the principal of the school the student attends, and the principal must be satisfied that the Board's requirements for the HSC program of study will be met. Outside tutors provide tuition in languages that are not available at their school, the Open High School or other distance education providers.

Community Languages Schools Program

Community languages schools, previously known as 'ethnic languages schools', are out-of-hours language schools for K–12 students in government and non-government schools.

The CLSP is administered on a grants basis by the Department of Education and Communities. To receive a grant, CLSP schools must be incorporated organisations and have education as an objective. The NSW and Commonwealth governments co-fund each CLSP student \$120 per year. In addition, there is a one-off \$2500 establishment grant.

In NSW there are currently 250 incorporated organisations that operate 277 CLSP schools in more than 439 locations, with 2353 teachers and more than 30 000 students.

As part of the current NSW funding guidelines, CLSP schools are required to use the Board's language syllabuses or develop and teach curriculum based on the Board's K–10 languages framework and to provide a minimum of two hours of languages instruction per week.

What we were told

- CLSP enhances cultural maintenance, tolerance and diversity.
- CLSP students are a feeder for the Saturday School of Community Languages.
- The majority of CLSP schools operate in government schools on a gratis rent arrangement but may not have access to schools' ICT equipment. Others operate in community centres, independent schools, church halls, and people's homes.
- Many CLSP teachers work on a voluntary basis.
- CLSP teachers may undertake professional development in languages teaching. In 2012, 205 CLSP teachers successfully completed the Certificate in Languages Teaching (60-hour course) provided by the University of Sydney.
- CLSP would welcome a voluntary common reporting framework.
- Historically, some criticism has been levelled at CLSP schools, including:
 - lack of rigour because there is no mandated curriculum or assessment
 - lack of formal qualifications among some teachers
 - undue focus on culture and/or religion.
- There are a number of community schools, which may or may not teach language, that operate outside the Department-administered CLSP system. These schools may receive support from foreign governments and foreign government organisations.

1.3 Post-school language learning

TAFE

Since early 2011, language courses at the TAFE institutes across NSW have operated on a commercial basis. Over that time, enrolments have fallen – although there have been increases at individual institutes. The TAFE NSW – Sydney Institute at Ultimo has the largest language program in NSW. Most of the students are mature age professionals who take classes in the evenings or on Saturdays. Languages taught are: Japanese, Chinese (Mandarin), Korean and Indonesian in Asian languages, and French, Spanish, Italian and Russian in European languages. Arabic is also taught. TAFE NSW – Sydney Institute uses language syllabuses developed by the Canberra Institute of Technology to deliver their courses.

University

Over the past decade, the number of languages offered in Australian universities has dropped from 66 to 29 (Group of Eight 2007). Over half of all Australian universities with language programs are involved in collaborative languages education arrangements, including sharing resources and facilities (White & Baldauf 2006).

Private colleges

Private colleges offer accredited courses across a wide range of learning areas, including languages. Private colleges increasingly provide pathways to higher education.

Community colleges

Community colleges are not-for-profit, community-owned providers of adult and youth education, training and learning in a local environment. They commonly use local language resources and are, therefore, often able to readily cater to changing patterns of demand.

What we were told

- Post-school languages education has traditionally been the domain of higher education. Enrolments in vocational education are increasing (during and post school) and, accordingly, further thought should be given to delivery of languages and intercultural courses (especially for business, hospitality and retail) at TAFE and other post-school providers.
- Previously (such as in the lead up to the Sydney Olympics) there were Applied Languages courses at TAFE institutes; however, these have been discontinued.
- TAFE NSW – Sydney Institute students are now undertaking overseas study and internships as part of the Going Global program. For example, 10 advertising students went to Singapore in late 2012.
- Where students are on the university pathway, there are two types of bonus points programs that encourage the study of languages at senior secondary school level:
 - automatic ATAR bonus: available to students who successfully complete a language course at senior secondary level. The scheme is operational in Victoria and other selected Australian universities. The bonus points can be used for entry to any degree program.
 - course-based bonus: available to students who wish to gain entry into particular language-affiliated courses. The bonus points are usually administered by the university (including all Group of Eight universities), and the number of bonus points depends on the student's attainment in the course at senior secondary level.
- Universities with bonus points schemes do not have comprehensive data about how many undergraduates make use of the bonus points programs or what courses they undertake once at university, ie whether or not they are language-related.
- University courses that involve an in-country experience are very popular. Increasingly, these experiences are year-long and contribute significantly to students' language proficiency and cultural exposure in their target language. The programs also expose students to vocational opportunities in other countries using their language skills.



2 Best practice and recent developments in languages education

This section offers analysis of best practice in teaching pedagogies and language learning styles (focusing on primary school) and recent developments on the languages education landscape in NSW, Australia, and around the world.

2.1 Languages education programs

Languages education programs can be segmented into four main categories, from language awareness through to bilingual programs. A common feature of the programs is that intercultural skills and capabilities are included as a means of exploring the link between language and culture. The current K–10 Board of Studies Language syllabuses explore this through the ‘Moving between cultures’ outcomes.

(a) Language awareness programs

- Language awareness programs are generally found in the early years of primary schooling and may be taught by generalist primary teachers who need only minimal knowledge of second and subsequent languages.
- Language awareness programs involve reflecting on how language is learned, on the similarities and differences between languages (alphabet, sentence structure, orthography/script, sounds/accents) and the conventions of language.
- In most cases, these programs result in ‘[t]he awakening to languages [which] takes us away from the area of teaching/learning a particular language (only so we can return better equipped) and leads us firmly into the area of general language education’(Candelier 2004).
- Language awareness programs may improve overall literacy skills as students are able to extend their knowledge about how languages are related and how they are structured (Boyd & Rozendal 2003).
- Research on language awareness programs in the United Kingdom indicates an increased awareness of the importance of world languages, a greater sense of inclusion and confidence in students from non-English-speaking backgrounds and an acceptance of other cultures (Boyd & Rozendal 2003).

- Language awareness programs may also provide better preparation for language learning at secondary level through the transfer of knowledge of alphabet, sentence structure, orthography and script, and sounds and accents to learning a new language.
- Language awareness modules are often integrated into or run alongside language competency programs and complement the work of primary school teachers in the student's first language.

(b) Language sensitisation or language encounter programs

- Like language awareness programs, language sensitisation or language encounter programs are generally found in the early years of primary schooling, tend to be delivered by generalist primary classroom teachers with some training in languages, and can also be taught collaboratively with a native speaker or a community support teacher.
- Language sensitisation programs involve presenting students with 'tasters' of the language(s) to foster linguistic and intercultural awareness. These tasters include learning common words and phrases in the target language(s).
- This program model aims to capture the student's interest and curiosity in the language(s) and the culture of the target language(s). Like language awareness programs, sensitisation programs are often followed by language competency programs in the upper primary years.
- A sensitisation approach is appropriate for classrooms where there are students from linguistically and culturally diverse backgrounds, and has the potential to raise student self-esteem.

(c) Language acquisition (competence) programs

- Language acquisition (competence) programs involve students acquiring a second language, often to a defined level of proficiency. This type of language program emphasises progression and requires concentrated study of the language as a subject in its own right.
- Teachers of this program require linguistic and pedagogical proficiency. Accordingly, most teachers of primary language competency programs are specialist language teachers.
- The primary school language competency program is seen as the beginning of the language learning process as a whole and is important in laying solid linguistic foundations which can be built on in secondary school. Advanced proficiency in the language is dependent on the opportunity to continue study of the language at secondary level, and for the student's prior learning to be taken into account and further developed.

(d) Immersion, partial-immersion programs

- The concept of immersion language teaching refers to teaching the curriculum through the medium of the second language, ie the second language is used by the teacher and students as the language of communication and work. Immersion enables students to develop language acquisition competencies and subject-specific knowledge simultaneously (Haataja 2009).
- The extent of the immersion often depends on the availability of resources, particularly qualified language staff.
- Some programs use 'partial immersion', delivering one or two KLAs in a target language. One such methodology is content and language integrated learning (CLIL):
 - CLIL programs enable actual use of the language, ensuring substantial language learning is taking place
 - CLIL teachers need a high level of linguistic proficiency in both the pedagogies of languages and curriculum content
 - most teachers of primary CLIL programs are retrained bilingual generalist primary teachers, or generalist primary teachers supported by a specialist language teacher or native speaker/ community support teacher
 - Australian research confirms that CLIL programs have the potential to develop cognitive flexibility and creativity (Eckstein 1986)

- CLIL programs have been implemented in selected schools in China, Korea, Japan, Thailand, Malaysia, and in many countries throughout Europe. In these countries, the target language of the CLIL program is English
- Spain also has burgeoning CLIL programs in Basque and Catalan, and increasingly in English
- there are some CLIL programs in NSW schools; however, these are mainly delivered in specialist language schools.
- Canada is also a site of bilingual, immersion and partial immersion (including CLIL) programs where research indicates that properly implemented and sustained CLIL programs are a very effective method for learning a second language as well as for developing literacy and academic skills in the first language (Krashen 1984; Genesee 1978).

2.2 The optimal age to begin language programs

- In some countries, second language acquisition begins in preschool, whereas in other countries it is introduced in the upper primary years.
- There is a general trend, however, towards an earlier start (Martin 2000). For example, the United Kingdom recently announced that second language education will be compulsory from age 7 in 2014.
- Research about the optimal age for languages education to begin is conflicting, and the diverse nature of languages education programs means that it is very difficult to make meaningful comparisons. The fundamental difference between younger and older learners is that younger learners rely much more on intuition and an innate ability for language learning which allows them to apply grammar structures (Ioup 2005). Older learners, however, rely more on their general cognition and the knowledge gained from their first language (Fernandez 2007).

For much of the past 40 years, the ‘critical age’ hypothesis has predominated. The hypothesis is based on three rationales.

(a) Cognitive/nativist

Early exposure to a second language is advantageous because it capitalises on the innate language learning ability that younger learners have (Singleton 1989). Within this school of thought, there is general consensus that younger learners are more likely to attain and retain native-like pronunciation and patterns of intonation than older learners. It is argued that motor patterns are entrenched in the first language and difficult to alter after a certain age because of the nature of the neurophysiological mechanisms involved (McLaughlin 1992). The same may be applied to formation of identity: intercultural awareness and capabilities are more easily fostered from a young age as students’ notions of their own identity and culture are more malleable, and the younger they are, the more likely they will develop and adopt a multilingual and multicultural identity or disposition (Carpenter & Torney 1973; Rosenbuch 1995).

(b) Neurophysiological

A younger learner’s optimal period is thought to coincide with a critical period of neurological development during which the brain demonstrates maximum plasticity (Doidge 2007). More specifically, the optimal period for language learning is thought to occur at the same time as the development of differential hemispheric specialisation, in particular as it relates to language functions. It is believed that complete cerebral lateralisation is achieved by about age 13, or around puberty. Accordingly, it is argued that completion of cerebral lateralisation signals the beginning of the end of an optimal period for language learning. This thesis implies that it becomes increasingly difficult to learn a language in adolescence, or later, as the parts of the brain which are responsible for language learning become fixed at puberty (Genesee 1978).

(c) The 'affective' argument

It is generally thought that younger learners are more receptive to language learning because they have fewer affective predispositions that may interfere with their learning experience. Younger students are more intuitive, open and inquisitive, and are therefore more likely to experiment and take risks in another language(s) as they have less anxiety and psychological closure than older learners. Learning languages earlier also complements later analytical processes, allowing for the additional language to become more deeply embedded. This enables younger learners to easily form a multilingual and intercultural identity and develop a global outlook (Johnstone 2002). Older students, however, may have had experiences or formed an identity or particular attitudes which jeopardise their learning in relation to languages.

- In addition to the above, an early start to languages education has further potential benefits, including:
 - enhanced cognitive development, especially in relation to patterns and recognition
 - improved confidence
 - productive links between first and additional languages which may greatly benefit language awareness and literacy skills as it provides opportunities to compare and contrast (McKay 2000; Curtain & Pesola 1994).
- Other research suggests that older language learners are 'better' because they are more efficient (Scarcella & Higa 1982). This efficiency is attributed to the fact that older language learners have greater cognitive maturity, including metalinguistic awareness, more highly developed literacy skills, learning style capabilities as well as general knowledge of and exposure to other cultures (Genesee 1978).
- It is also observed that mature learners are additionally motivated and deliberate in their learning approach which may affect their ability to acquire proficiency (Rost 2002). Further, trials have revealed that under certain conditions, the attainment of a native-like accent is possible in older learners (Moyer 1999), suggesting that accent may be influenced by multiple factors, such as identity and motivation.

The research on both sides about the optimal age to begin languages education highlights that the quality of the program and teaching and time spent on task, not the age of the learner, are the ultimate determinants of language proficiency.

2.3 Time and intensity in language programs

The factors which are critically important to second language proficiency are:

- the overall amount of language learning time available during a student's education
- the distribution of language learning time within a week
- the amount of time actually spent on learning
- the opportunities for using the language outside the classroom.

This is particularly important where there is little exposure to the language(s) outside of class time.

- Research indicates that there is a minimum allocation of time and intensity below which any languages study, no matter how early it is introduced, will not be beneficial (Curtain 2000).
- Time allocation and distribution in primary schools vary greatly. In many education systems a slow start to second languages education in an early grade is followed by a more intensive program as students get older.
- Teaching time varies from as little as 10 minutes per week to 120 minutes per week or more in immersion–bilingual programs. Some schools offer a short daily session, while others offer one lengthy session per week.

- Frequent short bursts seem particularly suitable for younger learners (Radnai 1996). In countries where second language study is mandatory, there is usually a recommendation of between one and three hours per week (Liddicoat et al. 2007).

2.4 Languages education continuity

The Board of Studies K–10 language syllabuses can facilitate progression from primary to secondary school. However, there is frequently a disconnection between primary and secondary languages teaching and pedagogies. Further, given that most students in NSW change schools between primary school and secondary school, language continuity has eluded many systems and schools.

- While many secondary schools are provided with information about a student's literacy and numeracy proficiency (eg NAPLAN results), such information is not regularly provided about a student's language(s) experience during primary school.
- Typically, secondary school language teachers employ a 'clean slate' approach when teaching Stage 4 (Years 7–8) language students. Teachers do not generally modify their teaching styles to take into account individual students' prior experience and skills in languages; rather, the class is taught as one homogenous cohort.
- An exception to this exists in some K–12 schools across NSW, where existing students are 'streamed' separately from the new students. The 'streamed' approach is, however, not generally sustainable beyond Stage 4, as language elective numbers become very small.
- Between 1999 and 2002, the then Department of Education and Training ran the Languages Continuity Initiative (Steigler-Peters et al. 2003). The initiative made funding available for primary and secondary schools who wished to form a 'language cluster' – each cluster to develop a formal implementation plan. The initiative was successful in assisting continuity as well as achieving other outcomes. However, the funding ceased and nowadays only one cluster remains where the primary school has a dedicated language teacher (DEC 2012).
- In 2011, the Victorian Government provided funding for the establishment of 14 language clusters to foster continuity in the transition from primary to secondary school. The self-nominated language clusters, which incorporate 102 schools, are situated in every region across the state. The Victorian language clusters received between \$30 000 – \$200 000 depending on local needs; however, to receive the funding, the cluster had to demonstrate it could be financially sustainable beyond the funding period.

The middle school approach to deal with continuity issues

- In some education circles, there is mounting impetus to institute a 'middle school' approach to teaching and learning in Australia. This approach, widespread in the United States and other parts of the OECD, focuses on students aged between 10 to 14 (Years 5–8), a time during which the development needs of students are physically, cognitively, socially and emotionally demanding.
- In primary school, teaching and learning often involves music, games, role-play, rhymes, and stories delivered by a single teacher to a single class. This mode of teaching and learning promotes collaborative and engaging learning among classmates with natural and enjoyable opportunities for younger students to gain familiarity with new and complex concepts such as other languages.
- In primary school language programs there is emphasis on everyday words and phrases that are used for simple greetings and classroom instructions (Martin 2000).
- Once students arrive in secondary school, there is a significant shift: learning becomes less collaborative and languages become one of many discrete subjects, each with a different teacher, different class cohort, different classroom and different textbook.
- Secondary school teaching and learning is often centred around a textbook instead of being task-based. This learning pedagogy does not invite the same collegiality or enjoyable opportunities to learn, and it requires more discipline to be exercised by the individual student (Edelenbos & Johnstone 1996).

- The divergence in teaching and learning between primary and junior secondary school in education is the subject of much academic literature on ‘transition’ (DET 2005; McGee et al. 2003).
- It has been noted that students in Year 7 are ‘faced with a larger, more impersonal, more competitive, more academically oriented environment; a greater diversity of teachers and peers; and more choices to make about curricular and co-curricular activities ...’ (Potter et al. 2001).
- In order for students to remain engaged and motivated in languages education, more consideration needs to be given to an approach to teaching which helps students to navigate the transition phase from primary to secondary school (Dobson et al. 1996) without losing their motivation to continue their languages education.

2.5 Languages proficiency frameworks

Languages proficiency frameworks are used as a tool to ensure that language learners have a tangible structure on which they can progress to language proficiency. Proficiency frameworks have become increasingly important with increased integration across regions and internationally. Examples include:

- the Common European Languages Framework which provides a ‘basis for elaboration of language syllabuses, curriculum guidelines, examinations, textbooks, and so on’ (Council of Europe 2001) not just in Europe, but worldwide. The framework has six levels of proficiency – A1 for beginners up to C2 for those who have mastered a language
- the Chinese Proficiency Test (known widely as HSK) is a standardised international test. It is for non-native speakers and aims to develop Chinese language proficiency for higher education and professional purposes, as well as for life. The new HSK, launched in 2009, consists of a writing test and a speaking test, which are independent of each other.

2.6 ICT in languages education

In all areas of school education, there are many existing and emerging teaching methods that are aided by information and communications technologies. This is especially so in the domain of languages education, where significant inroads have already been made.

NSW Connected Classrooms Program

- In 2007, the NSW Government announced \$158 million over four years for the Connected Classrooms Program, including the Interactive Classrooms Project.
- The Interactive Classrooms Project has equipped NSW Government schools with interactive whiteboards, videoconferencing facilities and data collaboration technology.
- Interactive classrooms are frequently used for languages education.

Language learning centres – Digital Education Revolution

- In 2010, 43 language learning centres (LLCs) were opened in NSW public schools as part of the Commonwealth Government's *Digital Education Revolution*.
- The LLC facilities include interactive whiteboards, videoconferencing facilities, breakout rooms and wiring for computers.

What we were told

- ICT in languages education is not a panacea to teacher supply issues in regional and remote areas as videoconferencing requires the presence of teachers in classrooms at both ends. Further, the classroom teacher must support the students during and between their lessons, even if not proficient in the language being delivered.
- Teachers require training not only in the use of ICT but also in teaching pedagogy using technology, which is markedly different from face-to-face classroom teaching.
- Using ICT in languages education can provide more authentic and better opportunities for students to practise their language skills. Examples include online language learning programs, emailing with 'key-pals', videoconferencing and using the web to access content in language.
- The Commonwealth Government located the majority of the *Digital Education Revolution* LLCs in low-SES schools, rather than necessarily where language programs were strong or where there was impetus to strengthen existing programs.
- There are some very good examples of LLCs, including at Glen Innes High School in the New England region. Students at the Glen Innes LLC converse with fellow language learners in classrooms across NSW via the DEC *Get Connected* program and across the world.

2.7 Language teachers

- Arguably, the most important feature affecting the coherence and sustainability of languages education in NSW is the availability of qualified language teachers.
- The significant issues regarding language teachers in NSW include:
 - part-time or casual employment with little real presence or support in schools
 - marginalisation in schools from mainstream curriculum areas
 - lack of a career path in languages education
 - lack of qualified teachers, especially at primary school level
 - poor retention of qualified teachers in language teaching.
- Few primary school teacher university degrees provide opportunities for students to develop language proficiency, with the result that graduates are unlikely to be able to teach a language other than English to a level of proficiency necessary for teaching.

2.8 International Baccalaureate

The International Baccalaureate (IB) Primary Years Program, Middle Years Program and Diploma Program (IBDP) are delivered in approximately 30 independent schools in NSW (not all schools deliver all programs, with the Diploma Program being the most popular). Study of language(s) other than English is a mandatory component of all IB programs (and award of the IB Diploma at the senior secondary level).

2.9 Australian curriculum

- ‘Aboriginal and Torres Strait Islander histories and cultures’ and ‘Asia and Australia’s engagement with Asia’ are embedded as cross-curriculum priorities in all learning areas of the Australian curriculum. The Aboriginal and Torres Strait Islander priority provides opportunities for all learners to deepen their knowledge of Australia by engaging with the world’s oldest continuous living cultures. This knowledge and understanding will enrich students’ ability to participate positively in the ongoing development of Australia, while the Asia and Australia’s engagement with Asia priority ensures that students learn about and recognise the diversity within and between the countries of the Asia region. Students will develop knowledge and understanding of Asian societies, cultures, beliefs and environments, and the connections between the peoples of Asia, Australia, and the rest of the world.
- ‘Intercultural understanding’, ‘Ethical understanding’ and ‘Personal and social capability’ are embedded across all learning areas of the Australian curriculum as general capabilities. General capabilities encompass the knowledge, skills, behaviours and dispositions that, together with curriculum content in each learning area and the cross-curriculum priorities, will assist students to live and work successfully in the 21st century.
- The *Australian Curriculum: Languages* is being developed by ACARA. The Board has yet to determine the timeline for implementation of the Australian curriculum regarding languages and will continue to provide advice to ACARA on the development of the *Australian Curriculum: Languages*.
- *The Australian Curriculum: Languages Shape Paper*, released in November 2011, is premised on a number of assumptions including:
 - all students will learn languages across the Foundation (Kindergarten) to Year 8 span
 - an indicative 350 hours of language learning from Foundation to Year 6 (the assumption of indicative hours is made for the purposes of curriculum development and is not designed to establish time allocations for teaching and learning in schools).
- In the *Australian Curriculum: Languages Shape Paper*, ACARA acknowledges it does not have a mandate to prescribe how the curriculum will be implemented and that it is the responsibility of each jurisdiction’s educational authority and schools to implement the *Australian Curriculum: Languages*.
- Consultation on the draft F–10 *Australian Curriculum: Languages for Chinese and Italian* concluded in April 2013. It is anticipated that the curriculum will be published by the end of 2013.
- Consultation on the draft *Framework for Aboriginal Languages and Torres Strait Islander Languages and Australian Curriculum: Languages for Arabic, French, German, Indonesian, Japanese, Korean, Modern Greek, Spanish and Vietnamese* concluded in July 2013. It is anticipated that the curriculum will be published in 2014.
- ACARA will undertake further work to determine the process and timelines for developing the Australian curriculum in additional languages beyond those listed above (in the first instance, for Auslan, classical languages, Hindi and Turkish).

2.10 Australia in the Asian Century: Australian Government White Paper

- The Australian Government's *Australia in the Asian Century* White Paper was released on 28 October 2012 (DPM&C 2012). Chapter 6, entitled 'Building capabilities', discusses the need to build 'Asia-relevant' capabilities that are both specialised and broad based. It outlines the skills and education systems that will play a fundamental role in developing these capabilities.
- The national objectives 10 and 11 are specifically relevant to broader languages education:

National objective

10. Every Australian student will have significant exposure to studies of Asia across the curriculum to increase their cultural knowledge and skills and enable them to be active in the region.
 - All schools will engage with at least one school in Asia to support the teaching of a priority Asian language, including through increased use of the National Broadband Network.
11. All Australian students will have the opportunity, and be encouraged, to undertake a continuous course of study in an Asian language throughout their years of schooling.
 - All students will have access to at least one priority Asian language; these will be Chinese (Mandarin), Hindi, Indonesian and Japanese.

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- At the time of release, the White Paper did not include any specific details about funding or implementation. It is expected that further information will emerge through the National Plan for School Improvement and other initiatives and programs.
- One such program is the AsiaBound Program. On 19 December 2012, Senator Chris Evans, the Minister for Tertiary Education, announced that as part of the White Paper initiatives, a draft bill for consultation would be released early in 2013 to increase the amount the government will lend to students travelling to Asia for study. Through the AsiaBound program, more than 10 000 students will have access to grants enabling them to take up study in Asia. The government will work with Universities Australia to establish the AsiaBound guidelines, based on best practice already used by universities across Australia. The Universities Australia working group will also be responsible for creating a three-year promotional campaign to inform students about the opportunities and benefits of studying in Asia (Emerson et al. 2012).

2.11 The Federal Coalition’s languages plan

In *Policy for Schools: Students First* (LP 2013), the Federal Coalition outlined a target that 40% of Year 12 students will study a language within a decade. There is no explicit specification about which language is to be studied. The plan does not prioritise any languages.



3 The way forward: a broader, more inclusive languages education for NSW

Languages education is highly valued in many countries around the world. In those countries, second language skills are cultivated from a young age in formal school settings. For example, in most European countries, students learn their native tongue plus two additional languages during primary school.

Formal languages education is, however, less of a priority in English-speaking countries such as Australia, even though Australia is a multicultural and multilingual society. Complacency regarding languages education is due to a multitude of factors – including, but not limited to, the ascendancy of English as the world's lingua franca. This is demonstrated by the fact that much of the non-English-speaking world, especially among the OECD countries, now learns English during their formal schooling. While the value placed on languages education may be different among non-English-speaking communities in Australia, 81% of the total population aged 5 years and over speak only English at home.

The marginalisation of languages education reflects that policy in the area has been piecemeal, contested and, at times, inconsistent. Further, there are perennial issues regarding the provision of language acquisition programs, most specifically the availability of qualified teachers, which means that school sectors and schools struggle to provide coherent and sustainable programs. Furthermore, students do not easily make the link between a broad, inclusive languages education and career opportunities early enough. Instead, they may opt for other courses that they perceive as more vocationally relevant.

Yet, contemporary Australian society is multilingual and a site of multiculturalism due to our historical migration policies and pervasive globalisation. There is an ever-increasing need, therefore, for students to harness their language experience where it already exists, or to acquire the skills, knowledge and understanding within a broader, more inclusive languages education where it does not.

NSW education must provide students with optimal opportunities to develop as well-rounded individuals in order to participate in society as informed and engaged citizens, locally and globally, and to contribute to our economic development. Through an explicit broadening of the scope of languages education from a focus on acquisition to the development of intercultural capabilities and language

awareness, community attitudes to language learning and the perpetual provision issues can start to be addressed. This is especially important for Australia at the dawn of what has been termed the ‘Asian century’.

The impetus for introducing a broader, more inclusive languages education in NSW can be distilled into three rationales, which affect individual citizens and society as a whole.

(a) Cognitive learning and development

A broader, more inclusive languages education will assist NSW students in developing an understanding of how languages work. This will facilitate metalinguistic awareness (the ability to reflect on the use of language), which can be used to enhance a student’s cognitive and communication skills (reading, writing, listening and speaking). The student’s learning and development will therefore advance, especially in relation to problem solving (patterns), divergent thinking processes, and more efficient use of brain functions. These skills and capabilities are transferable, so that what is learned in one language may be applied to the learning of other languages.

(b) Intercultural skills and capabilities

A broader, more inclusive languages education will provide students with the opportunity to learn about Australia and other cultures. For students, this will foster insights into identity and society and thereby assist with their ability to develop an understanding of themselves in relation to other people, other groups, other cultures and the world at large.

A broader, more inclusive languages education has the capacity to strengthen the diversity of contemporary Australian society and promote social cohesion, as well as assist with cultural maintenance for immigrants and their descendants.

For Aboriginal Australians, a broader, more inclusive languages education will play a vital role in sustaining, and in some cases revitalising, their cultural identity. It is also central to the language revitalisation and reclamation effort, which is fundamental to achieving social justice and reconciliation, and contributing to improved social cohesion between Aboriginal and non-Aboriginal Australians. A broader languages education will also enable elements such as art, music and dance to be taught during the K–10 curriculum framework.

(c) International engagement, especially in the Asia-Pacific region

A broader, more inclusive languages education will lay the foundations for a more effective international social, economic and cultural engagement in the future. Native and background speakers of languages other than English will be championed as the brokers of intercultural capabilities and understandings, as well as language acquisition – all of which are central to Australia’s future success internationally on social, cultural and economic levels. These innate skills must be better harnessed and used within the mainstream education system, with new value placed on these skills by Australian society in order to advance our relationships with strategically important neighbours and the wider world.

3.1 Learning through Languages: initial proposals

Learning through Languages provides the foundations for a broader, more inclusive languages education for all students in NSW. They offer enhanced learning opportunities for the spectrum of students – recognising those students who arrive at school with language skills and experiences, as well as those without prior exposure to languages other than English. Taken together, the proposals will assist in preparing NSW students to participate as effective citizens in multilingual and multicultural Australia and the world, as well as lay the foundation for a coherent and sustainable languages policy for NSW.

PROPOSAL 1: A new K–10 Languages curriculum framework

The Board proposes a reconceptualisation of the current curriculum framework of language learning. The proposed framework would be sufficiently flexible to support and extend existing language programs and current practices, while also presenting feasible pathways for primary schools across all sectors to engage in languages education for the first time. The curriculum framework articulates into Stage 4 and then into subsequent revisions of the Stage 5 and Stage 6 curriculums.

(a) Creating a new Languages key learning area in primary school

An initial step in the new proposed K–10 compulsory curriculum framework is the creation of a new Languages KLA in primary school. This will signal to the education and wider communities the value placed on languages education by the NSW Government and is in line with the Commonwealth imperatives outlined in the *Australia in the Asian Century* White Paper.

The new K–10 curriculum will present a framework of knowledge, understanding and skills in languages education in three broad strands.

Strand I: Language awareness (related to the current ‘Making linguistic connections’)

Students develop knowledge and understanding of how their first language and other languages work.

Strand II: Intercultural understanding (related to the current ‘Moving between cultures’)

Students develop the capacity to negotiate meanings across languages and cultures.

Strand III: Language learning (related to the current ‘Using language’)

Students learn to communicate in another language.

Students will be required to engage in at least two out of the three strands across primary school, with Strand III outcomes encouraged where resources are available. Provision of languages education should be sustained at least at the current levels.

(b) Delivering the mandatory 100 hours of languages education in Stage 4

In Stage 4, it will be mandatory for schools to deliver 100 hours of Strand III outcomes. Strands I and II will also be incorporated.

Schools will have the flexibility to choose whether to begin the study of a new language or continue the language taught in primary school for the 100 hours, or to teach more than one language.

It is also proposed that, for the first time, the language studied for the mandatory 100 hours will be specified on the RoSA. That is, under Mandatory Requirements, the RoSA will note, for example, 'Languages – French' or 'Languages – Aboriginal Languages – Wiradjuri'.

Also, where a student has recently arrived in Australia, the school may deliver the mandatory 100 hours of language in English as a Second Language (ESL). This will be noted on the student's RoSA.

(c) Developing K–10 exemplar modules and other support materials to support languages education

The Board will support the continuum of languages education by developing K–10 exemplar modules and other support materials that are cross-curricular, modular and task-based (see below). This will enable maximum flexibility for schools to maintain and strengthen their existing language program and introduce new outcomes that will prepare students for local and global citizenship.

The proposed materials recognise:

- that students come to school with a range of knowledge, understanding and skills in language(s) and, specifically, that their first language may or may not be English
- that there is a shortage of specialist primary language teachers. Therefore, materials for the mandatory outcomes will be developed to capitalise on the existing language resources of the classroom and the community. This will enable the delivery of mandatory outcomes in both English and other languages
- the danger of overcrowding the primary curriculum. Therefore, materials will be written to support flexible delivery so that the language outcomes may be integrated with other KLAs
- that knowledge, understanding and skills developed through all three strands can be applied to subsequent language learning in Stages 5 and 6, and beyond.

The proposed materials could also be used in the delivery of CLSP schools. The Board will liaise with the Community Languages Schools Board to determine how to best support this work.

What is cross-curricular?

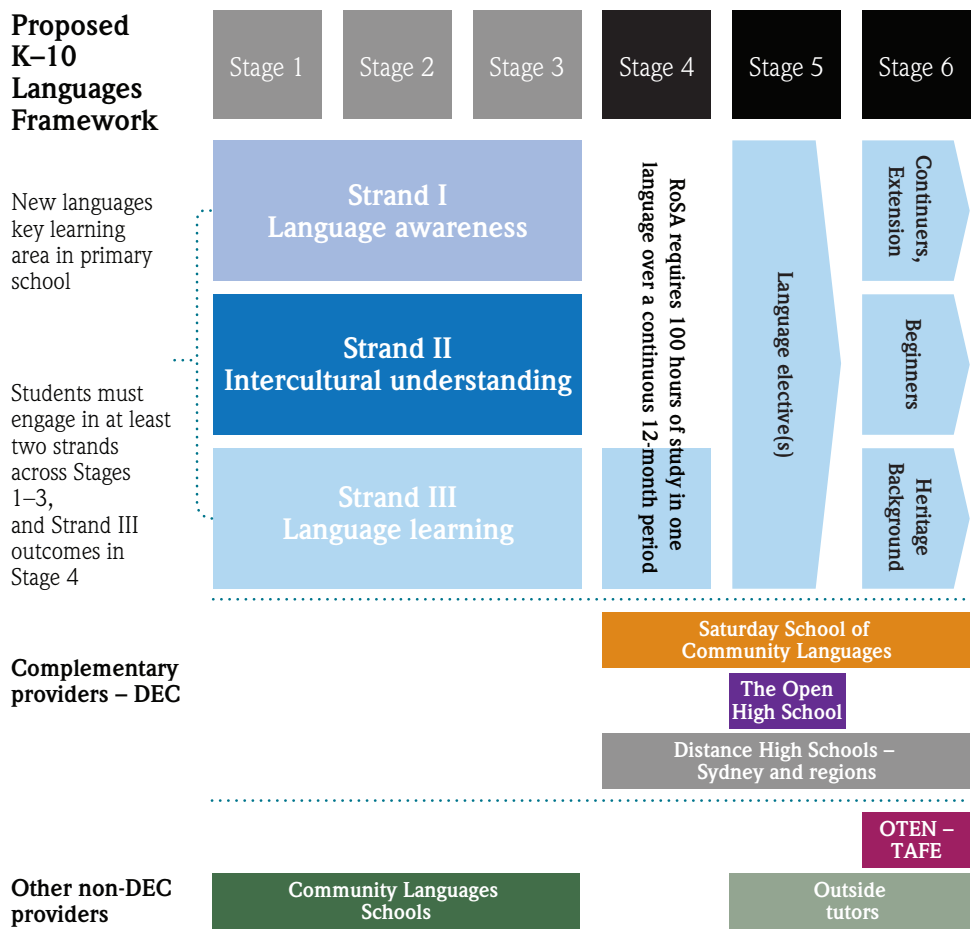
The outcomes for Strand III – Using Language will be developed so that they can be achieved while engaging with learning in KLAs such as PDHPE, Creative Arts and others. This will address concerns about the 'crowded curriculum' and encourage languages education in meaningful contexts.

What is modular?

In order to allow for the greatest possible flexibility and to accommodate multiple entry and exit points, the proposed mandatory outcomes will be housed in a series of modules that can be delivered independently or as part of a sequence. Each module will include the relevant outcome(s), the prior learning required, task(s) and extension material.

What is task-based?

The materials will link outcomes to tasks that focus on authentic language use. Such tasks could include learning and participating in a PE activity, making and describing artworks, or learning and singing a song.



PROPOSAL 2: A new approach to post-compulsory languages education

The Board recognises that language electives experience a low rate of flow-through and participation in the senior secondary years. To encourage languages education beyond the K–8 provision, the Board will consider:

- reviewing the HSC pattern of study requirements to acknowledge the difficulty of language courses (particularly the time on task required to learn scripted languages)
- considering alternative nomenclatures for the Stage 6 differentiated language courses that use numerical or similar structure, eg Japanese 1, Japanese 2, etc., rather than the current descriptor
- considering alternative approaches to the current eligibility criteria for Stage 6 differential language courses and adopting an approach that addresses the need for transparent, consistent and fair decisions and the public policy objectives of languages education
- working collaboratively with other education stakeholders to encourage the establishment of a uniform ATAR Languages Bonus Points Scheme in NSW
- supporting the incorporation of elective units of competency in Asian and other languages into relevant Board VET courses, eg Business Services, Hospitality, Retail Services, and Tourism and Events.

PROPOSAL 3: Broader recognition of language proficiency

This proposal endeavours to give greater recognition to the language achievement of students in a variety of school and non-school contexts.

Developing a Languages Proficiency Framework and Passport for K–12

The proposed Languages Proficiency Framework will have a series of levels that indicate and describe students' achievement as they progress along the language-learning continuum.

The proposed framework will provide a common standard for language competency across NSW in formal and informal education settings. This will:

- enable teachers in schools (including CLSP teachers) to indicate the level of language proficiency and achievement of a student, using the Languages Proficiency Framework. Support materials will also be developed that will provide teachers with quality assurance guidance to ensure consistent application of the framework
- enable students to 'carry' their level of language proficiency to different schools and/or across school systems, including the transition from primary to secondary school via a Languages Passport
- enable students to record their achievement in school and community languages schools and/or the proficiency level attained on the Board's 'Up2Now' extracurricular tool and include it in their RoSA package.

PROPOSAL 4: Strengthening and supporting the provision of Aboriginal languages

This proposal recognises the importance of support for the development, reclamation and revitalisation of Aboriginal languages.

Developing an Aboriginal Languages curriculum framework and consolidating and extending support for teaching Aboriginal languages

This proposal will develop curriculum and support for Aboriginal languages, and may include:

- developing targeted programming support materials for the K–10 Aboriginal Languages syllabus. The materials will provide support to Aboriginal community languages teachers to implement the syllabus in primary and secondary schools throughout NSW
- establishing, together with the AECG, an online compendium of Aboriginal Languages resources. The resources will be available on terms determined by the AECG, in consultation with the communities and the Board
- allowing more than one Aboriginal language to be taught during the mandatory 100 hours, as the location of some schools is on the boundaries of Aboriginal groups and more than one Aboriginal language is used
- developing a language reclamation and revitalisation module for delivery within the HSC Aboriginal Studies course. This module would teach language reclamation and revitalisation from a social science perspective
- developing a Stage 6 syllabus framework for Aboriginal Languages. As a framework, the syllabus could have national application and be developed in collaboration and cooperation with other jurisdictions (as occurs for some community languages).

In strengthening and extending Aboriginal languages education in NSW, Aboriginal custodianship will be acknowledged.

PROPOSAL 5: Raising the profile and supporting the delivery of languages education

A significant challenge is educating the community about the cognitive, social, and cultural benefits of languages education. To achieve this, the profile of a broader, more inclusive languages education must be raised.

The Board proposes that a NSW Advisory Panel on Languages and a Board Curriculum Reference Group on Languages be established. These groups will provide appropriate forums to assist in raising the profile of languages education in NSW, as well as support and expand its current delivery.

(a) Establishing a NSW languages advisory panel

It is proposed that a languages advisory panel, reporting to the Minister for Education through the NSW Schools Advisory Council, be established. The panel will be comprised of key stakeholders from the NSW education community, complementary languages education providers, and post-secondary languages education groups.

The remit for the panel will be to identify and establish synergies in provision and practice within and across the school sectors and tertiary pathways in five broad areas:

- i. Establishing languages education clusters whereby a group of schools coordinates and provides the same languages or related programs. These schools may be geographically co-located or geographically disparate.
- ii. Establishing mechanisms for comprehensive data collection, analysis and evaluation in relation to languages education in NSW, across all school sectors and out of school.

- iii. Identifying further opportunities to harness the expertise and opportunities offered by background language speakers, especially community language providers. Develop resources to provide guidance and careers advice about the opportunities that can arise from a broader, more inclusive languages education.
- iv. Extending and/or sourcing business-funded internships and scholarships and/or community partnerships for students in school and university to have in-country experiences. This will demonstrate career pathways to which a broader, more inclusive languages education may contribute.
- v. Investigating how technology can further enhance languages education through providing meaningful 'real time' language experiences with other language learners in partner schools around NSW, Australia and internationally. This is especially valuable for rural and remote schools.

(b) Establishing a Languages curriculum reference group

In the same manner as other Board reference groups, the newly established Curriculum Reference Group on Languages will liaise with industry, business and the wider community and will report to the Board. The remit of the reference group will be to assist the Board with three initial initiatives:

- i. Extending the languages pathway by investigating how the Languages curriculum may be extended to preschool education.
- ii. Consulting and making recommendations to the Board about the development of clear principles and procedures in relation to eligibility criteria, noting that the criteria exist to assist in the achievement of public policy objectives. The nomenclature of Stage 6 differentiated language courses should also be considered.
- iii. Advising the Board of innovations and recent developments in languages education, including how technology may be better used to provide languages education.

PROPOSAL 6: Further national contributions to languages education

Advocating to the Commonwealth reforms that work towards the future coherence and sustainability of languages education in NSW

The Commonwealth has a long history of making policy statements and contributions to languages education policy, the most recent of which is the *Australia in the Asian Century* White Paper.

Through the Standing Council on School Education and Early Childhood and other national forums, NSW may wish to advocate for the following Commonwealth contributions:

- further explanation of how the objectives outlined in the *Australia in the Asian Century* White Paper will be funded and implemented
- supporting the development of a Stage 5 framework for community languages, enabling students to continue their community languages education begun during the primary school years. The framework could be developed through CCAFL, if endorsed by ACACA
- full and partial scholarships for university students who wish to undertake primary and secondary school education degrees and specialise in languages education
- funding for innovation in languages education, such as trialling language clusters and/or partial immersion trials.

The Board may also advocate for the following Commonwealth assistance for current language teachers:

- ongoing provision of scholarships for in-country experiences
- funding and cooperation for the establishment of postgraduate qualifications:
 - in using ICT pedagogy for language teaching
 - for primary generalist teachers with a language background to deliver CLIL or immersion programs
 - for secondary language teachers in specialist teaching modes such as CLIL or immersion programs
- funding for community language school teachers attaining formal language teaching qualifications.

The Board now seeks your views on the *Learning through Languages* initial proposals.

You can have your say by completing our online survey at <www.boardofstudies.nsw.edu.au/languagesreview/survey.html>.



List of attachments

- Attachment A: *NSW Languages Education Review – terms of reference*
- Attachment B: *Highlights of Commonwealth and NSW languages education policies and statements*
- Attachment C: *Timeline of Commonwealth and NSW languages education policies and statements*
- Attachment D: *Map of current provision of languages in NSW by DEC schools and other providers*
- Attachment E: *NSW languages eligibility criteria*
- Attachment F: *HSC language course enrolments and HSC candidature, 2003–2012*
- Attachment G: *2012 HSC language course enrolments*
- Attachment H: *Saturday School of Community Languages centres*
- Attachment I: *2012 Years 10, 11 and HSC students studying languages*
- Attachment J: *Percentage of students entered for language courses in each region, 2012*
- Attachment K: *Australia's top 10 two-way trading partners, 2012*
- Attachment L: *List of stakeholders involved in initial discussions for languages education review*

ATTACHMENT A

NSW Languages Education Review – terms of reference

The President, Board of Studies NSW, will undertake a review of languages education in NSW schools to develop recommendations from the Board of Studies for consideration by the Minister for Education. The Languages Education Review will be conducted in consultation with the Association of Independent Schools NSW, the NSW Catholic Education Commission, the NSW Department of Education and Communities, the NSW Institute of Teachers, the Community Relations Commission, NSW and other stakeholders as appropriate.

The review will provide advice and recommendations to the Minister on:

- changing demand for languages education, including with regard to Asian languages
- coherent and sustainable frameworks for languages curriculum from preschool to the end of Year 12
- opportunities for more effective languages education in rural and regional NSW
- possible approaches to improving the supply of language teaching resources
- possible approaches to assuring consistency of languages education opportunities from preschool to Year 12 and in transitions between levels of schooling
- opportunities for more effective languages curriculum provision generally, including with regard to:
 - national cooperation
 - cross-sectoral cooperation
 - use of community-based providers and other resources
 - online support.

In conducting the review, the reviewer will have regard to:

- the community's interests in sustainable languages education in NSW
- national and international developments since the mandatory requirements were introduced
- all regulatory frameworks relevant to these terms of reference and to national languages education developments.

ATTACHMENT B

Highlights of Commonwealth and NSW languages education policies and statements

A large number of Commonwealth and state policy documents and statements have shaped the languages education landscape in NSW. These policies and statements reflect changing educational, cultural, political and economic imperatives.

- NSW schools have taught ‘classical languages’ – Latin and Greek – since the mid-19th century, reflecting Australia’s prevailing notion of itself as a British outpost.
- Other ‘foreign’ languages were also taught from early on, most commonly European languages, including French, Italian and German (with the latter declining around both world wars).
- Reflecting the changes in world migration patterns and changes in Australia’s immigration policy, from the late 1960s ‘community languages’, ie the languages of immigrant groups, were introduced into schools. The rationale for their introduction was recognition of ‘ethnic rights’ and giving people from non-English-speaking backgrounds a greater sense of ‘place’ in the mainstream education system. Before this time, immigrants had mainly been encouraged to learn English, often relegating their own languages to the home or immediate community. Community languages serve to facilitate cultural maintenance and identity formation between and across generations.
- From the late 1970s and into the 1980s, the Commonwealth Multicultural Education Program required that all language learners (ie people from English and non-English-speaking backgrounds) be taught in mainstream classes to overcome divisiveness and promote educational equality and cultural diversity.
- In 1985, the National Assessment Framework for Languages at Senior Secondary Level (NAFLaSSL) Project commenced. The NAFLaSSL Project initially involved an agreement between NSW, Victoria and South Australia to develop national curriculum and external assessments for 19 small candidature (‘community’) languages, and later focused on large candidature languages.
- In 1987, the first National Policy on Languages Education in Australia was articulated. It was written by Victorian languages academic, Joseph Lo Bianco. In this policy, the parochial terms ‘foreign’ and ‘community’ languages were superseded by the acronym ‘LOTE’ (for Languages Other Than English). Around this time, there was a push for some Asian languages – Indonesian and Japanese specifically.
- In 1989, *Excellence and Equity*, the NSW Curriculum Reform Report, outlined a goal that ‘every student have access to two years mandatory languages education in the junior secondary school and for a substantially greater number of students than at present to pursue in-depth specialist study of priority languages throughout their whole secondary schooling over the Years 7–10’.

An implementation phase was introduced whereby students received 12 months of continuous languages education in one language. The rationale for introducing the policy was related to the increasingly international world and Australia’s survival in a competitive environment as well as recognition of the diverse cultural and linguistic heritage of the population.

In 1991, a White Paper on languages education was released entitled ‘Australia’s Language: Australian Language and Literacy Policy’ (ALLP). This paper encouraged a movement away from the term ‘LOTE’ towards the more generic ‘Languages’.

In October 1992, after seven years of development, approximately 1000 students in Victoria, South Australia, Western Australia and Tasmania sat the first NAFLaSSL Project examinations for small candidature language subjects (NSW students began studying syllabuses in 1992 in Year 11, but did not sit examinations until 1993).

On 22 November 1994, the Board of Studies NSW 'confirm[ed] its basic commitment to 100 hours of mandatory LOTE study in a single language over a continuous 12-month period, somewhere between Years 7–10, beginning with the 1996, Year 7 cohort' (Ministry of Education and Youth Affairs 1989). The original goal had been for two years' languages education.

Between 1994–2002, the National Asian Languages Studies in Australian Schools (NALSAS) Program supplemented the ALLP. The impetus came from a COAG report which suggested that Australia's economic future lay in Asia. NALSAS provided \$200 million in targeted funding to the states and territories for four Asian languages – Indonesian, Korean, Japanese and Chinese (Mandarin).

Much of the funding was allocated to retraining teachers. Proficiency targets were set and student uptake and retention improved; however, this reversed as the funding was non-recurrent.

In 1999, a review of NAFLaSSL occurred and a new title was adopted: the Collaborative Curriculum and Assessment Framework for Languages (CCAFL). The aim of CCAFL was to encompass all languages, not just those with small candidatures; however, it became evident that curriculum and assessment development was not possible for languages with the largest cohorts. The 'broad' and 'narrow' interpretations of the framework were developed allowing maximum flexibility and benchmarking.

In 2005, the *Aboriginal Languages K–10 Syllabus* was implemented by the Board of Studies NSW.

In 2007, a report into language teachers was released. It identified and detailed issues regarding language teacher resources, including availability, retraining and lack of incentives.

In 2008–2009 and 2010–2011, the National Asian Languages and Studies in Schools Program (NALSSP) provided \$62.15 million in targeted funding to the states and territories for four Asian languages – Indonesian, Korean, Japanese and Chinese (Mandarin). An aspirational target was set and in NSW, the Department of Education and Training (DET) used funding for teacher retraining in the four languages. The Board of Studies NSW led a national project to develop Heritage Languages syllabuses in the four target languages with NALSSP funding. Currently, the Heritage Languages syllabuses are taught in NSW only; however, Western Australia uses the Heritage Languages examinations and may implement the syllabuses from 2013.

In January 2011, ACARA released the draft *Shape of the Australian Curriculum: Languages*, with the final shape paper released in November 2011.

In early 2012, the ACARA Board endorsed work on Chinese and Italian curriculum as well as a framework for Aboriginal and Torres Strait Islander Languages. Consultation on the draft Chinese and Italian curriculum concluded in April 2013. It is anticipated that the curriculum will be published by the end of 2013. Consultation on the draft *Framework for Aboriginal Languages and Torres Strait Islander Languages* and *Australian Curriculum: Languages for Arabic, French, German, Indonesian, Japanese, Korean, Modern Greek, Spanish and Vietnamese* concluded in July 2013. It is anticipated that the curriculum will be published in 2014. ACARA will undertake further work to determine the process and timelines for developing the Australian curriculum in additional languages beyond those listed above (in the first instance, for Auslan, classical languages, Hindi and Turkish). The Board has not agreed to implementation of the Phase 2 Australian curriculum and will continue to provide advice to ACARA on the development of the *Australian Curriculum: Languages*. While NSW is cooperating with consultation, no commitment has been made about implementation of the *Australian Curriculum: Languages*.

On 28 October 2012, the Commonwealth Government released the *Australia in the Asian Century* White Paper. Chapter 6, entitled 'Building capabilities', discusses the need to build 'Asia-relevant' capabilities that are both specialised and broad based. A significant role for Australia's education systems, in particular schools, is carved out in the paper. National objectives 10 and 11 are specifically relevant to broader languages education.

On 29 August 2013, the Federal Coalition released its *Policy for Schools: Students First* (LP 2013). The document outlined a target that 40% of Year 12 students will study a language within a decade. There is no explicit specification about which language is to be studied. The plan does not prioritise any languages.

To achieve this, *Policy for Schools: Students First* outlined a number of initiatives including:

- improve the take-up of foreign languages with initiatives targeted at foreign language teaching recruitment and teacher training courses
- trial online language programs from preschool to Years 11 and 12
- continue to prioritise the development of the ACARA Languages curriculum for 13 languages
- work with states to aim to make at least one foreign language compulsory from Year 5 to Year 10 within a decade
- use the Teach for Australia program to recruit specialist language teachers
- add specialist language teachers to the Skilled Occupation List
- improve teacher training to improve focus on languages.

ATTACHMENT C

Timeline of Commonwealth and NSW languages education policies and statements

Year	Policy	Rationale
1978	Report on Post-arrival Programs and Services for Migrants Commonwealth (Galbally)	The report signalled acceptance of multiculturalism. Following the report, the Australian Federation of Modern Language Teachers Associations, the Applied Linguistics Association of Australia and others (Federation of Ethnic Communities' Councils of Australia), began agitating for the development of a national policy on languages. Eventually, the question of 'The Development and Implementation of a Coordinated Language Policy for Australia' was referred to the Senate Standing Committee on Education and the Arts.
1981	Ethnic Schools Program Commonwealth	Rationale for the program was to supplement community efforts to maintain relevant languages and cultures of migrants from non-English-speaking backgrounds as well as increasing awareness and understanding of the different community languages and cultures in Australia.
1984	National Language Policy Report Senate Standing Committee on Education and the Arts	The National Language Policy Report was the basis for the National Policy Languages 1987.
1985	National Assessment Framework for Languages at Senior Secondary Level	In 1985, the National Assessment Framework for Languages at Senior Secondary Level (NAFLaSSL) Project commenced involving initially NSW, Victoria and South Australia. It was hoped a national curriculum and assessments would be developed and implemented for 19 small candidature languages.
1987	National Policy on Languages (NPL) Commonwealth (Lo Bianco)	<p>The National Policy on Languages was a watershed national policy. Australia was the first English-speaking country to have such a policy and the first in the world to have a multilingual languages policy. The policy responded to the changing composition of the Australian population.</p> <p>There were four guiding principles:</p> <ul style="list-style-type: none"> i. English for All – English Language and Learning Project ii. support for Australian and Torres Strait Islander languages iii. a Language Other Than English (LOTE) for all iv. equitable and widespread languages services. <p>The rationale for the NPL was maintaining and/or developing bilingualism based on a balance of social equity, cultural enrichment and economic strategies.</p> <p>Commonwealth funds were allocated to learning languages, including Arabic, Chinese, French, German, Modern Greek, Indonesian, Italian, Japanese, Spanish.</p>

Year	Policy	Rationale
1989	Excellence and Equity, NSW Curriculum Reform NSW	<p>The <i>Excellence and Equity</i> document (Ministry of Education and Youth Affairs 1989) outlined that:</p> <p>‘every student to have access to two years mandatory languages education in the junior secondary school and for a substantially greater number of students than at present to pursue in-depth specialist study of priority languages throughout their whole secondary schooling over the Years 7–10.’</p> <p>An implementation phase-in, to allow for adequate teacher resources, occurred whereby students received 12 months of continuous languages education in one language.</p>
1989	The Hobart Declaration on Schooling MCEEDYA	Agreed national schooling principles, including that students should encounter language other than English and all learners are expected to attain high standards of knowledge, skills and understanding.
1991	Australia’s Language: Australian Language and Literacy Policy (ALLP) (White Paper) Commonwealth (Dawkins)	The ALLP, written by John Dawkins (previously Minister for Employment, Education and Training), was widely seen as restricting scope of 1987 NPL. The economic rationale for learning languages, specifically Asian ones, was emphasised. ALLP provided that eight of 14 languages could be chosen by each state for instruction in schools. Languages were, however, no longer ‘foreign’ languages, now referred to as LOTE.
1994–2002	National Asian Languages Studies in Australian Schools (NALSSAS) COAG	<p>NALSSAS did not supersede the ALLP, but supplemented it. Based on the recommendations of a report commissioned by COAG in December 1992: <i>Asian Languages and Australia’s Economic Future 1994</i>.</p> <p>Targeted Chinese (Mandarin), Indonesian, Korean and Japanese for \$200m in Commonwealth funding administered by state/territory school systems. Set proficiency targets in schools; however, by 2006, numbers declined with the change of government and the fact that funding for the program was not renewed.</p>
1996	NSW Aboriginal Education Policy	The policy advocated that ‘Aboriginal languages be maintained, revived and reclaimed’. This was followed by the 1997 <i>NSW Government Statement of Commitment to Aboriginal People</i> .
1999	The Adelaide Declaration on National Goals for Schooling in the Twenty-first Century MCEETYA	The Adelaide Declaration retained Languages as a key learning area.
1999	NAFLaSSL review – CCAFL created	In 1999, after four years of NAFLaSSL examinations, a review was conducted. One of the recommendations involved adoption of a new title: Collaborative, Curriculum and Assessment Framework for Languages (CCAFL).

Year	Policy	Rationale
2003	Review of Languages Education in Australian Schools MCEETYA	<p>The review found there were 146 languages being taught in both mainstream and non-mainstream school settings:</p> <ul style="list-style-type: none"> • 103, including 68 Australian Aboriginal Languages, taught in government, Catholic and independent schools • 69 taught through after-hours community/ethnic languages schools. <p>The six languages most commonly taught were, in order of enrolment numbers: Japanese, Italian, Indonesian, French, German and Chinese.</p>
2003	Aboriginal Languages K–10 Syllabus in NSW	Developed by the Board of Studies NSW and implemented in NSW schools, particularly in rural and remote areas.
2004	NSW Aboriginal Languages Policy	<p>Instituted by the Department of Aboriginal Affairs in close collaboration with the former NSW Department of Education and Training and the Office of the Board of Studies NSW as well as the Aboriginal and Torres Strait Islander Commission (ATSIC) and the Aboriginal Education Consultative Group (AECG).</p> <p>Policy objectives included:</p> <ul style="list-style-type: none"> • Aboriginal students in NSW have an increased opportunity to learn their Aboriginal language of origin or another language, as determined by the local Aboriginal community • the NSW population have an understanding and appreciation of Aboriginal languages as an integral part of Aboriginal culture and the Australian heritage.
2005–2008	National Statement for Languages Education in Australian Schools and the National Plan for Languages Education in Australian Schools MCEETYA	In the National Statement and National Plan, the state, territory and federal Ministers for Education committed to the vision of quality languages education for all students, in all schools, across Australia. The National Statement and Plan were to further the 1989 Hobart Goals. Noted Aboriginal languages as the nation's first languages, as well as the importance of the languages brought by migrants.
2005	Languages Education Working Group MCEETYA	<p>Languages Education Working Group established as a MCEETYA working group to:</p> <ul style="list-style-type: none"> • gather data, share information and strategy • reach agreement on processes and structures for monitoring and evaluating the effectiveness of the National Plan • provide advice on projects of national significance, from those identified in the National Plan. <p>Members include all states and territories plus the National Catholic Education Commission, the Independent Schools Council of Australia, and the Australian Council of Assessment and Curriculum Authorities.</p> <p>Endeavoured to develop a national plan. It was drafted but never released.</p>
2007	The Review of Teacher Education for Languages Teachers DEEWR	Outlines the various issues regarding provision, including training, retraining of language teachers; availability of teachers; lack of incentives; insufficient funding; interaction with state curriculum and syllabus documents.

Year	Policy	Rationale
2008	Melbourne Declaration on Educational Goals for Young Australians MCEETYA	Languages retained as a key learning area, 'especially Asian languages'. Terminology 'Language Other Than English' no longer used, instead 'Languages' is adopted.
2008– 2009 2010– 2011	National Asian Languages and Studies in Schools Program (NALSSP) Commonwealth	<p>\$62.15 million over four years. Four target Asian languages: Chinese (Mandarin), Indonesian, Japanese and Korean. An aspirational target was set that by 2020, at least 12% of students will exit Year 12 with fluency in one of target languages.</p> <p>Aimed to increase opportunities for school students to become familiar with the languages and cultures of Australia's regional neighbours. It involves:</p> <ul style="list-style-type: none"> • funding for state and territory government and non-government education authorities • <i>Strategic Collaboration and Partnership Fund</i> available to organisations, including universities, higher education providers, businesses and Asian communities • <i>Becoming Asia Literate: Grants to Schools</i> – a direct outreach program of grants to schools run by the Asia Education Foundation • <i>Australian Government National Projects</i>.
2011– 2012	Draft Shape of the Australian Curriculum: Languages ACARA (January) Shape of the Australian Curriculum: Languages ACARA (November)	Provides broad directions for the development of languages curriculum. In 2012, writing of languages curriculum will start with F–10 Chinese (second language learner) and Italian (second language learner) pathways and a framework for Aboriginal languages and Torres Strait Islander languages.
2012	Languages Education Working Party, new national plan being developed	The National Plan 2011–2014 was never released and is currently being redrafted by Victoria in consultation with the Commonwealth Government, on behalf of the Languages Education Working Party. Victoria will take the plan to the Standing Council on School Education and Early Childhood when it is completed; there is no timeline on completion.
2012	Budget Reply Speech Coalition	In the 2012 Budget Reply Speech, the Hon. Tony Abbott MP, Leader of the Opposition, outlined that if elected, it will work urgently with the states to ensure that at least 40% of Year 12 students are once more taking a language other than English within a decade. The program has not been costed; however, preliminary estimates suggest it would cost \$100 million over 10 years.
2012	Australia in the Asian Century White Paper	<p>Chapter 6 'Building capabilities' discusses the need to build 'Asia-relevant' capabilities that are both specialised and broad based. A significant role for Australia's education systems, in particular schools, is carved out in the paper. National objectives 10 and 11 are specifically relevant to broader languages education.</p> <p>It is expected that the National Plan for School Improvement will provide implementation information (including funding) regarding the national objectives.</p>
2013	Coalition's Policy for Schools: Students First	In the Federal Coalition's <i>Policy for Schools: Students First</i> , a target of 40% of Year 12 students studying a language within a decade is outlined.

ATTACHMENT D

Map of current provision of languages in NSW by DEC schools and other providers

	K – Year 2 Stage 1	Years 3–4 Stage 2	Years 5–6 Stage 3	Years 7–8 Stage 4	Years 9–10 Stage 5	Years 11–12 Preliminary and HSC – Stage 6
NSW school sectors						
DEC	In Stages 1–3, Languages education is taught within HSIE curriculum or during Additional Time, which varies according to sector. Schools may use BOS K–10 syllabus or Board Endorsed Course.			Mandatory 100 consecutive hours in one language over 12 months. Must be delivered between Years 7–10, preferably 7–8. Languages may be offered as an elective in Stage 5.		Differentiated courses: Beginners, Continuers, Extension, Heritage and Background.
Catholic						
Independent	The Community Languages Program is delivered in some DEC schools.					
DEC providers						
Saturday School of Community Languages				Offers students in Stages 4–6 from all school sectors the opportunity to study a community language when it is not available at their school. At Stage 6, may use CCAFL (BOS) syllabus.		
Open High School				Offers students in Stages 5–6 13 languages where they are not available at their home school.		
Distance High Schools				Each Distance High School offers different languages/ range of languages at different stages.		
Other providers						
OTEN (Distance TAFE)				Offers Stage 6 languages students a small number of courses via Distance TAFE.		
Outside tutors				For Stage 6, outside tutors are required to present their program, units of work, assessment schedule and qualification(s) to the principal who must be satisfied that the BOS requirements for the program of study will be met.		
Community Languages Schools	Currently there are 227 CLS in more than 439 locations, with 2352 teachers and more than 30 000 students, 58 languages are taught and approximately 5–6 added each year.					

ATTACHMENT E

NSW languages eligibility criteria

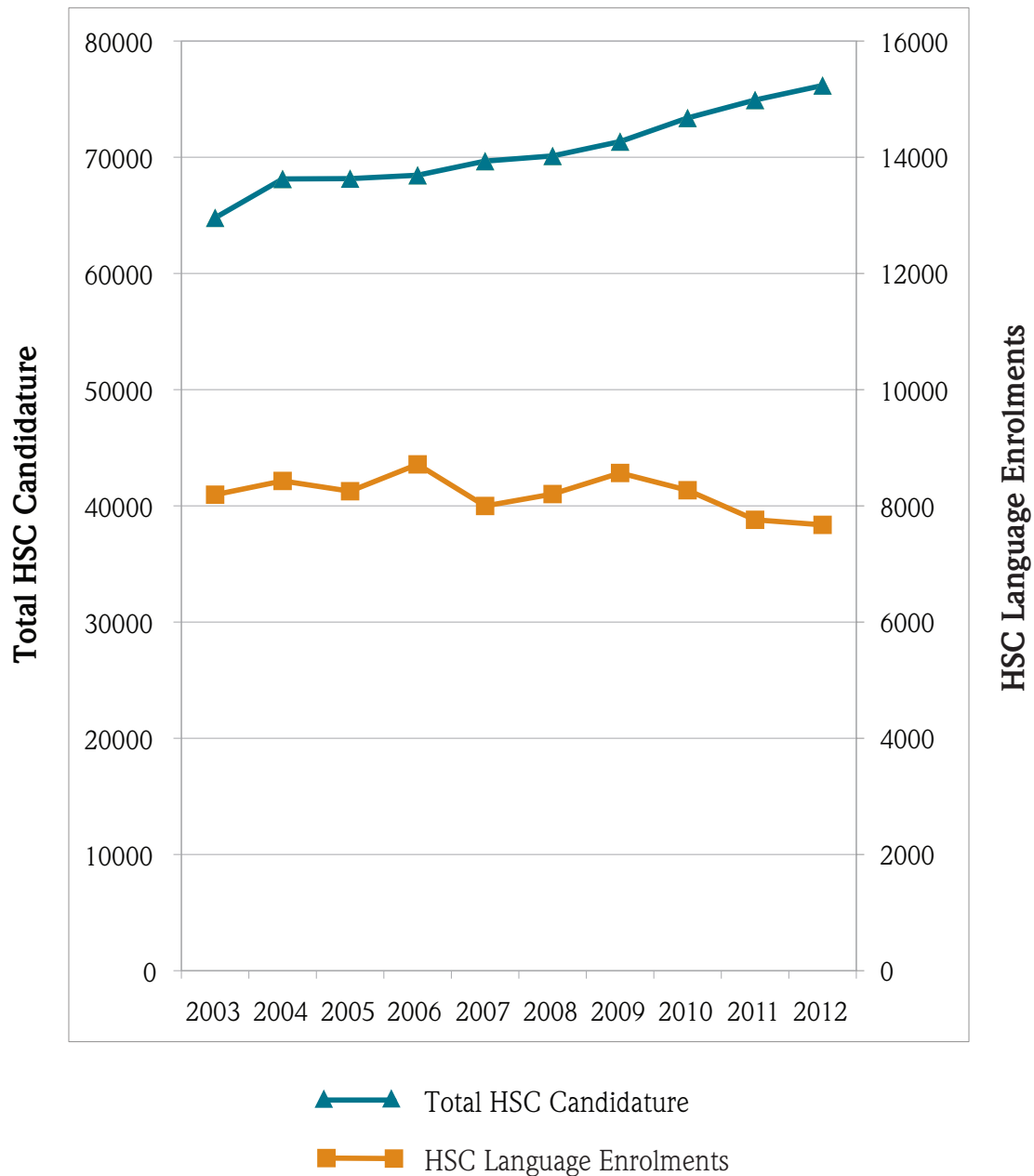
Courses	Eligibility criteria	Target candidature
Beginners	<ul style="list-style-type: none"> Students have had no more than 100 hours' study of the language at the secondary level (or the equivalent). Students have little or no previous knowledge of the language. For exchange students, a significant in-country experience (involving experiences such as homestay and attendance at school) of more than three months renders a student ineligible. 	Students are learning the language as a second (or subsequent) language. Students either have no prior spoken or written knowledge or experience of the language, or their experience is derived solely from, or is equivalent to, study of the language for 100 hours or less in Stage 4 or Stage 5.
Continuers	<ul style="list-style-type: none"> Students have had no more than one year's formal education from the first year of primary education (Year 1) in a school where the language is the medium of instruction. Students have no more than three years residency in the past 10 years in a country where the language is the medium of communication. Students do not use the language for sustained communication outside the classroom with someone with a background in using the language. 	<p>Students are learning the language as a second (or subsequent) language. Students typically have studied the language for 200–400 hours at the commencement of Stage 6.</p> <p>(In languages where Extension courses are offered, the Extension courses are available to HSC Continuers course candidates only.)</p>
Background	<ul style="list-style-type: none"> Students speak the language in their home but have had no formal education in the language. 	Students have a cultural and linguistic background in the language.
Heritage	<ul style="list-style-type: none"> Students have had no formal education in a school where the language is the medium of instruction beyond the year in which the student turns 10 years of age (typically Year 4 or 5 of primary education). 	Students typically have been brought up in a home where the language is used, and they have a connection to that culture. These students have some degree of understanding and knowledge of the language. They have received all or most of their formal education in schools where English (or another language different from the language of the course) is the medium of instruction. Students may have undertaken some study of the language in a community, primary and/or secondary school in Australia. Students may have had formal education in a school where the language is the medium of instruction up to the age of 10.

Source: Board of Studies NSW, <www.boardofstudies.nsw.edu.au/syllabus_hsc/lang-eligibility-criteria.html>

Note: not all languages have courses at all levels.

ATTACHMENT F

HSC language course enrolments and HSC candidature, 2003–2012



Source: Board of Studies NSW, internal statistics

ATTACHMENT G

2012 HSC language course enrolments

Language course	Male	Female	Total
Arabic Beginners	1	4	5
Arabic Continuers	84	124	208
Arabic Extension	27	42	69
Armenian Continuers	10	28	38
Chinese Background Speakers	366	378	744
Chinese Beginners	13	28	41
Chinese Continuers	37	25	62
Chinese Extension	8	5	13
Classical Greek Continuers	6	3	9
Classical Greek Extension	3	3	6
Classical Hebrew Continuers	19	18	37
Classical Hebrew Extension	14	10	24
Croatian Continuers	6	11	17
Dutch Continuers	2	2	4
Filipino Continuers	6	6	12
French Beginners	132	566	698
French Continuers	261	626	887
French Extension	75	129	204
German Beginners	36	93	129
German Continuers	110	181	291
German Extension	29	58	87
Heritage Chinese (Mandarin)	38	49	87
Heritage Japanese	7	8	15
Heritage Korean	9	24	33
Hindi Continuers	7	10	17
Hungarian Continuers	6	3	9
Indonesian Background Speakers	49	46	95
Indonesian Beginners	12	27	39
Indonesian Continuers	21	44	65

Language course	Male	Female	Total
Indonesian Extension	5	8	13
Italian Beginners	94	275	369
Italian Continuers	79	219	298
Italian Extension	17	53	70
Japanese Background Speakers	7	15	22
Japanese Beginners	249	370	619
Japanese Continuers	228	464	692
Japanese Extension	62	129	191
Khmer Continuers	16	9	25
Korean Background Speakers	25	46	71
Korean Continuers	1	2	3
Latin Continuers	80	93	173
Latin Extension	47	52	99
Macedonian Continuers	11	18	29
Malay Background Speakers	1	0	1
Modern Greek Beginners	24	36	60
Modern Greek Continuers	35	56	91
Modern Greek Extension	14	16	30
Modern Hebrew Continuers	15	38	53
Persian Background Speakers	11	20	31
Polish Continuers	11	16	27
Portuguese Continuers	5	15	20
Russian Background Speakers	12	8	20
Serbian Continuers	7	12	19
Spanish Beginners	48	140	188
Spanish Continuers	77	121	198
Spanish Extension	26	42	68
Swedish Continuers	4	3	7
Tamil Continuers	19	23	42
Turkish Continuers	11	28	39
Ukrainian Continuers	3	2	5
Vietnamese Continuers	75	80	155
TOTAL	2713	4960	7673

Source: Board of Studies NSW, <www.boardofstudies.nsw.edu.au/news-media/media-guide-2012/stats/enrolments-course.html>

Note: in 2012, there were no HSC enrolments in the Maltese Continuers or Indonesian (Heritage) courses.

ATTACHMENT H

Saturday School of Community Languages centres

Centre	Language classes in 2012
Chatswood High School	Armenian, Chinese, Dutch, Japanese, Korean, Modern Greek, Polish, Spanish
Kogarah High School	Chinese, Croatian, Macedonian, Spanish
The Hills Sports High School	Chinese, Hindi, Korean, Maltese, Modern Greek, Polish, Spanish, Turkish
Strathfield Girls High School	Chinese, Croatian, Hindi, Italian, Korean, Ukrainian
Liverpool Boys High School	Arabic, Chinese, Croatian, Turkish, Vietnamese
Arthur Phillip High School	Arabic, Croatian, Modern Greek, Persian, Turkish
Liverpool Girls High School	Bengali, Hindi, Khmer, Polish, Serbian, Spanish
Ashfield Boys High School	Chinese, Modern Greek, Polish, Spanish
Smiths Hill High School	Arabic, Chinese, Macedonian, Serbian, Spanish, Turkish
Birrong Boys High School	Chinese, Vietnamese
Dulwich	Arabic, Bengali, Korean, Portuguese, Turkish, Vietnamese
Bankstown Girls High School	Filipino, Hungarian, Macedonian, Modern Greek
St George Girls High School	Arabic, Modern Greek
Randwick	Chinese, Polish, Serbian, Spanish
Birrong Girls High School	Arabic
Merewether High School	Chinese, Modern Greek, Spanish

Source: Saturday School of Community Languages, <www.sscl.schools.nsw.edu.au/our-centres>
(as at 30 June 2012)

ATTACHMENT I

2012 Years 10, 11 and HSC students studying languages

Table 1: Year 10 (Stage 5) students entered for languages, 2012

Board of Studies Liaison Officer region	Year 10 students studying languages	Total Year 10 students	% studying languages
Hunter	589	11 079	5.3
Metropolitan East	3021	11 151	27.1
Metropolitan North	2927	11 368	25.7
Metropolitan North West	1472	12 378	11.9
Metropolitan South West	1212	14 020	8.6
North Coast	465	7617	6.1
North West	250	3040	8.2
Riverina	304	4772	6.4
South Coast	1034	8974	11.5
Western	319	4666	6.8
All regions	11 593	89 065	13.0

Source: Board of Studies NSW, internal statistics

Table 2: Year 11 (Preliminary) students entered for languages, 2012

Board of Studies Liaison Officer region	Year 11 students studying languages	Total Year 11 students	% studying languages
Hunter	502	10 162	2.9
Metropolitan East	2425	11 834	14.8
Metropolitan North	1911	11 497	13.6
Metropolitan North West	1051	11 633	7.2
Metropolitan South West	911	12 991	5.3
North Coast	443	6808	4.2
North West	95	2722	2.1
Riverina	130	4269	2.7
South Coast	479	8436	5.4
Western	192	3976	3.3
All regions	8139	84 328	9.7

Source: Board of Studies NSW, internal statistics

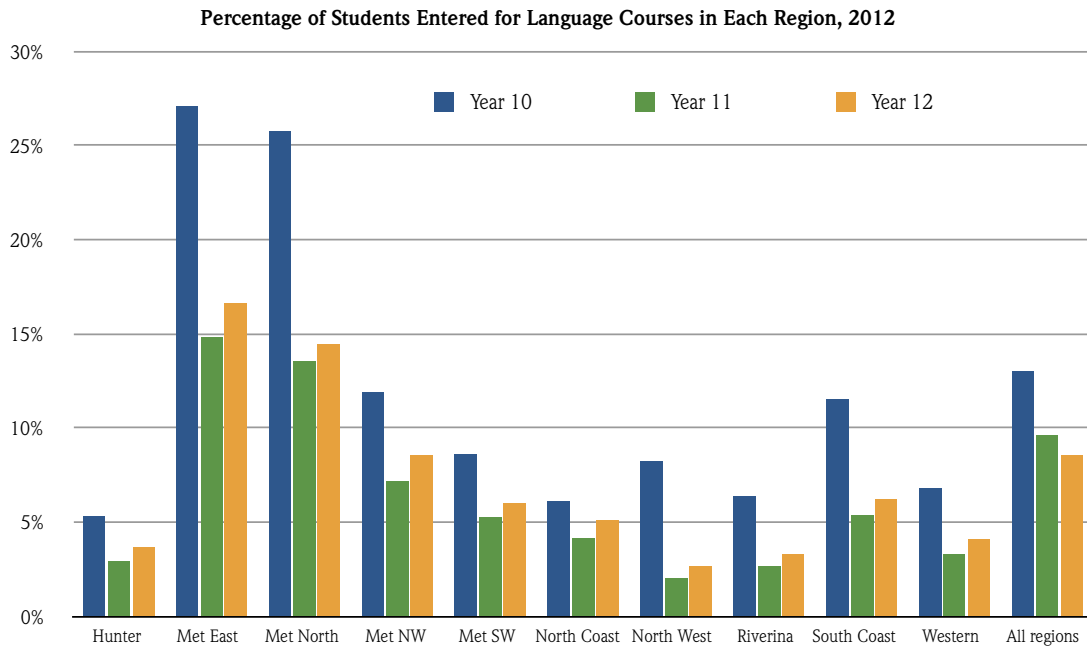
Table 3: Year 12 (HSC) students entered for languages, 2012

Board of Studies Liaison Officer region	HSC students studying languages	Total Year 12 students	% studying languages
Hunter	299	8074	3.7
Metropolitan East	1757	10 570	16.6
Metropolitan North	1560	10 799	14.4
Metropolitan North West	838	9763	8.6
Metropolitan South West	685	11 334	6.0
North Coast	283	5526	5.1
North West	56	2112	2.7
Riverina	114	3464	3.3
South Coast	454	7314	6.2
Western	132	3220	4.1
All regions	6178	72 176	8.6

Source: Board of Studies NSW, internal statistics

ATTACHMENT J

Percentage of students entered for language courses in each region, 2012



Source: Board of Studies NSW, internal statistics

ATTACHMENT K

Australia's top 10 two-way trading partners, 2012

Rank	Country	% of trade volume
1	China	19.9
2	Japan	11.9
3	United States	8.9
4	Republic of Korea	5.4
5	Singapore	4.6
6	United Kingdom	3.8
7	New Zealand	3.5
8	India	3.3
9	Thailand	3.0
10	Malaysia	2.6
Total		100

Source: Department of Foreign Affairs and Trade, *Trade at a Glance 2012*, <www.dfat.gov.au/publications/trade/trade-at-a-glance-2012.pdf>

ATTACHMENT L

List of stakeholders involved in initial discussions for languages education review

Peak bodies

Department of Education and Communities

NSW Primary Principals' Association

NSW Secondary Principals' Council

Aboriginal Education Consultative Group

Catholic Secondary Schools Association

Association of Catholic School Principals

Australian Heads of Independent Schools Association

Christian Education National

Christian Schools Australia

Teachers' groups

Modern Language Teachers' Association of New South Wales Inc.

NSW Community Languages Schools Board

Parents' groups

NSW Parents' Council

Council of Catholic School Parents

Other stakeholders

Community Relations Council of NSW

The Ethnic Communities' Council of NSW

Anti-Discrimination Board NSW

The Open High School

Department of Education and Communities, Director-General's Advisory Group on Multicultural Education and Training

Department of Education and Communities, Aboriginal Languages Forum

NSW Multicultural Business Advisory Panel, Department Trade and Investment, Regional Services and Infrastructure

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Introduction

Following significant national debate about the need to equip young Australians with the knowledge and skills required for the 21st century, and concerns about the state of languages education in Australia, the Minister for Education, the Hon. Adrian Piccoli MP, in late 2011 requested that the then Board of Studies NSW undertake a review of languages education in NSW. The Review's Terms of Reference included:

- investigation of current languages education from pre-school to Year 12, both in and out of school settings
- review of student demand for languages courses in senior secondary school
- exploring opportunities for rural and regional students to participate more effectively in languages education
- reviewing current supply of languages teacher resources
- considering possibilities for collaboration across school sectors.

Background to the Review of Languages Education NSW

Throughout 2012, the Board conducted preliminary discussions with key stakeholders and undertook research on best evidence in languages education. Board officers then developed a consultation paper, reference paper and overview document to seek feedback on six initial proposals for languages education for NSW:

- Proposal 1: A new K–10 Languages curriculum framework
- Proposal 2: A new approach to post-compulsory languages education
- Proposal 3: Broader recognition of language proficiency
- Proposal 4: Strengthening and supporting the provision of Aboriginal languages
- Proposal 5: Raising the profile and supporting the delivery of languages education
- Proposal 6: Further national contributions to languages education



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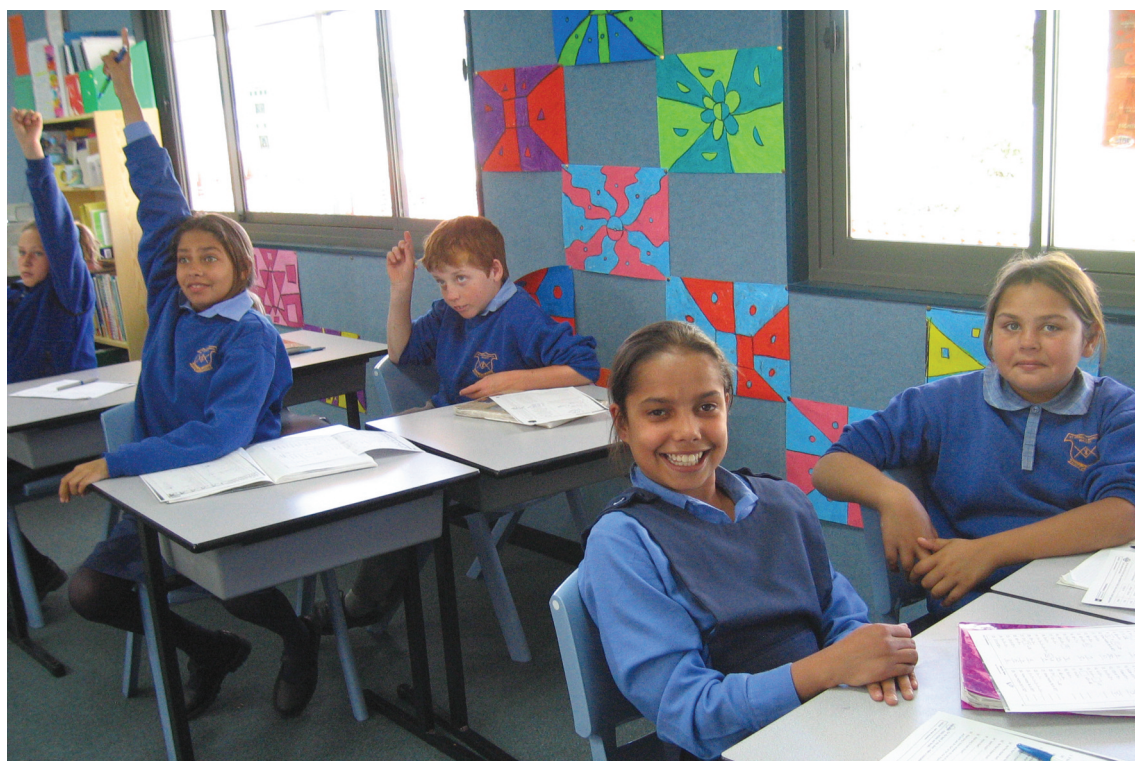
Consultation

During Term 4, 2013, a Steering Committee with representation from key stakeholders in languages education was established to oversee the consultation process. Consultation began on 9 October 2013 and concluded on 13 December 2013. This involved meetings with key stakeholder and special interest groups; public consultation meetings with over 300 attendees across the state; more than 30 written submissions; and more than 400 responses to an online survey.

Findings from the consultation indicated that there is widespread support in both the education and community sectors for the development of a dynamic, inclusive languages education policy for NSW.

Recommendations and proposals

The main themes emerging from the research and consultation feedback were developed into a series of recommendations for BOSTES endorsement. These recommendations have subsequently been developed into proposals for the consideration of the NSW Schools Advisory Council and for the Minister. The proposals incorporate short, medium and long-term goals which attempt to address demand and supply issues for languages education. The proposals do not provide all of the answers, but are a good starting point for moving forward in a planned and principled way.





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The proposals

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The proposals have been developed on a number of assumptions:

- For sustainability, languages education policy must be informed by realistic aims.
- Languages education is important primarily for cognitive, cultural and humanistic reasons; proficiency in a language for economic reasons is an accrued benefit of languages education.
- Education in any language is valuable and all languages are of equal value.
- Strategies to identify and strengthen opportunities for K–12 continuity in a language need to be fostered.
- The relevance of language study is questioned by many students and their parents. Without greater community understanding and support, mandation is not seen as a means of encouraging sustainable growth.
- Demand for languages education is best built through quality curriculum, quality teaching, by addressing real and perceived barriers and by provision of incentives.
- Investment in education and training is essential to ensure quality teaching and adequate supply of teachers.
- Languages should not be regarded as foreign and ‘other’; the linguistically and culturally diverse environments of NSW society provide authentic opportunities for communication and interaction, and support the relevance of languages education for NSW students.
- The existing language potential of NSW students should be cultivated; it is an effective and efficient use of resources to develop and maintain the language proficiency of students with a heritage or background in a language.
- The language proficiency of NSW students with a heritage or background in a language identified as useful for meeting the needs of the economy and international relations should be fully developed.
- Strengthening and extending Aboriginal languages education in NSW is vital for supporting the revitalisation of Aboriginal language and culture.
- Proficiency and achievement in languages should be recognised, celebrated and built on.
- Languages education is broader than just acquiring proficiency in a particular language.
- Students without access to learning a language in primary school can develop knowledge and skills applicable to learning a language in high school; access to a quality languages program in primary school should strengthen languages study in high school.



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Towards a Languages Education Policy for NSW

Current

Languages education in Australia is a complex and multi-faceted issue. There are many stakeholders interested and involved in the provision of languages education, and the views of stakeholders can be both complementary and contradictory. Efforts to advance languages education in NSW require high-level strategic coordination.

NSW does not currently have a languages education policy.

Languages education policy and planning falters when policy aims are unrealistic and when policy initiatives are not independent of fluctuations in political cycles and financial resourcing.

The Australian government is working to revive the teaching of foreign languages in Australian schools with the goal to ensure that at least 40% of Year 12 students are studying a language other than English, with a focus on Asian languages, within a decade.

Debate around the different purposes of languages education is often polarised and education policy has tended to favour one purpose over other purposes.

The benefits of languages education are not fully understood and appreciated by some sectors of the community.

Opportunities for sharing expertise and resources between language education providers are not fully exploited.

Data on languages education is inconsistent and incoherent. There is no aggregated data available for languages education across school sectors. The only cross-system data collection available is the BOSTES enrolment and assessment data for Year 10, Preliminary and HSC courses and completion of the mandatory 100 hours.

The nature of Commonwealth funding for languages education in NSW is unclear at present.

Proposed

A NSW Languages Advisory Panel (the Panel), with representation from key education sectors, community organisations, industry and business will be established to oversee the strategic coordination of languages education initiatives.

The Panel will report to the NSW Minister for Education through the NSW Schools Advisory Council.

The Panel will progress the development of a new Languages Education Policy for NSW schools. The new Policy will be long-term, developmental and sustainable.

In progressing the new Policy, the Panel will have strong regard to policy intentions, policy debate and policy implementation.

The Panel will give consideration to: the value and purposes of languages education in the NSW context; promotion of languages education in schools and in the community and how to harness the strengths and expertise of languages education providers.

The Panel will coordinate cross-sectoral data collection to establish the mechanism for a robust evidence base for ongoing planning and policy development.

The Panel will advocate for and access available Commonwealth and NSW State Government funding where it is essential to the successful development and implementation of the new NSW Languages Education Policy.



A New K–10 Languages Curriculum Framework and Support Materials

Current

The current K–10 languages curriculum framework is based on three objectives: (1) using language (listening, speaking, reading and writing in a language), (2) making linguistic connections (language awareness) and (3) moving between cultures (intercultural understanding).

The outcomes related to the three objectives of the current framework are integrated. In effect, only those primary schools that have access to a languages teacher and offer a languages program are able to develop students' knowledge, understanding and skills to meet all of these objectives.

The current outcomes are stage-specific and are based on an assumption of continuous learning in a language.

The languages offered for study in primary school are often different to the languages offered for study in high school.

Continuity of learning in a language in K–8 in NSW schools is rare, and so the current Stages 1–3 outcomes based on an assumption of continuous language learning are of limited utility, given the multiple entry points across stages.

The current framework and support materials do not cater for schools which are able to offer a cross-curricular approach to education.

Students report that they would like more meaningful activities in the languages curriculum, particularly activities which provide opportunities for communication in the language they are learning.

Proposed

The BOSTES will develop a new K–10 languages curriculum framework. The framework will include two strands: (1) *language understanding* and (2) *language learning*.

Strand (1) *language understanding* will incorporate outcomes that focus on language awareness, how to learn a language and intercultural understanding.

Strand (2) *language learning* will incorporate outcomes that focus on learning a language.

Strand (1) outcomes may be delivered in primary school in Stages 1–3. They are intended to develop students' understanding of how different languages work, how languages are learnt, and the interdependence of language and culture.

Strand (1) and (2) outcomes may be integrated for Stages 1–3.

Strand (1) and (2) outcomes will be integrated for Stages 4 and 5.

Strands (1) and (2) outcomes will be non-stage specific, allowing flexibility to meet the needs of individual schools.

The BOSTES will develop modular curriculum materials for primary and secondary schools that can be delivered independently or as part of a sequence, to accommodate multiple entry and exit points.

The BOSTES will develop content-integrated curriculum materials and resources to support schools to deliver outcomes in Languages and other Key Learning Areas such as PDHPE and Creative Arts.

The BOSTES curriculum support materials will link outcomes to tasks that focus on authentic language use.



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Languages Education in Primary School

Current

Languages is not a Key Learning Area in primary school and there is no requirement for students to study a language. Where a language program is offered, it is usually delivered during the 20% of discretionary primary school curriculum available for 'additional activities'.

Many NSW primary school students are not transitioning into high school with a positive disposition towards and sound foundation for language learning.

Only about one-third of NSW primary schools offer a languages program. The majority of these primary schools are located in the Sydney metropolitan area.

Many primary school environments in NSW are culturally and linguistically diverse, and local community immersion experiences are easily accessible. However, often opportunities for authentic communication in another language and intercultural interaction are not exploited.

In such multicultural settings, opportunities to link emergent English literacy skills with literacy skills in other languages are often missed.

Providers of community languages programs report a need for greater collaboration with mainstream schools, including: curriculum and assessment planning; shared professional learning; joint language learning activities; and improved use of school facilities.

Proposed

The Panel will consider a medium-term objective of establishing a Languages Key Learning Area in primary school.

At a minimum, NSW primary schools will have access to curriculum and support materials to deliver a languages program through which students may attain language awareness, how to learn a language and intercultural understanding outcomes.

Over time, every primary school student will engage with a minimum set of outcomes that will lay the foundation for language study at high school.

The Panel will oversee the development of a resource coordination strategy (including blended learning and use of technologies) to increase access to language programs for primary students, especially in regional and remote areas of NSW.

Primary schools will be encouraged to introduce community languages programs in their schools. Based on school community needs and the availability of resources to support programs, schools will decide which language/s to offer.

The new K–10 languages curriculum framework and support materials will allow schools to capitalise on the existing language resources of the classroom and the community to develop students' literacy in two or more languages.

The Panel will oversee the development of a strategy to enhance productive links between community languages providers and schools.



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Languages Education in Primary School (cont.)

Current

Bilingual and partial immersion programs provide substantial time, intensity and purpose for language learning. Such programs offer the opportunity to increase the number of students with proficiency in languages.

Some bilingual and partial immersion programs exist in NSW primary schools. However, to increase the number of students with substantial proficiency in a language, more of these programs are needed. Some of these programs have been subject to uncertain funding arrangements.

There is a shortage of qualified specialist primary school languages teachers.

Many NSW teachers are bilingual and/or have a high level of proficiency in one or more languages other than English.

The quality of existing primary school languages programs is variable, ranging from well-resourced and highly successful programs which offer students a substantial language learning experience to 'tokenistic' programs with inadequate intensity and time on task.

Many primary school principals express interest in introducing a languages program in their school. However, they report that they are unsure of the best way to go about this.

Proposed

The Panel will investigate a strategy to guarantee the sustainability of existing immersion programs and to increase the number of primary schools in NSW offering bilingual or partial immersion programs.

New BOSTES-developed modules will support the delivery of Content and Language Integrated Learning (CLIL) programs in primary schools.

The Panel will oversee the development of a strategy to increase the supply of specialist primary school languages teachers.

The Panel will advocate for education and training in languages methodology for generalist primary teachers who are bilingual/proficient in a language.

Schools which already offer a high-quality languages program will be strongly encouraged to continue doing so. The new K–10 languages curriculum framework will accommodate current best practice in languages education.

The BOSTES will develop guidance for schools on best practice in providing a meaningful languages education experience for primary school students. This advice will include case studies of successful primary school language programs in the NSW education sectors.



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Languages Education in Junior Secondary School

Current

The mandatory 100 hours of language learning in one language, in a continuous 12-month period, may be delivered in either Stage 4 or Stage 5.

Delivery of the mandatory 100 hours in Stage 5 precludes continuity of languages education from primary into high school. It also precludes students from taking an elective language course in Stage 5, diminishing the pool of students who could continue study of a language in Stage 6.

The mandatory 100 hours of language learning in one language provides NSW students with a substantial experience on which to base decisions regarding future study of a language.

In many cases, schools are unable to meet the demand for language study in Stage 5 as they are unable to staff smaller language classes. This greatly diminishes the pool of students who could continue study of a language in Stage 6.

Students who have a heritage or background in a language are often unable to continue to develop their proficiency in that language in junior secondary school.

In some cases, students who have a heritage or background in a language and who are unable to develop their proficiency in that language in junior secondary school, are unable to access a suitable language course in Stage 6.

Prior to the formation of the BOSTES, curriculum, pedagogy and assessment expertise, and enrolment and assessment data have not been used in a systematic and responsive way to directly inform the training and professional development needs of Stage 4 and Stage 5 teachers.

Some students report that motivation to continue post-mandatory study of a language is affected by uninspiring pedagogy, poor classroom management, insufficient challenge and low expectations.

Students, teachers and parents report that in-country experiences motivate students to continue study of a language in Stage 6 and beyond.

Proposed

The mandatory 100 hours of language learning will be delivered in Stage 4 (Year 7 or Year 8).

The mandatory 100 hours of language learning will continue to be delivered in one language, in a continuous 12-month period.

Flexibility for schools around the delivery of the mandatory 100 hours of language learning in Stage 4 will be granted by the BOSTES only in exceptional circumstances.

The Panel will oversee the development of a resource coordination strategy (including blended learning and use of technologies) to increase access to language courses for students entering Stage 5.

The Panel will investigate a strategy to maximise opportunities for students who have a heritage or background in a language to have access to a continuous K–12 pathway.

To support quality languages teaching, the BOSTES will use curriculum, pedagogy and assessment expertise, and enrolment and Record of School Achievement (RoSA) data to inform initial teacher education courses for pre-service languages teachers and ongoing professional learning for existing languages teachers across the range of languages education settings.

The Panel will oversee the development of a strategy to provide NSW students with increased and more equitable access to in-country experiences such as student exchanges and school trips.



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Languages Education in Senior Secondary

Current

Only about 10% of NSW students undertake a language course for their HSC.

In many cases, schools are unable to meet the actual demand for language study in Stage 6 as they are unable to staff smaller language classes.

Many students and teachers perceive that more time and effort is required for successful HSC achievement in languages than is required for other subjects.

Many students and teachers perceive that language courses are disadvantaged in the ATAR scaling process. Students report that even though they enjoyed learning a language in Stage 5 and would like to continue in Stage 6, this perception deters them from choosing a language for the HSC. This is particularly the case for students who hope to enter university courses with very high ATAR cut-offs.

Some students who do undertake a language course for the HSC, do not have their language results included in their 10 best units for ATAR calculation. This reinforces the perception that it is harder to obtain good marks in languages than it is in other subjects.

The number of students taking a language course has significantly decreased since 1968 when universities removed the criterion of school language study for entry into many tertiary courses.

Universities in NSW do however acknowledge the value of learning a language in senior high school and currently offer incentive schemes for students with successful HSC language achievement for some university courses.

The incentive schemes vary widely amongst universities, with some having quite complex conditions. In some cases, information about the incentives is difficult to locate and is not widely publicised or known.

Many stakeholders express support for a uniform ATAR Languages Bonus Points Scheme in NSW.

Proposed

The Panel will oversee the development of a resource coordination strategy (including blended learning and use of technologies) to increase access to language courses for students entering Stage 6.

The BOSTES will review the HSC pattern of study requirements to acknowledge the time and effort required for successful achievement in languages in Stage 6.

The BOSTES will undertake research in relation to issues perceived as barriers to the uptake of languages study in Stage 6. The BOSTES will take action to address any anomalies identified in the research.

The BOSTES will develop a communication strategy for NSW schools and community stakeholders to address the more widely held misconceptions regarding languages and ATAR.



Learning through Languages

Review of Languages Education in NSW

BOSTES | BOARD OF STUDIES
TEACHING &
EDUCATIONAL
STANDARDS NSW

Languages Education in Senior Secondary (cont.)

Current

In NSW, the 63 Stage 6 language courses are differentiated into Beginners, Continuers, Extension, Heritage and Background Speakers courses. Not all courses are available in all languages and eligibility criteria govern entry into courses.

Students will not choose a language course if they perceive that they have to compete with students who have had significant exposure to or who have a heritage or background in that language.

Some students and community groups consider it unfair that heritage language courses in NSW exist only for Chinese, Indonesian, Japanese and Korean.

The purpose and nature of the eligibility criteria are not fully understood by some schools and some sections of the community.

The eligibility criteria are not applied consistently by all schools in NSW.

Prior to the formation of the BOSTES, curriculum, pedagogy and assessment expertise, and enrolment and assessment data have not been used in a systematic and responsive way to directly inform the training and professional development needs of Stage 6 teachers.

There are no language courses in NSW schools for vocationally oriented students who wish to learn a language for practical commercial purposes.

Proposed

The BOSTES will investigate differentiated course models used in other states for languages other than Chinese, Indonesian, Japanese and Korean.

The BOSTES will develop a communication strategy for NSW schools and community stakeholders to reinforce the purpose and specific details of the eligibility criteria.

The BOSTES will enhance processes to monitor the consistent application of the eligibility criteria across schools in NSW.

To support quality languages teaching, the BOSTES will use curriculum, pedagogy and assessment expertise, and Preliminary and HSC course enrolment and assessment data to inform initial teacher education courses for pre-service languages teachers and ongoing professional learning for existing languages teachers across the range of languages education settings.

The BOSTES will investigate the incorporation of elective units of competency in languages into Board VET courses, such as Hospitality, Retail Services and Tourism and Events.

The Panel will investigate a strategy for an articulated pathway into post-school vocational education and training for languages.



Broader Recognition of Student Participation and Achievement in Languages

Current

More than 30,000 students across NSW study a language at a community languages school.

Across NSW, there is no systematic way of assessing and reporting the language skills students have developed in a community languages program.

Information about a student's knowledge and skills in a language is often lost when the student transitions to a new educational setting.

Without access to such information, teachers sometimes take a 'blank slate' approach and miss the opportunity to build on what students can already do in a language, or the opportunity to apply student understandings about language to the learning of another language.

Currently, the Record of School Achievement (RoSA) states only that a student has met the mandatory 100-hour requirement. It does not state the language studied for the mandatory 100 hours.

Proposed

The BOSTES will develop a Languages Proficiency Framework based on the new K–10 languages curriculum framework. The Languages Proficiency Framework will have levels that indicate and describe student achievement along the language-learning continuum.

The BOSTES will develop quality assurance guidance for consistent teacher judgement regarding the proficiency framework, in all settings.

The BOSTES will establish a Languages Passport linked to the new K–10 languages curriculum framework and Languages Proficiency Framework.

The Languages Passport will allow students to 'transport' their achievement in languages education from school to school and across school sectors.

Languages teachers will be better able to take students' prior learning into account when planning and programming language learning experiences for their students.

The BOSTES will record the language studied for the mandatory 100 hours of language learning in Stage 4 on the RoSA.

The BOSTES will investigate processes for recording student achievement in community languages school courses on the RoSA.

Students will be able to record their achievement in languages and upload evidence of their achievement on the BOSTES 'up2now' extracurricular tool.



Strengthening and Supporting Aboriginal Languages

Current

Aboriginal languages are taught mostly in regional and remote primary schools in NSW. At present, over 2000 students in NSW undertake study of an Aboriginal language.

Teachers of Aboriginal languages will benefit from a greater range of curriculum and assessment support materials and resources for implementing the *Aboriginal Languages K–10 Syllabus*.

Aboriginal languages teachers will also benefit from improved access to resources which will support a learning pathway from early childhood to adult education, and which will create partnerships between schools, TAFEs, universities and Aboriginal communities.

Due to relocation and settlement patterns in some areas of NSW, students of different Aboriginal language backgrounds may attend the same high school. For the school community, this can make the choice of which Aboriginal language to study for the mandatory 100 hours contentious.

A Stage 6 syllabus framework for Aboriginal Languages does not currently exist. Students are unable to study an Aboriginal language for their HSC.

Revitalisation of language and culture is an Aboriginal community priority. For interested students, developing knowledge, understanding and skills for language revival and reclamation will foster greater interest in pursuing further study and work in this very important endeavour.

Proposed

In collaboration with Aboriginal languages education stakeholders, the BOSTES will continue to develop targeted programming support materials for the *Aboriginal Languages K–10 Syllabus*.

In conjunction with the Aboriginal Education Consultative Group (AECG), an online compendium of Aboriginal Languages resources will be established.

Subject to Aboriginal community consultation and BOSTES approval, schools may deliver the mandatory 100 hours of language learning in Stage 4 in more than one Aboriginal language.

The BOSTES will develop a Stage 6 Content Endorsed Course syllabus framework for Aboriginal Languages.

The BOSTES will investigate development of an optional language reclamation and revitalisation module for delivery within the HSC Aboriginal Studies course.