Senior Secondary Languages Education Research Project

Final report

By Asia Education Foundation

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Executive summary

Speaking more than one language is a valuable asset for young Australians in a globally connected world. Close to 100 per cent of students exit schooling with a second language in many high-performing education systems. In Australia, only 11 per cent of senior secondary students choose to study a language in addition to English. Languages have by far the lowest enrolments of any learning area nationally. This has been the case for some 20 years.

This report is part of the Australian Government's efforts to revive the teaching of languages to ensure that at least 40 per cent of Year 12 students study a language in addition to English within a decade. Its purpose is to inform all Australian governments on practical, implementable ways to enable this.

Recommendations from this research draw on: analysis of a policy and literature review; student, parent and principal surveys; publicly available Year 12 student data; a case study on Japanese language in the senior secondary years; and consultations with government and non-government education sectors, national education agencies, teacher and school leader professional associations, languages experts and complementary providers.

Languages education in Australian schools is currently in a period of transition with a renewed focus on languages by many Education Ministers and the introduction of the Australian Curriculum. In 2014, not all states/territories have a specific policy for languages. Curriculum policies focus on the mid-primary to junior secondary years and vary across jurisdictions from *encouraging* schools to offer language programmes to *requiring* them to do so at particular year levels. In all cases, language learning is not mandatory beyond junior secondary level. Substantial work on strengthening the quality and provision of languages education is underway in jurisdictions and sectors. That makes it timely for national collaborative action to support languages while allowing for local priorities and strategies.

What motivates students to study a language in the senior secondary years?

Students in Australia commonly combine both personal and strategic reasons when choosing whether to study a language at senior secondary level. For those who do choose to study languages, personal reasons include a keen interest, enjoyment and success in learning a language. Students rarely continue languages without this high level of engagement. How to achieve this level of engagement is one of the key questions explored in this research. Perceptions of cognitive advantage, like enhancing effective thinking, and a desire to gain cross-cultural skills also influence this cohort of students. Reasons based on the utility of a language, including getting good marks and future work, study and travel plans, are all taken into consideration in these students' decision making. Australian Tertiary Admission Rank (ATAR) maximisation is not a major factor for this cohort, although the opportunity to gain an ATAR bonus influences some senior languages students. While parents influence students' language study choices in the earlier years of schooling, they do not appear to have a strong influence in the senior secondary years.

A major barrier for students who do not choose to study a language in the senior secondary years is lack of direct access to their preferred language in their school. Many of these students are interested in continuing language study but they identify distance learning as a disincentive. Where access to a student's preferred language *is* available, a combination of mainly strategic reasons concerned with quality of teaching, language utility and subject choice priorities explains why students do not choose to study a language in the senior secondary years. These students:

- have low expectations for achievement
- view other subjects as more important within a limited suite of subjects
- perceive that languages are difficult and involve excessive workload
- perceive that languages hold limited utility
- lack interest and enjoyment in languages, which often relates to teaching and materials that do not engage them.

ATAR maximisation is a bigger consideration for these students than for their counterparts who choose to study a language.

Interventions in four connected areas are required to boost senior secondary languages enrolments

Strategies to enable and encourage students to choose languages in Years 11 and 12 are not necessary in most other high-performing education systems, like South Korea, Singapore, Shanghai, Finland and many other European countries, because languages are mandatory at the senior secondary level. In Australia, providing students with diversity of choice underpins senior secondary certification models.

This report looks at the reasons for those choices and what interventions are required to impact on the pattern of low enrolments in senior secondary languages. Approaches to boost languages enrolments to date have resulted in maintaining stable enrolment numbers at current low levels. A turn-around strategy is required with new and sustained national action at school, jurisdiction, sector, tertiary and community levels.

Expanding access to high-quality languages learning for more students in the Early Years to Year 10 will build a greater 'pipeline' of languages students for the senior years. This action is needed. The current pipeline to Year 10 is not strong because languages are not mandatory after Year 8. Keeping more students learning languages in Years 9 and 10 is vital to ensuring more students are in a position to choose languages for Years 11 and 12. However, building a stronger pipeline of languages students on its own is unlikely to guarantee increased enrolments.

This research identifies four broad interventions targeted at the senior secondary level to build and sustain student demand for senior secondary languages (see Figure A).

These interventions are inter-dependent and require concurrent action. Isolated action is unlikely to substantially increase the number of students studying a language in the senior secondary years. The four interventions are:

1. expand opportunities to study languages in senior secondary certification structures to enable more students to choose languages
2. provide access to high quality languages programmes to build and sustain student participation in languages
3. engage all stakeholders in recognising and promoting the value and utility of languages
4. collaborate nationally to support languages planning and implementation.

Figure A: Four concurrent interventions to build and sustain demand for senior secondary languages

Four concurrent interventions targeted at the senior secondary level
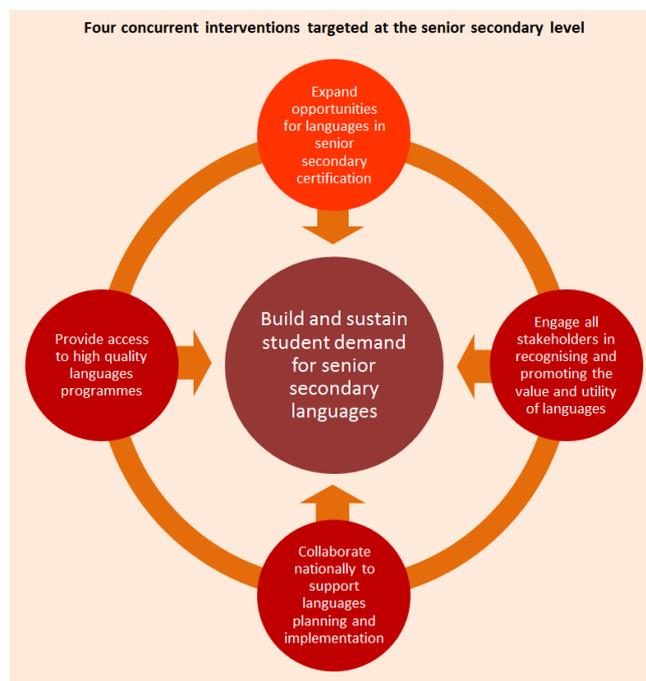
1   Expand opportunities for languages in senior secondary certification structures

Modifying the structure of senior secondary certification is the *key lever* to boost senior secondary languages enrolments. Two broad modifications required are:

1. increasing the number of subjects required for senior secondary certification
2. expanding certification opportunities for languages.

1.1   *Increase the number of subjects required for senior secondary certification*

A major disincentive for language study is the limited number of subjects students are required to take for senior secondary certification. Most students choose four or five subjects only and languages is the learning area most often rejected.

Students have a greater chance to study a language when more than four or five subjects (depending on jurisdiction) are required for certification. Increasing the number of required subjects, combined with incentives to study a language, is likely to attract more students to choose a language. Queensland students doing Japanese choose to take six subjects at a much higher proportion than other students. Victoria provides ATAR bonus points for students who study languages *and* incentives to choose a fifth and/or sixth subject. These incentives could be one of the reasons why Victoria has the highest proportion nationally of senior secondary students taking a languages subject for certification. Conversely, the introduction of a new senior secondary structure in South Australia, which limits student choice to four subjects plus a mandatory research project, has seen a downward trend for languages (and Arts) enrolments.

Increases in languages enrolments resulting from ATAR bonuses alone appear to be minor although they may have helped keep numbers stable. No research has been published to indicate if students take scaling of marks into account in choosing to study a language. The application of enrolment 'eligibility criteria' is mainly an issue for Mandarin Chinese: students can be reluctant to study a language as a second language

learner if they see themselves as being in competition with native speakers. However, this issue appears to have had little impact on languages enrolments on a macro scale.

Recommendation 1.1: Expand the number of subjects required for senior secondary certification to six and provide incentives for students to choose a language.

Macro changes to senior certification require time due to their regulatory nature and impact at school level. This is a medium to longer term strategy. However, a range of bonus incentives exist across all states and territories and can be built on in the short term. The most common incentives are ATAR bonuses, but they can also be in the form of fee subsidies or credit towards a course at tertiary level.

1.2   Expand certification options to boost senior secondary enrolments in languages

Opportunities for students to enrol in languages in the senior secondary years have largely focused on student continuity from the earlier years of formal schooling. Recognising all language learning and all learner backgrounds and entry points will substantially improve students' ability to study a language for senior certification.

New senior secondary certification options are emerging in some jurisdictions with potential to a) attract more students to choose languages and b) expand recognition for those students who have gained achievement in a language outside the formal school system. Beginners level courses at Years 11 and 12, for example, have improved the proportion of students taking a language (from the proportion at Years 9 and 10). Vocational Education and Training in Schools (VETiS) pathways can enable more vocationally inclined students to study a language. Community-based language programmes accredited for senior certification can encourage student retention in language courses through expanded pathways and leverage language learning already taking place. Intensive language courses studied overseas could be recognised towards senior certification, providing an incentive for students to study languages.

Recommendation 1.2: Provide multiple pathways for students to gain languages certification in senior secondary, including:

- provide Beginners courses at senior secondary level
- provide a Baccalaureate (or similar) senior secondary certification option that recognises students who study a language
- recognise intensive in-country language courses for senior secondary certification
- expand accreditation of community-based language programmes to senior secondary level based on the Community Languages Australia Quality Assurance Framework
- provide languages through the VETiS Framework (currently under national development).

Consultation for this research indicated strong interest among systems and stakeholders to expand certification options to enable more students to study languages. Developing new courses and accreditation procedures will take time and this is a longer term strategy. Work already undertaken through the Curriculum and Assessment Framework for Languages (CCAFL), Community Languages Australia and the VETiS Framework can support this.

2   Provide access to high quality languages programmes

Lack of access to high quality programmes is a major barrier to languages enrolment in the senior secondary years. Students in capital cities have greater access to languages study at Years 11 and 12 than students in regional and rural/remote areas. Access to primary-secondary continuity of language learning is

poor, even with Japanese – the most widely taught language in Australia. This research has revealed that students want direct access to their preferred language at school and do not generally see distance learning options as adequate or desirable.

Technology enabled language learning solutions can support student engagement in learning languages. However, such solutions require better alignment to the learner experience if they are to be used to resolve the problem of *access* to languages across Australia. Technology companies could play a role in further developing complementary, technology-based language provision. For example, Education Services Australia (ESA) has collaborated with *My Chinese Tutor* on the Language Learning Space for Chinese so that students are able to synchronously access qualified tutors based in China provided by the company. The Indonesian and Japanese Language Learning Spaces also enable students to interact with tutors based in Indonesia and Japan. This provides the opportunity for education-business partnerships to support language learning in schools.

Principals surveyed in this research consider that languages enrolments are enhanced when the language teacher is enthusiastic and knowledgeable about the language. One third of students surveyed cite a lack of interest and enjoyment in language learning that is related to non-engaging teaching and materials. Rote learning and excessive workload are disincentives for language study. Students want a high level of learner autonomy, materials relevant to their interests and short and long-term goals to track their progress. Time allocations for languages in Australian schools are minimal compared to other countries and this can inhibit students' sense of achievement. Small enrolment numbers in the senior years can mean that all students, regardless of their language level, are grouped together in one class. Less advanced students do not think their needs will be catered for and this acts as a disincentive to continue. The use of new technologies to enhance student learning and language immersion approaches like Content and Language Integrated Learning (CLIL), where students learn subject content through an additional language, are improving student engagement. However, little is known of their impact on retention into the senior secondary years.

Teachers are not as well prepared in initial teacher education to teach languages effectively. In primary teacher education courses, languages is typically the only core learning area that is elective or not taught. Languages methodology subjects are usually not differentiated (according to language) in secondary teacher education courses, with all prospective languages teachers undertaking the same methodology class irrespective of the needs of different languages.

Recommendation 2

2.1 Explore if, and how, each of the following impacts on retention of students in language learning programmes:

- blended (technology-based) models of language learning
- immersion programmes like Content and Language Integrated Learning (CLIL).

2.2 Evaluate, with a view to expand, the Language Learning Space (Education Services Australia) to include support for all Australian Curriculum languages.

2.3 Explore partnerships with business to co-invest in technology-enabled languages learning.

2.4 Expand expert language hubs in metropolitan, regional and rural/remote areas to share languages teaching expertise and quality teaching and learning resources.

2.5 Improve access in initial teacher education and professional learning to language specific pedagogies, including utilising new technologies and increasing opportunities for immersion in the target language.

There is strong national interest in collaborating on technology-based and immersion approaches to languages learning to improve access and quality. Language hubs already established in some jurisdictions can inform implementation in others. Initial teacher education for languages was in the scope of the Teacher Education Ministerial Advisory Group. National professional standards for languages teachers, developed by the peak professional body for languages teachers, have the capacity to guide initial teacher education and professional learning.

3 Engage all stakeholders in recognising and promoting the value and utility of languages

Building student demand for languages requires a multi-dimensional strategy. This includes promotion of a convincing rationale for language learning combined with access to high quality languages programmes and senior secondary certification structures that optimise students' capacity to choose languages. The rationale needs to be customised and widely promoted to students, parents and school and community leaders, focusing on the utility and value of language learning in the senior secondary years.

The most likely profile of a language learner in Australia is female, with a parent born overseas in a non-English speaking country, of high socio-economic status, with high achievement in literacy and numeracy and attending an Independent school in a capital city. Gender is a known factor in subject choice, and studies show that boys in Australia perceive languages as a feminine subject.

Student choice around languages can reflect the attitudes of parents and the broader community. Parents who speak an additional language are much more emphatic about the importance of languages than those that do not. Students are drawn to the utility of a subject and can be influenced by a national narrative on languages. Promotion of Asian languages as having economic and vocational value in the 1990s resulted in a growth in enrolments in those languages. The business sector requires languages to service a global market and workforce that is increasingly mobile. Business has a key role to play in sending effective messages to students and their families about the value and utility of languages.

The educational benefits of studying languages need to be reinforced among school leaders and the community, including the cognitive benefits of language study for learning English and gains for intercultural understanding arising from study of another language. Supportive school leadership and

positive school culture are essential to build and sustain student demand for languages. When languages are portrayed in schools as a non-essential subject with poor time allocations and timetabling, students also see them as relatively unimportant.

Language learners need recognition of progress and achievement to sustain their interest in, and persist with, languages. The European Union's 'Language Passport' provides recognition of student achievement. Victoria has introduced a Language passport in eight languages provided to all Foundation to Year 4 students in the expectation that all young learners will be learning a language from their first year of schooling.

Strengthening future study pathways can support student choice of languages. Currently, few options for students to continue language study exist in most university and vocational courses. Some institutions have made impressive progress in increasing the number of students taking languages by opening up subject choices and providing options for concurrent languages study with other subjects or courses.

Recommendation 3

3.1 Develop and promote a nationally agreed set of messages to build demand for languages that:

- speak directly to the interests of senior secondary students

- engage schools, business, community groups and tertiary education sector to ensure a consistent message and support

- adopt effective communication channels relevant to the target audience.

3.2 Engage school leaders in promoting and supporting languages.

3.3 Recognise student progress in languages at stages of learning prior to the senior secondary years (e.g. a Languages Passport).

3.4 Provide students with expanded post-secondary languages pathways in universities and VET.

The Education Council is an appropriate forum to agree on key messaging to build student demand for languages and to harness the support of school leaders, business, community and the tertiary education sector.

4   Collaborate nationally to support languages planning and implementation

Lack of robust national student participation data on languages inhibits languages planning in Australia. Data collected vary significantly among jurisdictions and is not nationally comparable. There is no national framework (co-created by states and territories) in place to track student enrolment and participation patterns in any language, at any level.

Successful strategies in some jurisdictions and sectors to boost senior secondary language enrolments and to expand and strengthen the language student pipeline do not appear to be informing practice nationally. There are few mechanisms in place to support this exchange.

Recommendation 4: The Education Council commits to national collaborative work to boost enrolments in languages at the senior secondary level and establishes mechanisms to:

- ensure a nationally consistent languages data collection and reporting framework

- share evidence of policies and strategies that boost student enrolment numbers

- collaborate on strategies of national interest

- further investigate ways to expand and strengthen the language student pipeline from the Early Years to Year 10.

A high degree of stakeholder interest in national collaboration to boost languages enrolments in the senior secondary years exists. Jurisdictions already collect and own student participation data. National data collection can build on that and be facilitated through the Australasian Curriculum, Assessment and Certification Authorities (ACACA) and the Data Strategy Group of the Education Council.

Acknowledgements

1. Introduction

Background to the research

This research is part of the Australian Government's 'Strengthening the Australian Curriculum' initiative. Through its findings and recommendations, the research will support the Government's efforts to revive the teaching of languages to ensure that at least 40 per cent of Year 12 students are studying a language in addition to English within a decade (Australian Government Department of Education, 2014).

The research complements the continued development of the Australian Curriculum: Languages for Aboriginal Languages and Torres Strait Islander Languages (the Framework), Chinese, French, German, Indonesian, Italian, Japanese, Korean, Modern Greek, Spanish, Arabic, Vietnamese, Hindi, Turkish, classical languages and Auslan (Australian Government Department of Education, 2014). It complements other Australian Government commitments, such as the language-learning trial for pre-schoolers, a focus on languages in initial teacher education (through the Teacher Education Ministerial Advisory Group and Teach for Australia) and the ability for tertiary students to access intensive language training through the New Colombo Plan.

'Languages' can be a broad term. In Australia, it can include Aboriginal and Torres Strait Islander Languages and Auslan, both of which are part of Australian Curriculum development. While some of its findings and recommendations apply to these languages, this research focuses on *all other* languages in addition to English – including classical languages (Latin and Ancient Greek) – regardless of whether these are studied:

- by second language learners, background language learners or first language learners (where these categorisations are applicable)
- via school, complementary providers or community-based language programmes.

The focused languages are referred to simply as 'languages' or 'languages in addition to English'. Note the term 'Languages other than English (LOTE)' is not used in this research. It is terminology that arose in the absence of scoped and sequenced languages curricula and is not aligned with the agreed position for the Australian Curriculum: Languages. 'Additional' is a more appropriate descriptor, recognising English as the language that every student in Australia studies at school, whether as a first language or not.

Nationally, it is estimated that around 11 per cent of senior secondary students study a language in addition to English. The percentages vary considerably from jurisdiction to jurisdiction (between 4 and 19 per cent), which is evidence of the highly diverse nature of senior secondary languages education in Australia.

Year 12 data from curriculum and certification authorities in Australia suggest that the proportion of students studying a language at Years 11 and 12 has remained relatively stable, both nationally and within jurisdictions, for some 20 years. Efforts to ramp up the teaching of languages – especially Asian languages – since 2008 have not impacted significantly on senior secondary languages enrolments. This is the case despite some jurisdictions and languages witnessing a significant rise in the number of students studying languages in Foundation to Year 10 (F–10). Chinese language in Victoria (Vic) is an example of this.

Rationale for the research

A basic premise underpinning the research is that the study of languages is potentially for everyone. This premise is adopted in most other high-performing education systems internationally. The messaging around language learning in Australia needs to be inclusive of learners of all backgrounds and all languages.

In a globally connected world, languages are valuable and useful as tools for communication, relationship building and the transfer and advancement of knowledge. The ability to speak a language in addition to English enhances Australia's competitive edge in a global economy. Australians are becoming increasingly connected internationally, with more than two million Australians speaking an Asian language at home and more than one million speaking a European language (Australian Government Department of Prime Minister and Cabinet, 2014).

Close to 70 policy-related reports and investigations have been undertaken into languages education in Australia over more than two decades. Yet, senior secondary languages enrolments, as a measure of systemic change, have not increased.

AEF was commissioned by the Australian Government Department of Education to conduct research and report on ways to encourage and enable more secondary students to study languages in Years 11 and 12. The research is intended to inform all Australian governments on practical, implementable ways they could work with stakeholders to enable and encourage students to study languages in the senior secondary years. This guidance establishes the scope and nature of the proposed recommendations for the research.

The relatively stable enrolment numbers for senior secondary languages nationally indicates that current conditions in systems and schools are not conducive to building and sustaining student demand for languages. This research argues that student demand for languages at Years 11 and 12 is inextricably linked to senior secondary certification structures in Australia. The creation of optimum conditions for students to select languages at the point of senior secondary subject choice will be essential to scaling up enrolments.

New multi-dimensional action is required to resolve the problem of low languages enrolments at senior secondary level. This research looks at the interaction of senior secondary subject choice *with* known factors influencing language study at school to develop recommendations aimed at resolving the problem.

Aim and objectives

The research sought to identify ways to enable and encourage more students to study languages at Years 11 and 12, with a view to developing practical and implementable recommendations to inform all Australian governments on how to tackle this issue.

As specified by the Australian Government Department of Education, this report and its corresponding attachments presents the:

a) issues affecting the take up of languages study in the senior secondary years, including differences that exist between languages and jurisdictions
b) current policy environment and activities in Australia and any planned future policy initiatives that influence senior secondary languages study, including the factors affecting the demand for languages study
c) results of other relevant research
d) consultation processes and collaboration undertaken as part of the research project
e) practical measures (tested with stakeholders) that can be implemented in states and territories to enable and encourage more students to study languages in the senior secondary years.

The research provides a comprehensive national snapshot of senior secondary languages education in Australia (see 'National snapshot of senior secondary languages education' below and the 'Policy and literature review' in Attachment 1).

Research questions

The research used the following questions as a guide. It has indicated that increasing senior secondary languages enrolments does not involve a one-dimensional solution of simply encouraging more students to choose languages at Years 11 and 12. Rather, it involves both building demand and supply, recognising these as interlinked.

Key questions and sub-questions

1. How do factors, both intrinsic and extrinsic to a student, interplay to influence enrolment in senior secondary languages?
1.1. What does the research literature say about the take up of languages study in schools and student subject choice in Years 11 and 12?
1.2. What are the main barriers for Australian students to undertake languages study in Years 11 and 12?
1.3. What are the main enablers for Australian students to undertake languages study in Years 11 and 12? How have these been supported in state/territory jurisdictions so far?
1.4. What can be said about the efficacy of relevant policies and initiatives to improve the take up of senior secondary languages study?
1.5. How are the demand and supply sides of languages education connected in Australia?
2. How can Australian governments work practically with key stakeholders (including principals and teachers, high school students, parents, business, tertiary education sector and the broader community) to encourage and enable more students to study languages in the senior secondary years?

Increasing senior secondary languages enrolments – more than student 'continuity' and 'retention'

In this research, encouraging and enabling more senior secondary students to study languages is seen as being broader than the notion of student 'continuity' from the Early Years to Year 10 or student 'retention' in languages at school into the senior secondary years. Focusing on continuity and retention only excludes particular groups of students who might or could be studying languages for senior certification.

In this research, opportunities for students to recommence, start a completely new language or gain specific language accreditation in a non-school context – for senior secondary certification – have also been taken into account. This broader view is required to scale up senior secondary languages enrolments substantially over time.

Scope of the recommendations

The recommendations proposed in this research are intended for Australian governments to consider and act upon. The role of the Commonwealth and state/territory governments will differ depending on the recommendation. Some recommendations will require a high level of commitment and support in order to be implemented. It is also understood that some of the recommendations will require commitment and collaborative work across governments and school communities. This will involve further and different action through the relevant channels, such as the Education Council and state/territory education authorities.

All recommendations (except for Recommendation 2.3, which was developed later) have been socialised with state/territory education departments and curriculum authorities, the Catholic and Independent sectors, the Australian Institute for Teaching and School Leadership (AITSL), ESA, the Australian Federation of Modern Language Teachers Associations (AFMLTA) and the Australian Professional Teachers Association (APTA). This socialisation process occurred during the final round of consultations conducted for the research. They represent shared issues of interest and concern.

2. Research design

This section explains the overall design of the research and the rationale for its particular approach. It incorporates discussion on:

- research methodology (standpoint) and conceptual framework (lens through which the topic of the research is viewed and deconstructed)
- data collection and analysis methods, including details on qualitative and quantitative data generated, research collaborators, phases of data collection and generation, survey design, sampling (quantitative) and recruitment (qualitative), and the data analysis framework used.

As part of the research, Asia Education Foundation (AEF) was required to consult with the Australasian Curriculum, Assessment and Certification Authorities (ACACA), state/territory education departments, non-government education authorities, AFMLTA, APTA and any other relevant stakeholders.

AEF employed a collaborative approach to scoping the research. An initial scoping group met in Melbourne on 11 February 2014 to assist in refining a research plan. The group included representatives from the Australian Government Department of Education, ACER, AFMLTA, University of South Australia, Monash University and the Australian Parents Council. For more information about this initial scoping group, see Attachment 5.

Feedback from the scoping group suggested a multi-faceted approach. Considerations informing development of the research design included:

- multiple stakeholder perspectives
- mixed methods (quantitative and qualitative)
- a focus on both demand *and* supply issues.

Methodology

Conceptual framework

The conceptual framework used in this research – to view and deconstruct the problem of senior secondary languages enrolments – is based on the factors influencing student subject choice *combined with* factors known to influence the study, or non-study, of languages at school. Subject choice in this case refers to how and why students choose particular subjects for senior secondary certification.

Research indicates that senior secondary subject choice reflects:

- a student's gradual focusing on a subject over time, reflected in progressive decision-making through school leading up to Years 11 and 12
- the choices available and the subject combinations possible
- student ambitions, interests, aptitudes and competencies developed over time as a response to influences and experiences at school and beyond
- social groups and demographics, such as peers, family, community, gender, culture, and ethno-linguistic and socio-economic background
- concurrent constraints that operate within a school (including perceptions of teaching quality) and broader systemic issues that can differ from school to school and jurisdiction to jurisdiction (including particular certification requirements within a state/territory)
- perception of a subject's utility, in daily life and for future study/career (see, for example, Ainley et al., 1994; Davies et al., 2008).

Many of these factors have been identified through longitudinal research on how and why students select particular subjects for senior secondary certification, such as the Longitudinal Surveys of Australian Youth (LSAY) conducted by ACER.

The decision to use this conceptual framework was driven by the research focus on senior secondary languages enrolments. It is an acknowledgement of the particular dynamics that affect students' choice of subjects at Years 11 and 12. Regardless of the language learning experience prior to the senior secondary years, these dynamics interact to determine whether study of a language features in students' final combination of subjects.

Use of the chosen conceptual framework avoids need for differentiated data collection methods, given the experiences of particular languages and/or jurisdictions that have been well documented, such as by the *The Current State of Chinese, Indonesian, Japanese and Korean Language Education in Australian Schools: Four Languages, Four Stories* report (AEF, 2010). This is because the groups of factors influencing subject choice at senior secondary level are well established and applicable to all student cohorts.

Research on students' senior secondary subject choice suggests that their choice is shaped by the interplay of 1) general orientation (demand) and 2) opportunities (supply) (Fullarton & Ainley, 2000; Ainley et al., 1994; Oakes, 1990). Figure 2.1 illustrates this conceptual framework and incorporates factors known to influence students' language study at school that have been identified through the 'Policy and literature review' (see Attachment 1).

Actual enrolment in languages at senior secondary level is the product of a combination of factors that fall under 'general orientation' and 'opportunities'. These factors, however, are not weighted equally, with some being more influential than others (see 'Key findings and recommendations' section).

Figure 2.1: Subject choice conceptual framework combined with factors influencing language study at school
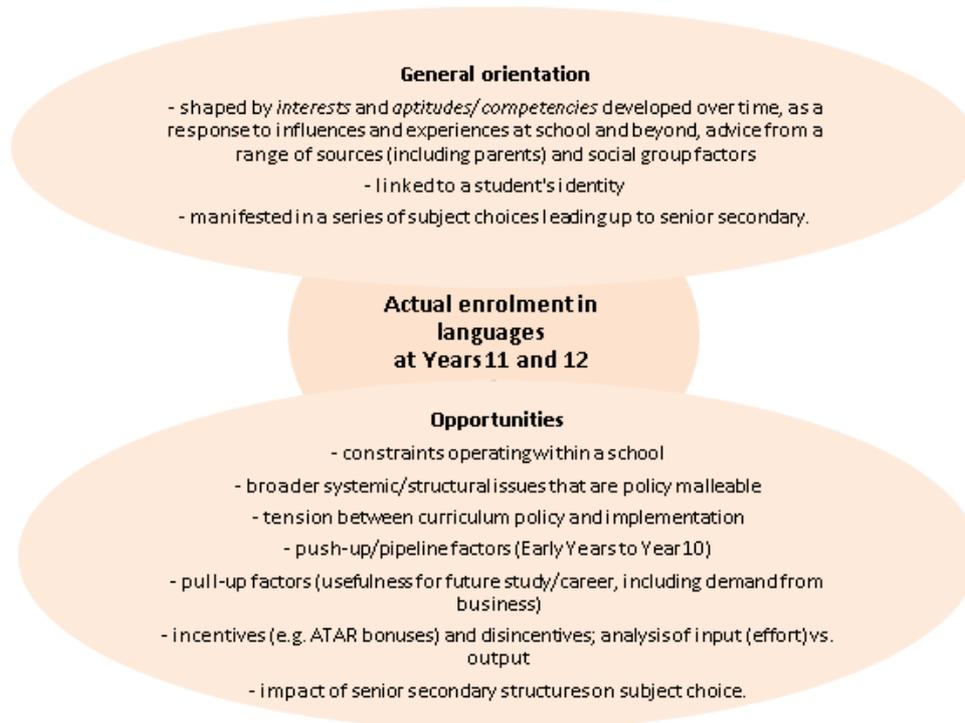
Based on this view of how and why students choose to study, or not study, languages in the senior secondary years, it is not sufficient to study enrolment patterns only in order to understand subject choice dynamics. Attention also must be paid to student interests, competencies and opportunities, which encompass and are influenced by a wide range of factors. Hence, subject choice may be seen as reflecting the particular characteristics of students and their school communities (Ainley et al., 1994), noting that schools reflect the education system in which they function and broader community attitudes towards education.

In addition, the choice to study, or not study, a language needs to be examined in the broader context of *how* students are choosing their full course of senior secondary study. Subjects are not chosen in isolation. This approach enables a better understanding of the type of student most likely to study a language at Years 11 and 12 (see sub-section below on 'Who typically studies languages at senior secondary in Australia?').

For example, a student might broadly view language study as important but does not choose to study a language at senior secondary level due to a range of other factors. In asking students why they did or did not choose to study languages, it is important also to identify the subject combinations in which languages tend to feature.

Demand and supply

The conceptual framework lends support to a focus on both the demand and supply sides of senior secondary languages education (see Table 2.1). This is needed because research, reports and policies on languages education in Australia have focused traditionally on the supply side, with recent research indicating disconnects between languages provision and the realities of demand within school communities (see, for example, Lo Bianco & Aliani, 2013).

**Table 2.1: Demand and supply sides of senior secondary languages education
(note that some groups straddle both demand and supply)**

Demand	Supply
• students • parents • broader society (including the business sector) • secondary principals • tertiary/vocational education sector	• education systems, sectors, curriculum authorities • Australian Curriculum, Assessment and Reporting Authority (ACARA), Australian Institute for Teaching and School Leadership (AITSL), Education Services Australia (ESA) • relevant subject and professional associations, representing schools, school leaders and languages teachers • complementary and community-based providers of languages education • secondary principals • tertiary/vocational education sector

Investigating both demand and supply allowed the research to identify the inextricable link between building and sustaining student demand for language study *and* the senior secondary structures in place within jurisdictions (see 'Key findings and recommendations' section).

Data collection and analysis

The Advisory Group for the project provided advice and guidance on the data collection and analysis aspects of the research (see Attachment 5). The Advisory Group met twice (on 19 March and 24 July 2014) and included a range of key stakeholder organisations as well as AEF's research collaborators.

Given the complexity of the topic, this research used a mixed methods approach, combining quantitative data collection with qualitative and empirical insights (see Table 2.2).

Table 2.2: Quantitative and qualitative data generation for the research

Quantitative data (to identify trends and patterns)

1. Student survey
2. Parent survey
3. Principal survey

Qualitative data (to understand trends and patterns and identify key issues/themes to be addressed)

4. Policy and literature review
5. Consultations
   - First round (Mar–Apr 2014): all departments of education; Catholic and Independent sector representatives
   - Second round (Jun–Aug 2014) : all curriculum authorities; ACARA, AITSL and ESA; stakeholder groups (including parents and business); languages academics
   - Third round (testing, 1–8 Sep 2014): all departments of education and curriculum authorities; Catholic and Independent sector representatives; AITSL and ESA

The first two rounds of consultations were designed to identify key issues and themes only and were not intended for in-depth qualitative analysis. The intent was to triangulate key issues and themes arising from these consultations with key findings from the 'Policy and literature review' (see Attachment 1) and results from the surveys (see Attachment 2).

The final round of consultations was used to discuss key findings and test possible recommendations. Attachment 4 details the organisations and individuals consulted and the focus of each of the three rounds of consultation.

In addition to the data sets in Table 2.2, Dr Robyn Spence-Brown of Monash University conducted a complementary piece of research on 'Factors related to student continuation and discontinuation of Japanese in senior secondary school'. This research provides a detailed case study of senior secondary subject choice dynamics for Japanese, the most widely taught language in Australian schools.

AEF has acquired permission to use Spence-Brown's research as part of this project. A detailed report of her results is included in Attachment 3.

Research contributors

AEF partnered with a range of research collaborators who contributed to generating the quantitative and qualitative data sets for the research. Table 2.3 specifies the collaborators and their respective contributions. Contributor

Table 2.3: Research contributors and their respective contributions

Collaborator	Contribution
University of South Australia (Research Centre for Languages and Cultures) • Dr Michelle Kohler • Dr Timothy Jowan Curnow	Policy and literature review, with input from AEF
Australian Council for Educational Research (Education Policy and Practice Research Program) • Dr Sheldon Rothman • Alison Lonsdale • Dr Yu Zhao (Initial contributors included Dr Adrian Beavis and Jenny Wilkinson)	Student, parent and principal surveys • co-design with AEF • random sampling for principal survey • analysis of data from all surveys with input from AEF.
Monash University (School of Languages, Literatures, Cultures and Linguistics) • Dr Robyn Spence-Brown	Research findings report on 'Factors related to student continuation and discontinuation of Japanese in senior secondary school'
Chris Wardlaw (recently retired Deputy Secretary of the Victorian Department of Education and Early Childhood Development)	Project consultant; assisted with consultations and testing

Phases of data collection and generation

Following the initial scoping meeting in February 2014, work commenced on the 'Policy and literature review' (see Attachment 1). A first draft of the review was produced in March 2014, which fed into the development of the survey instruments.

The student survey instrument was developed first, being the most extensive of the three surveys. The Advisory Group was asked to offer its advice on the survey instruments for consideration by AEF and ACER. AEF and ACER also provided input into Spence-Brown's survey instrument to ensure a degree of synergy between the two pieces of research.

The student and parent surveys were open for responses in June–July 2014. Given the target groups (young people aged 18–25 and parents) and the convenience sampling methods used, a formal permissions process was not required.

The principal survey, however, utilised ACER's sampling frame, which drew a stratified random sample of schools. A formal permissions process was required and undertaken with systems and sectors. In many cases, schools chose not to take part or did not satisfactorily complete or submit the survey: no reasons were provided. Principal survey data were collected in July–September 2014. For more detail on the

sampling methods used, refer to 'Sampling and recruitment' below. The 'Policy and literature review' continued to be refined throughout the survey development and dissemination process.

As listed previously in Table 2.2, three rounds of consultations were undertaken with key stakeholders.

Survey design

Student survey
The main purpose of the student survey was to identify key factors influencing students' decisions to study, or not study, a language at Years 11 and 12 through a subject choice lens. The majority of questions were based on factors identified previously by research and decision-making considerations for senior secondary studies.

The survey targeted 18–25 year olds, with over 90 per cent of the final sample (*n=266*) aged 18–22. This meant that respondents' senior secondary experiences were recent enough to enable accurate reflection. (Note that Spence-Brown's research produced a complementary data set using responses from Year 11 students.)

There were a total of 26 items in the survey, with some items consisting of several sub-items. Complex routing needed to be built into the survey design given the variability of language learning experiences at senior secondary level. Hence, the actual number of items/sub-items answered by individual respondents (to count as a completed survey) varied depending on whether they had studied a language or not at Years 11 and/or 12 and their language background. It took respondents about 10 minutes to complete a survey.

The majority of survey items/sub-items was designed for closed response. Apart from those used for routing purposes and/or to gather background information (which were yes/no or multiple choice) items used a rating scale of 1–4 (1=Not at all, 2=To a minor extent, 3=To a moderate extent, 4=To a major extent). Two open-ended items were included: one asking respondents to elaborate how they are currently studying a language (if applicable) and another asking respondents (where applicable) for the one main reason why they did not study a language at Year 12.

Parent survey
The main purpose of the survey was to identify parents' attitudes towards the study of languages for their children, in particular their perceptions of its importance and utility.

The survey targeted parents with at least one child attending school (at any level) in Australia, though all respondents were asked about their perceptions of the importance and utility of language study for Years 11 and 12. It was designed such that only one parent was required to answer for the eldest child attending a school in Australia. Respondents were asked about the importance of various learning areas (including languages) at senior secondary level.

There were a total of 15 items in the survey, with some items consisting of several sub-items. The actual number of items/sub-items that needed to be completed varied depending on the category of respondent. The routing variables were whether or not respondents used another language in addition to English, attended school in Australia and studied a language at school in Australia.

The survey took 5–10 minutes to complete. As per the student survey, the majority of survey items/sub-items were closed-response, using similar response categories. Two open-ended items were included: one asked those who indicated language study at Years 11 and 12 as a disadvantage for their child to provide a reason for this perception; another asked respondents (where applicable) to provide any other reasons for why their child is not learning a language at school.

Principal survey

The survey's main purpose was to identify principals' general attitudes towards languages education, the nature of language provision at their school and their thoughts on what could be done to improve demand and supply for languages in schools.

The survey targeted principals of schools that taught Years 11 and 12. There were a total of 23 items in the survey, with some items consisting of several sub-items. All respondents completed a similar number of items/sub-items. The only routing variable was whether or not language study is offered at the school.

The survey took 5–10 minutes to complete. As per the student and parent surveys, the majority of survey items/sub-items were closed-response, using similar response categories. There were three open-ended items: a key recommendation to build demand for languages at the respondent's school; a key recommendation to increase the supply of languages teachers; and any further comments about languages at the respondent's school.

Sampling and recruitment

All survey instruments used for this research have ethics approval from the ACER Ethics Panel (see Attachment 6). This section provides a summary of the sampling and recruitment processes used. More details on the sampling process, actual samples of respondents and key findings from the surveys are at Attachment 2.

Through the three surveys conducted for this research and the survey of Year 11 students in Spence-Brown's research, close to 1,200 respondents were considered in-scope for analysis.

Student survey

Young people (18–25) were invited to participate in the survey. Convenience sampling was used, given the time and resource constraints to generating a random sample. The target group was reached mainly via social media with the assistance of a range of youth organisations and universities in different states and territories. AEF networks were also utilised. Detailed survey dissemination information can be found in Attachment 2.

Despite the (non-representative) convenience sample, the survey results are useful for the purposes of this research because the sample could be split into: 1) those that studied a language in senior secondary; and 2) those that did not. Hence, the survey results provide some insight into what influences students in Australia to study, or not study, languages at senior secondary level.

Overall, 445 students attempted the survey. Of these, 113 did not complete the survey and were deemed 'not in scope' for analysis. 332 respondents completed the survey, of which 304 indicated completing Years 11 or 12 in an Australian school. These 304 students were considered eligible for analysis. Of these, 266 indicated that languages were offered at Years 11 and 12 in the school they last attended. The results in this report are based on these 266 respondents. This also means that 38 (12.5 per cent) of the respondents considered eligible for analysis did not have direct access to a language at their school.

The majority (93 per cent) of respondents (*n=266*) were aged 18–25, with 90 per cent aged 18–22. Approximately 50 per cent studied at least one language at school in Years 11 and 12. Overall, from the perspective of language learning and linguistic background, the sample was skewed towards:

- students who studied a language in Years 11 and 12
- students currently studying a language (38 per cent)
- students who can speak another language (59 per cent), even though more than 90 per cent specified English as their first language.

There were far more female respondents than male respondents (189:73). The sample was not jurisdictionally representative – Vic (47 per cent), Queensland (Qld) (23 per cent), New South Wales (NSW) (11 per cent), South Australia (SA) (9 per cent), and Western Australia (WA), Tasmania (Tas), the Northern Territory (NT) and Australian Capital Territory (ACT) each recording less than 5 per cent. However, geo-locational and school sector spread were closer to being representative. More detailed background information on these respondents is presented in Attachment 2 as part of the ACER report.

Parent survey
Parents with at least one child attending a school in Australia were recruited to participate in the survey through the Australian Parents Council (APC), the Australian Council of State School Organisations (ACSSO) and AEF networks. As with the student survey, convenience sampling was deemed appropriate.

684 parents responded to the survey overall, of whom 117 did not complete it and an additional 33 did not have a child attending school in Australia. Because the survey focuses on parents' attitudes towards their children's languages education in general, it was not necessary to sample only parents with at least one child attending senior secondary in Australia. However, all respondents were asked to consider the importance of studying a language in Years 11 and 12 for their child.

58 per cent of respondents (*n=534*) considered in-scope for analysis speak a language in addition to English (though the level of daily usage varies). The sample was thus skewed towards parents who have some fluency in languages apart from English. This sample skew was expected given the subject matter of the survey – perhaps appealing more to parents who speak at least one language in addition to English – and the convenience sampling used.

Nonetheless, the usefulness of the resulting data set has not been compromised because the sample could be split into: 1) parents who speak English only; and 2) parents who speak English *and* another language. Hence, the results from the survey provide insights into the different ways in which these two broad groups of parents view languages education for their children, even though the initial sample was non-representative.

Parent survey dissemination information and background information on respondents is presented in Attachment 2.

Principal survey
Using its sampling frame, ACER drew a stratified random sample of schools offering Years 11 and 12 in Australia. Secondary schools and schools catering for secondary year levels (such as F–12) were targeted. Special development schools, specialist subject schools and primary (only) schools were excluded from the sample. If required, principals could nominate the assistant principal or other delegate to complete the survey.

The target sample size was 400 schools. However, a total sample of 1,200 schools was drawn to ensure two replacement schools for each of the 400 schools in the target sample. Where a school declined to participate, the replacement school was approached. This was to ensure the sample remained representative. Schools were sampled based on location and sector. Sample size from each region was dependent on the number of schools in the area.

The final number of responses eligible for analysis is 91 (20 per cent response rate). There is a proportional spread of schools by jurisdiction and sector. The survey results can be considered representative and complement other results from the research. The number of useable responses relates to a 95 per cent confidence level and a confidence interval of 10. More detailed information on the principal survey sample is at Attachment 2.

Consultations

Excluding the initial scoping group meeting, Advisory Group meetings and project meetings between AEF and the Australian Government Department of Education, approximately 70 external consultations were held over the three rounds of consultation (see Attachment 4 for the full listing). Some of these consultations involved multiple participants or organisations. The scale of the overall consultation process was to ensure extensive coverage of key stakeholders and voices of influence and to provide credibility to the research.

Criteria for identifying and recruiting consultation participants included:

- senior, languages and/or curriculum representatives of a national education agency, education system, curriculum authority or sector
- stakeholders suggested by the Australian Government Department of Education and/or identified by AEF through its broad national network
- further suggestions from consultation participants.

Overall, the consultations enabled identification of key issues of concern and demonstrated broad support for the findings and general directions of the research. Furthermore, there is goodwill and appetite nationally to work collaboratively on improving senior secondary languages education, both in terms of quality and enrolments.

Data analysis

The types of data analysis conducted for the research and for what purpose are summarised in Table 2.4. The quantitative and qualitative results were triangulated to inform development of the recommendations.

Table 2.4: Types of data analysis conducted for the research and purpose of analysis

Data analysis	Purpose
Policy and literature review	• to identify demand and supply factors affecting language study in Australian schools and reasons for studying, or not-studying, a language • to identify what is happening internationally with respect to languages at senior secondary level • to provide a current and comprehensive national snapshot of the policy climate for senior secondary languages education • to provide a snapshot of how languages are handled as part of senior secondary structures within jurisdictions
Top-level messages from three consultation rounds	• to identify key issues and messages, discuss research findings and test possible recommendations only – provides a frame of reference for all other data sets • not intended for in-depth qualitative analysis, as mentioned previously
Student, parent and principal surveys	• to identify key factors influencing the study, or non-study, of languages at senior secondary level (from three stakeholder perspectives) • to test and provide support to key issues raised in consultations • to lend support to the factors affecting language study in Australian schools identified in the literature review • to assist in making sense of the policy climate for languages education (within jurisdictions and nationally) and trends in senior secondary languages education

The analytical lens used in this research is derived from the conceptual framework described previously (see 'Methodology' and Figure 2.1). This lens is applicable to all learning areas at senior secondary level (with the exception of English, which is mandatory). Through this lens, actual enrolment in senior secondary languages is influenced by three key groups of factors (see Figure 2.2):

1. the individual student, encompassing both intrinsic and extrinsic/instrumentalist factors
2. the education system (national and state/territory level)
3. the school and community.

Figure 2.2: Three factors that interact to influence actual enrolment in senior secondary languages.

Student

School & community

System
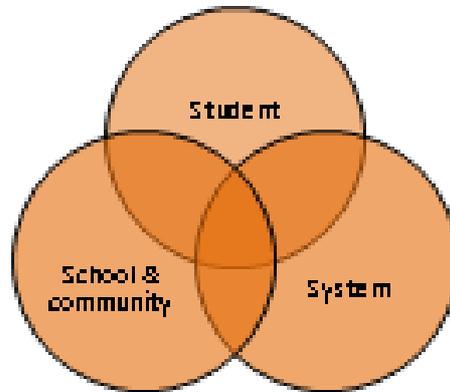
Conditions for enrolment in senior secondary languages are optimal when all three spheres intersect (depicted by the darkest shade in the middle), i.e. the student wants to study a language, the school provides access to the student's preferred course of language study, the school and community are supportive of the student's language learning *and* the education system is enabling.

3. National snapshot of senior secondary languages education

This section provides an overview of senior secondary languages education in Australia. It includes:

- discussion on what publicly available Year 12 statistics suggest regarding the state of senior secondary languages enrolments nationally
- discussion on the typical Year 12 language learner in Australia
- a review of languages education in Australia, comprising:
  - current policies and policy positions related to languages education in jurisdictions
  - relevant international comparisons
  - the place of languages in senior secondary certification in Australia
  - the issue of eligibility criteria and retention
  - scaling and moderation across Australia for the ATAR with respect to languages
  - certification and retention in senior secondary languages education.

Observations from Year 12 statistics

Based on publicly available data published by state and territory curriculum authorities, the following observations can be made. Table 3.1 provides a list of these sources.

Table 3.1: Publicly available data sources for Year 12 enrolments/achievement/completions, by state/territory

State/territory	Source	Data
Australian Capital Territory	ACT Board of Senior Secondary studies http://www.bsss.act.edu.au/publications	Annual data reports (2005–2013) contain Year 12 exit data on ACT cross-sectoral senior secondary students, including: 1) percentage of Year 12 receivers who completed courses in major subject areas; 2) percentage of students receiving a Tertiary Entrance Statement who completed courses in subject areas (broken down by individual language programme).
New South Wales	NSW Board of Studies, Teaching and Educational Standards http://www.boardofstudies.nsw.edu.au/ebos/static/ebos_stats.html	Statistics contain data on number of student entries in each course (includes break-down by individual languages), categorised according to learning areas; student entries by gender, 1991–2013.
Northern Territory	NT Board of Studies Data http://www.education.nt.gov.au/teachers-educators/ntbos/ntcet-data/subject-enrolments	Enrolment data 2013 (data for 2012 can be found in the 2012 archives); 2013 statistics provide data on number of completed enrolments by learning area and by subject (note: languages broken down by individual languages).

State/territory	Source	Data
Queensland	Queensland Curriculum and Assessment Authority https://www.qcaa.qld.edu.au/617.html	The data source covers 1992–2013; contains data on subject enrolments and levels of achievement, broken down by syllabi/subject (incl. individual language subjects), for Year 11 and Year 12 students.
South Australia	SACE Board https://www.sace.sa.edu.au/about/key-information/annual-report	SACE Annual reports (1999–2013) include statistical information on completed subject enrolments for Stage 1 and Stage 2 SACE subjects in South Australia, broken down by learning area and subject.
Tasmania	Tasmanian Assessment Standards and Certification Authority http://www.tqa.tas.gov.au/	The sources provide information on TQA Accredited Senior Secondary Courses: • TQA course categories, which includes Languages as a sub-set within the sector 'Society & Culture' (broken down by main languages) • statistics on number of students with results (2003–2013), by grades, gender and awards.
Victoria	Victorian Curriculum and Assessment Authority http://www.vcaa.vic.edu.au/Pages/vce/statistics/subjectstats.aspx	Statistical information about senior secondary certificate assessment for 2001–2012, including Victorian Certificate of Education (VCE), Victorian Certificate of Applied Learning (VCAL) and Vocational Education and Training in Schools (VETiS), undertaken as part of both certificates; section 2 (on each annual overview webpage) provides information on enrolments and satisfactory completion, broken down by individual VCE units.
Western Australia	WA School Curriculum and Standards Authority http://www.scsa.wa.edu.au/internet/Publications/Reports/Statistical_Reports (general) http://www.scsa.wa.edu.au/internet/Publications/Reports/Statistical_Reports/Secondary_Education_Statistics/Default (see Table 3.2 in each Annual Report)	Data (2000–2013) refers to the number of students who completed each course unit within learning areas.

Languages in the senior secondary years

The proportion nationally of senior secondary students studying a language has been low but quite stable for over 20 years. It sits currently at an estimated 11 per cent of students. However, proportions within jurisdictions differ considerably. Consultations have revealed that Vic has the highest proportion of students studying a language while WA has the lowest. From another angle, 89 per cent of senior secondary students are choosing subject combinations *that exclude languages*.

The data indicates that languages have, by a significant margin, the least number of enrolments nationally among all senior secondary learning areas. It also shows that some jurisdictions are seeing increases in Year 12 language enrolments. But these increases are very minor as a proportion of total Year 12 cohort. A 29-percentage point gain for Australia – to have 40 per cent of senior secondary students studying a language within a decade – will be a major challenge without new and different action by jurisdictions, sectors and schools.

SA provides an instructive case on the impact that changes to senior secondary certification structures can have on languages enrolments in a relatively short time. Since 2011, the introduction of a new senior secondary structure – four subjects plus a mandatory research project – has seen an obvious downward trend in languages enrolments. This is due to the combined factors of: 1) reducing the number of subjects a student can do to a very small number; and 2) introducing a new compulsory subject (the research project).

Conversely, in Vic, students are encouraged to study a language *and* take a fifth and/or sixth subject using ATAR bonus incentives. These incentives have been in place for some time and could be one of the reasons why Vic has the highest proportion nationally of senior secondary students studying a languages subject for certification.

The top six languages in Year 12 by enrolment

Three of the top six languages in Year 12 by enrolment are Asian and three are European.

- Asian: Japanese, Chinese (Mandarin) and Indonesian
- European: French, Italian and German

From a macro perspective, programme funding for specific languages seems only to have redistributed enrolments among different languages. It has resulted in little change overall to senior secondary languages enrolments nationally.

In the period since 2008, which saw the start of the National Asian Languages and Studies in Schools Program (NALSSP, 2008–2012), language enrolments fluctuated, especially in the six most popular at Year 12. There appeared to be an indirect correlation between European and Asian languages. While enrolments in some Asian languages improved, enrolments in some of the European languages declined. French and Italian continue to have strong enrolments nationally but German is declining.

In the NALSSP period, Chinese saw an initial rise but enrolments declined from 2010. Japanese enrolments appear to have been boosted by NALSSP. Indonesian enrolments continued to decline despite the NALSSP, but it is important to note that Department of Foreign Affairs and Trade (DFAT) travel warnings to Indonesia remained in place throughout this period. This appears to have discouraged some schools and/or students from continuing with their Indonesian language programmes, demonstrating how the broader socio-political context can impact on languages education.

When the learning area observations are combined with the language specific observations, it appears that structural change at the senior secondary years has more significant impact on enrolments than programme-based funding.

However, this is not to imply that programme-based funding has not been useful in building a stronger languages pipeline leading up to senior secondary, in terms of better levels of provision, improved programme quality and more engaged learners. For example, research conducted by AEF on the changes in schools resulting from the Becoming Asia Literate: Grants to Schools (BALGS) programme, which was part of NALSSP, demonstrates clearly the positive impact of such funding (AEF, 2013). But if all of this good work is to translate into increased senior secondary enrolments, then some revision of senior secondary structures will be necessary.

Who typically studies languages at senior secondary in Australia?

The ACER report *Subject Choice by Students in Year 12 in Australian Secondary Schools* (Fullarton & Ainley, 2000) was part of the Longitudinal Surveys of Australian Youth (LSAY), a research programme managed by ACER and the Australian Government. It offers valuable information about the profile of Year 12 students enrolled in languages. The age of the report, however, supports the need for nationally consistent and constant data collection, both to track developments in how languages education is provided and accessed in Australia and to inform national improvement strategies for languages.

Based on the report, the typical Year 12 student of languages is most likely: female; of high socio-economic status (SES); to have parents born overseas (non-English speaking country); to be excelling in numeracy and literacy or be a high academic achiever in general (see also Fullarton et al., 2003); to be attending an Independent school in a capital city.

While this observation is based on data that are 16 years old (from 1998), there have been few significant shifts over this time in the typical profile of a Year 12 language student (see, for example, survey findings for this research in Attachment 2). However, based on the *National Report on Schooling 2010*, the proportion of males studying a language in Year 12 has improved: nine per cent male and 14 per cent female (Australian Curriculum Assessment and Reporting Authority [ACARA], 2014).

Languages education in Australia

Despite Australia's widely acknowledged ethno-linguistic diversity, the reality is that 77 per cent of Australians speak only English at home (Australian Bureau of Statistics [ABS], 2012). As a nation, the challenge to realise a more multilingual Australia is two-fold.

1. For the majority of Australian students, it is about embracing the value and utility of learning a second language.
2. For the remainder, it is about recognising and valuing the diverse linguistic capital linguists bring to education specifically and to society as a whole.

The dissonance between Australia's ethno-linguistic diversity and monolingual (English-speaking) majority needs to be reconciled through an inclusive argument for languages and languages education: one that recognises as valuable and useful *both* learning an additional language *and* learning a language to maintain one's linguistic and cultural heritage.

The data in Figure 3.1 reinforces that equity of sociolinguistic experience is impossible, but the education sector can work to ensure that all students have the ability to access quality language learning experiences.

Figure 3.1: People speaking English only at home in Australia (Source: ABS, 2011)
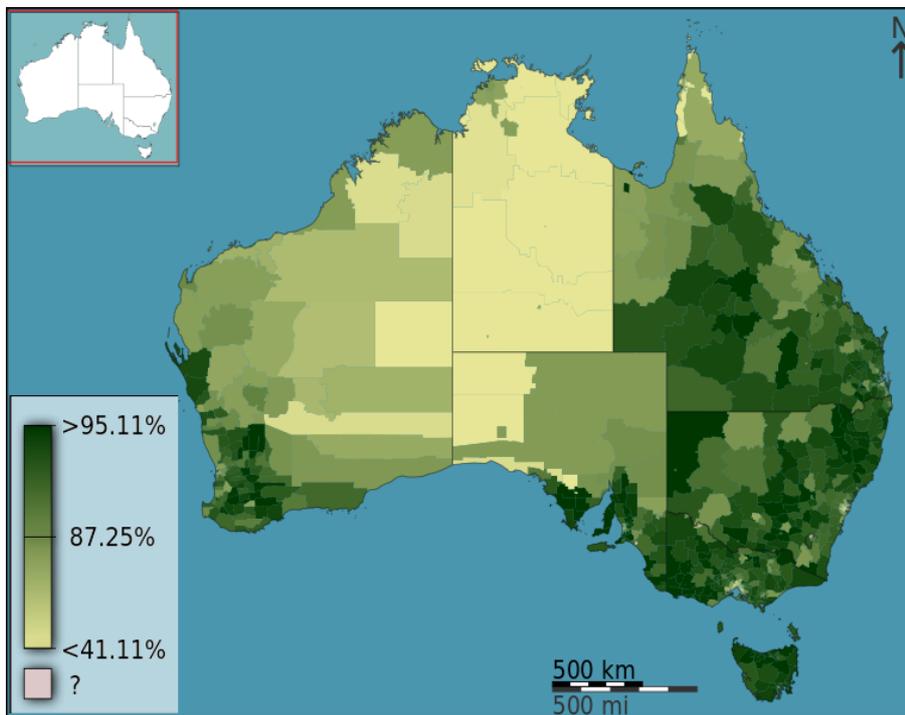
Current policies and policy positions related to languages education in jurisdictions

The following analysis of the current state of languages education in Australia – including international perspectives where relevant – has been adapted from the 'Policy and literature review' conducted by Dr Michelle Kohler and Dr Timothy Curnow of the Research Centre for Languages and Cultures, University of South Australia. The full version of the review has been included in this report as Attachment 1.

An overview of the current state of policies and policy positions related to languages education in state and territory jurisdictions in provided in Table 3.2. It is followed by discussion of key features and implications vis-à-vis the issues of student retention and engagement in languages through to the senior secondary years.

Table 3.1: Current policies related to language learning in government schools according to each state and territory: Entry to Year 10

Australian Capital Territory (As advised and/or verified by the ACT Education and Training Directorate)

Title of Policy	Stated Purpose	Implementation	Implications
ACT Government Community Services policy for Languages *Many Voices 2012–2016 Languages Policy*	**Aim:** to encourage Canberrans to learn and treasure languages other than English. **Specific aims**: access to high quality language learning opportunities; enhance access, choice and continuity of language programmes in both the ACT public and community sectors; work with the ACT community languages sector to deliver sustainable language programmes and develop community understanding of languages education.	Support strategies include: • language assistants programme • professional learning for Community Languag	
Education Act 2004	The Education Act 2004 provides the legislative requirements for the provision of education within the ACT.		

Title of Policy	Stated Purpose	Implementation	Implications
Curriculum Requirements in ACT Public Schools, Preschool to Year 10 (2009)		The *Curriculum Requirements in ACT Schools, Preschool to Year 10* Policy 2009 states the minimum requirements for language programmes in ACT public schools as: *Schools have flexibility in how they implement their curriculum plans and deliver their teaching and learning programmes, provided that:* • *each year, from Years 3–6, schools provide a minimum of 60 minutes per week of language education in one of the eight priority languages* • *in Years 7–8, schools provide a minimum of 150 minutes (or online) per week of languages education in one of the eight priority languages.* The eight priority languages are French, Chinese (Mandarin), German, Italian Indonesian, Japanese, Korean and Spanish. Schools and school networks are encouraged to provide a languages pathway that provides same language availability from primary to high school to senior secondary college. Principals are required to comply with ACT Education and Training Directorate policies and procedures.	All public schools are required to offer languages in Years 3–8.

Title of Policy	Stated Purpose	Implementation	Implications
Australian Curriculum (implementation)	The Australian Curriculum priority of *Asia and Australia's Engagement with Asia* further supports the learning of Asian languages while the general capability, *Intercultural understanding,* is supported through the teaching and learning of languages.	The ACT is phasing implementation of the *Australian Curriculum: Languages* (these subjects are published on the *Australian Curriculum* website as 'available for use: awaiting final endorsement'): Timeframes for phasing in *Languages* are as follows: 2015: Familiarisation and engagement 2016: Consolidation and planning 2017: Teaching and assessing 2017: Reporting using the Achievement Standards	

New South Wales (As advised and/or verified by the Board of Studies, Teaching and Educational Standards NSW (BOSTES) updated August 2014)

Title of Policy	Stated Purpose	Implementation	Implications
At the request of the Minister for Education, the Board of Studies, Teaching and Educational Standards (BOSTES) has completed a three-year review of languages education in NSW. The main themes emerging from the review's research and consultation feedback were developed into proposals incorporating short, medium and long-term goals to address demand and supply issues for languages education. These proposals were endorsed by the BOSTES and the NSW Schools Advisory Council and were announced by the Minister for Education. The proposed actions will be progressed through a *NSW Languages Education Action Plan.*	The *NSW Languages Education Action Plan* sets out an integrated and sustainable approach to languages education with the aim of fostering growth in student participation in languages K-12.	A NSW Languages Advisory Panel with high level representation from the education sectors, community organisations, business and industry has been established. The Panel will oversee the development of a new languages education policy statement for NSW and the strategic coordination of the proposed actions. The draft policy is due for release at the end of 2015 and will be subject to extensive consultation in the first half of 2016.	

Northern Territory (As verified by NT Department of Education)

Title of Policy	Stated Purpose	Implementation	Implications
A Northern Territory Board of Studies (NTBOS) Languages Policy has been written and is awaiting approval and implementation. Current NT Curriculum Framework phased out as Australian Curriculum becomes available.	Will be provided on approval of Languages Policy.	Australian Curriculum timeline: no set timeline for languages, instead: 'Language subjects are being developed in stages. A NT implementation plan will be developed to manage the implementation complexities of the learning area.' Awaiting final endorsement of Languages in Australian Curriculum. Noted in April 2014 and agreed that the curriculum could be made available for state and territory use. Decisions about the use of these curricula are to be taken by relevant authorities in each state and territory. Indicative hours are provided as a guide to assist in managing implementation of Languages: T (Transition) – Year 6 equivalent of 50 hours per year; Years 7 – 10 - 80 hours per year (Years 9 & 10 Languages is optional)	Waiting for endorsement

Queensland (As advised and/or verified by Qld Department of Education and Training)

Title of Policy	Stated Purpose	Implementation	Implications
Specific policy for Languages *Mandatory Languages Policy* continues until the implementation of the Australian Curriculum: Languages in 2016	**Aim:** 'increase the percentage of Year 12 students who complete language studies.' Students will be 'encouraged to continue their language studies to Year 12' (Mandatory Languages– Information brochure for Parents)	Languages are mandatory in Years 6–8 in all state schools. Support is provided for 6 'commonly taught' languages: Japanese, German, French, Italian, Indonesian and Chinese (Mandarin). Schools can choose to provide Aboriginal languages and Torres Strait Islander languages to fulfil the requirement.	Reflects impact of Commonwealth Government policy and national curriculum. Priority given to first four learning areas, local decisions about time for languages.
Global schools – Creating successful global citizens consultation draft released; consultation underway *Languages in Queensland state schools policy* (from 2015)	Proposal envisages a system in which all state schools will offer languages from Prep through to Year 12 and that all students will have the opportunity to engage with other cultures. **Aim:** all Qld state schools will be required to provide a language in Years 5–8.	Schools are encouraged to offer a language programme from Prep to Year 12 'where appropriate'. Schools, in consultation with their school community, have autonomy to make decisions about the year levels of provision. The P–12 Curriculum, Assessment and Reporting Framework recommends time allocations for English, Mathematics, Science, History and Health & Physical Education based on the Australian Curriculum (AC), school year and core system priorities (including additional hours for English and Mathematics). Schools decide time for remaining learning areas (referred to ACARA's indicative times for writers). In 2015, state schools familiarise with the AC and from 2016 commence implementation. Support for languages also includes the After-Hours Ethnic Schooling Program.	

South Australia (as advised and/or verified by SA Department of Education and Childhood Development)

Title of Policy	Stated Purpose	Implementation	Implications
No policy specifically for Languages Umbrella policy for all learning areas: *DECD Australian Curriculum, Pedagogy, Assessment and Reporting Policy R–10, which is currently being reviewed*	To provide direction to schools, support centres and units about expectations of **what** will be taught and **how** it will be taught, assessed and reported. It is expected that by the beginning of 2017 all Australian Curriculum learning areas/subjects, including languages, will be fully implemented (i.e used to plan, teach, assess and report) in all DECD schools.	For languages in government schools, the recommended time allocations for Reception to Year 6 are 80 minutes per week and 128 minutes per week for Years 7–10. These recommendations are based on the Australian Curriculum Indicative Hours for Writing. Schools can claim exceptional circumstances where principals negotiate the above timeline and declare the strategies they will put in place for future implementation. DECD recommends that one of the following priority languages be offered as a *whole-school language programme: Aboriginal Languages (most appropriate one for location), Chinese, French, German, Indonesian, Italian, Japanese, Modern Greek, Spanish and Vietnamese. *A whole-school language programme is one in which all students are learning the same second language as part of the whole-school curriculum offerings. In addition, there are a range of other language learning opportunities available to individual students through Ethnic Schools, the School of Languages (offered out of school hours) and First Language Maintenance and Development Programs (targeting students' mother tongue). DECD supports government schools through research to rethink ways of working within local school partnerships towards improving engagement and achievement of all students in quality, sustainable and continuous language programmes that maximise the use of the latest technologies.	Associated implementation guidelines for the Australian Curriculum requires all students in Years F–8 to be taught a language, with the aim of students continuing languages learning to Year 12. However there is no compulsion for languages learning beyond beyond Year 8. Accountability is required through school plans. Principals of schools not able to meet this requirement by 2017 may negotiate a one-year extension with their Education Director. The associated implementation guidelines for the Australian Curriculum are also under review implementation guidelines for the Australian Curriculum are also under review.

Tasmania (as advised and/or verified by Tasmanian Department of Education

Title of Policy	Stated Purpose	Implementation	Implications
Languages are included within *Tasmanian Curriculum* and other Departmental policies and strategies such as *Engaging with Asia Strategy 2013–15, eStrategy* and *Curriculum Policy* Planning is underway for language education as part of the implementation of the Australian Curriculum: Languages. All Department of Education schools are encouraged to begin exploring and implementing the Australian Curriculum: Languages but no date has been set for formal implementation. Work has begun on the development of a Senior Secondary Curriculum Framework for all Tasmanian senior secondary schools. The framework will include Languages.	**Aim**: Learning a language is recommended. Students may begin their study [of a language] in [Years] K–2, 3–4, 5–6, 7–8 or 9–10 or 11-12. *Engaging with Asia Strategy* **Aim**: 'enable awareness and understanding of the importance of Asia to our future and the value of engaging with Asian literacy'.	K–12 syllabus and support materials for six languages (three Asian, three European). Senior secondary courses are accredited and assessed by the Office of Tasmanian Assessment Standards & Certification (TASC): (Chinese, French, German, Italian and Japanese + Collaborative Curriculum and Assessment Framework for Languages [CCAFL] for background speakers). One action area of the *Engaging with Asia Strategy* policy relates to languages: *Stimulating student engagement with Asian culture and languages* but not clear how this is achieved. The focus is on embedding Asia literacy through all learning areas 'particularly' languages (p. 5). Languages are also a focus of the Department of Education's eStrategy, with online course development and curriculum support being supported F-12. Existing support strategies include: • schools are actively supported in establishing sister school relationships to support language learning • University of Tasmania's (UTAS) High Achiever Program (subsidised course costs, credit towards UTAS Degree) • UTAS College Program, Year 11 and 12 students eligible to enrol in UTAS units • specialist Asian Studies Pathway for senior secondary students, providing a focus on Asian languages and cultures, including an ATAR-attracting 150 hour *Asian Studies* course. ongoing development of Languages support strategies with the University of Tasmania, including curriculum development and delivery.	No specific requirements at any level.

Victoria (As advised and/or verified by the Department of Education and Training

Title of Policy	Stated Purpose	Implementation	Implications
All Victorian schools are required by legislation, (*Education and Training Reform Act 2006*) and as a condition of their registration with the Victorian Registration and Qualifications Authority to provide the eight learning areas, including Languages.	**Aim**: The Victorian Government is committed to providing high quality languages education to all students.	Support strategies are numerous and include: • a Languages Workforce Planning Group, including tertiary sector • Language Teaching Scholarships for undergraduates and teachers who have advanced proficiency in a language • Languages advisers who provide linguistic and curriculum support to schools and teachers • four Regional Language Project Officers who provide strategic support to schools • Language maintenance courses for currently employed language teachers • 23 language-specific teacher associations funded annually to provide professional learning programs for teachers and activities for students • Language Passports in 8 languages provided to all Prep to Year 4 students (expectation that all young learners will be learning a language from their first year of schooling). • Language Assistant Programs • In-country programs for students (including $13 million over 4 years for Year 9 students to travel to China) • 14 designated Bilingual programs • Content and Language Integrated Learning (CLIL) courses for teachers • Languages and School Experience Program with tertiary sector • Certificate IV in Community Language Teaching • an online/on demand language proficiency tool in development • Leading Languages course for school leaders • incentives for senior secondary (Certificate III in Applied Language as a VCE VET programme) • bilingual ATAR bonus for students who complete two first languages in VCE (recognition of language study through the VCE (Victorian Baccalaureate)	Comprehensive policy and plan for action to support language learning. Clear requirements and targets, short and long term. Monitoring and evaluation of strategies about the actual impact will be important Victorian Curriculum and Assessment Authority to develop an online language proficiency tool.

Western Australia (WA)(As advised and/or verified by WA Department of Education)

Title of Policy	Stated Purpose	Implementation	Implications
School Curriculum and Standards Authority's *Western Australian Curriculum and Assessment Outline* *Curriculum, Assessment and Reporting* policy Effective 1 January 2015	The School Curriculum and Standards Authority (the Authority) is responsible for setting the curriculum, standards of student achievement in languages and for the assessment and certification of students' achievement according to those standards. In accordance with the School Curriculum and Standards Authority Act, 1997, the Western Australian Curriculum and Assessment Outline sets out the knowledge, understanding, skills, values and attitudes that students are expected to acquire and guidelines for the assessment of student achievement. The Outline includes curriculum, policy advice and guidelines for all Western Australian schools- government and non-government schools and home education providers. The Department of Education *Curriculum, Assessment and Reporting Policy* ensures compliance.	Languages is one of the eight learning areas identified in the Western Australian Curriculum and Assessment Outline. The Outline sets out the curriculum, guiding principles for teaching, learning and assessment and support for teachers in assessing and reporting student achievement for students from Kindergarten to Year 10. Schools are required to report student achievement for languages taught in their school. The Department of Education supports the teaching and learning of seven mainstream language areas, Chinese, French, German, Indonesian, Italian and Aboriginal languages. The State-wide Services Learning Area Support branch is responsible for support for the teaching and learning of languages in public schools throughout Western Australia. Support for the teaching of languages includes: four Teacher Development Schools which focus on provision of professional learning for language teachers; an officer who provides support for the implementation of the cross-curriculum priority of Asia and Australia's engagement with Asia; online Connect Community forums for languages and the cross-curriculum priorities; ten full time language assistants from China, France, Germany and Indonesia who support primary and secondary language programs; and the Western Australian Secondary School Executives Association and Hyogo Administrators' exchange for secondary school educators to support the sister-state relationship shared by Western Australia and Hyogo Prefecture, Japan. In 2015, there have been changes to the structure of senior secondary courses which have seen revised Languages courses and additional pathways implemented for Year 11 students. These courses have been adapted by the Authority from current course syllabuses.	The School Curriculum and Standards Authority will adopt and adapt the Australian Curriculum: Languages (Pre-primary to Year 10) as developed by ACARA to suit the context of public schools. The Department of Education has been involved in consultations.

The comprehensive national snapshot presented in Table 3.2 enables the following observations.

1. Significant variation in language policy and policy positions

The current policy environment for languages education in Australia is varied. Some jurisdictions have a specific policy or overarching policies while others incorporate languages into other policy or curriculum documents. A number of jurisdictions address languages education through their respective implementation plans for the Australian Curriculum (e.g. NT, Tas, SA and WA).

The aims of policies and policy positions related to languages education are typically focused on participation and access, or exposure to language learning. They vary in how the aims are framed, ranging from those that encourage schools to offer language programmes to those that require schools to offer programmes at particular year levels.

Current policies and policy proposals tend to focus on the mid-primary to junior secondary years collectively. In all cases, provision of languages education is not a requirement for schools beyond junior secondary level.

It has been almost three decades since the first national languages policy in Australia (Lo Bianco, 1987). Yet, policies continue to fluctuate according to national and/or jurisdiction level priorities. At the same time, language enrolment figures at senior secondary level have flat-lined nationally.

2. A period of transition

Many of the policies reflect a period of transition for languages education. In recent decades, state and territory initiatives have tended to accord with national initiatives such as:

National Asian Languages and Studies in Schools Program (NALSAS, 1996–2004)

National Statement for Languages Education in Australian Schools (2005–2008)

National Plan for Languages Education in Australian Schools (2005–2008)

National Asian Languages and Studies Programs (NALSSP, 2008–2012).

At present, the Australian Curriculum and the Australian Government's focus on languages education have come to the fore. The Australian Curriculum has become a primary vehicle through which several jurisdictions are addressing the provision of languages education. However, successful provision of languages, including fair access for all students, will not result just from the introduction of the Australian Curriculum. For example, in SA, school principals may, under exceptional circumstances, negotiate an alternative timeline for implementation.

Furthermore, in using the Australian Curriculum indicative time allocations as the framing for the scoped and sequenced languages, the time allocated to language programmes in schools may either increase or decrease depending on existing conditions within schools and jurisdictions. The research related to time-on-task and immersion opportunities for languages (see, for example, Cross & Gearon, 2013; Boudreaux, 2010) suggests that inadequate learning time may impact on student engagement and potentially enrolments at senior secondary.

3. The need for targeted support, monitoring and evaluation

Each of the state and territory policies or proposals includes a range of strategies to support implementation. The nature and extent of the support vary according to specific aims and objectives but typically involve professional learning (local and in-country), programme development (such as Content and Language Integrated Learning [CLIL], where students learn subject content through an additional language, and bilingual immersion), collaboration with the tertiary education sector, development of curriculum materials (including online delivery) and language assistant programmes. Strategies targeted at senior secondary students include programmes to fast-track students to university study (Tas).

However, little is known about the impact of these support strategies on student retention, particularly at Years 11 and 12. Impact evaluations tend to be small-scale and localised. Nationwide, possibly longitudinal, evaluations are required to support improvements to language education into the future.

There is currently no national process for tracking student enrolments and participation patterns in any language, at any level. This inhibits comprehensive language planning and has been reported widely by researchers as a barrier to languages planning (see, for example, Lo Bianco & Aliani, 2013; Slaughter, 2009; Liddicoat et al., 2007).

Some jurisdictions, and non-government sectors within states/territories, collect more data than others. For example, Vic has collected data and published comprehensive annual reports on languages taught in government schools for over two decades. But even where data is collected it may not be comparable nationally. For specific languages, the most comprehensive data is available for Chinese, Indonesian, Japanese and Korean languages during the NALSAS and NALSSP periods, when reporting student participation data was mandatory. Nonetheless, all four language-specific reports on those languages comment on the general unavailability and/or non-comparability of data (de Kretser & Spence-Brown, 2010; Kohler & Mahnken, 2010; Orton, 2010; Shin, 2010).

International comparisons

A brief overview of languages education in selected countries with the aim of considering both similarities and differences to the languages education context in Australia is provided by Table 3.3. The countries have been chosen either due to their relevance to the Australian context or purely for comparative purposes.

Table 3.3: Summary of key aspects of language policies internationally for selected countries (adapted from Liddicoat et al., 2007)

Countries	Requirements for language/s study	Hours per week	Other comments
United States	Compulsory at least two years at secondary level (in 40 states)	-	State-based decision making, varied policy and implementation
Canada	Ontario: minimum 600 hours between Grades 4 and 8 British Columbia: compulsory in Grades 5 to 8 Quebec: compulsory from Grades 1 or 3 (depending on language)	-	Focus on increasing the proportion of 15–19 year-olds who speak both official languages to 50% by 2013 (twice the previous level)
New Zealand	Expectation that all schools will offer language programmes from Years 7 to 10	-	
England	Current policy requires compulsory study from age seven to 14	-	
Scotland	Compulsory in last two years of primary and first four of secondary (ages ten to 16)	-	Expectation of six years of study of the same language
France	Compulsory study of at least one foreign language at secondary	3 hours/week	3 hours/week for each foreign language studied
Austria	Compulsory for four years in primary schools, at least two foreign languages compulsory between ages 14–18 in technical and commercial schools, with three required in academic schools	Primary (from Year 1) 60 mins/ week	Normally taught in primary schools by regular class teachers with language education qualifications (i.e. mainstreamed)
Netherlands	Compulsory: all students study two languages for the entire duration of secondary schooling and three languages in final year	-	

Countries	Requirements for language/s study	Hours per week	Other comments
Japan	Compulsory at both junior high school and senior high school levels. Optional in primary (but 88% teach English)	Junior secondary 150 mins/week	
China	Compulsory (English) language study in primary school introduced in 2001; compulsory at secondary level	Primary (from Grade 3), 80 mins/ week Secondary, 5–6 lessons of 45 mins/ week, total of 3.75 to 4.5 hours/ week	
Republic of Korea	Since 2000, compulsory in primary grades 3–6; compulsory at secondary level	Grades 3–4, 90 mins/week Grades 5–6, 80 mins/week Junior secondary, 2–4 hours/ week Senior secondary (Grades 10–12) 4 hours/week	

Table 3.3 indicates a number of common aspects in the language policies of the majority of countries selected. For the majority of countries, except New Zealand and some states in the United States and Canada, the study of a foreign language is compulsory for at least junior and senior secondary school. In Asia, there is increasingly a compulsory requirement for students to study a language in primary school where traditionally foreign language study has been weaker (e.g. China and the Republic of Korea [South Korea]).

Majority English-speaking countries tend to have language learning requirements that are less demanding than those found in countries where English is not the main language. In countries where English is not the main language, it is often the main second language taught, which allows for supply side issues to be better addressed. In Australia, for example, the sheer number of languages in addition to English means that supply is more of a challenge.

With the exception of the United States, where study requirements and implementation are determined at the local level, the majority of the selected countries have a centrally mandated number of hours of language study per week. In general, the time allocations are substantial (2–4 hours/week). In Austria, the time allocations are similar to those in Australian primary schools, but the language programme is taught by the general class teacher, thus making all primary teachers also teachers of a foreign language. China and South Korea have similar time allocations to Australia for primary and junior secondary, but these increase in senior secondary to approximately four hours/week.

These findings are supported by a recent report into language learning in countries that rank highly in the Programme for International Student Assessment (PISA). The report found that in Finland, China, South

Korea and Japan, language learning is compulsory and starts at an early age. It is a valued and regular part of the curriculum. For example, Finland allocates 228 hours per year in primary and 398 hours per year in secondary to language learning, compared to 60 hours and 100 hours respectively in Australia (Fernandez & Gearon, 2011).

The 2012 report by the Education, Audiovisual and Culture Executive Agency (EACEA) states similar findings. Funded by the European Commission, the report is based on data from 32 European countries and provides a comprehensive picture of the current state of foreign language study in Europe with the following findings:

1. Language learning is compulsory and in demand
The study of at least one foreign language is mandatory in the majority of European countries. Over the past two decades, the main reforms in relation to language study have been to increase the duration of compulsory language study (except in the United Kingdom).

In the majority of these countries, there is widespread school autonomy to decide the languages offered and how to implement the languages curriculum. Autonomy is seen as enabling schools to 'enrich' their curriculum offerings through providing locally or regionally relevant language study, typically in addition to English (EACEA, 2012).

In general, language learning is considered a normal part of the school curriculum and essential to being 'educated'. Even in countries where schools are streamed, all students are expected to study at least two languages. For the majority of countries, English is the main foreign language studied at all levels of schooling and is typically mandated (EACEA, 2012).

2. Language teachers are highly qualified
Language teachers in the majority of European countries are highly qualified. On average, 89.6 per cent of language teachers state that they are fully qualified to teach foreign languages (EACEA, 2012). This proportion is higher in secondary schools. Targeted programmes, such as upgrade courses and altering the content of initial teacher education courses to meet the needs of primary school teachers, are underway. Secondary school language teachers are required generally to complete a four to five-year course. In the United Kingdom, language teachers complete a four-year undergraduate degree plus a one-year teaching qualification.

However, only a few countries require language teachers to undertake intensive in-country study programmes as part of their initial teacher education. In the United Kingdom, pre-service language teachers are expected to undertake one year of their degree in country. In Ireland, language teachers must have spent at least three months in the target language country to qualify for teacher registration. Germany recommends two to four weeks of in-country study (EACEA, 2012).

3. Language learning is substantive and sustained
CLIL is found in almost all European countries, except Denmark, Greece, Iceland and Turkey, even though it is not the typical approach for language programmes (EACEA, 2012). However, approaches such as CLIL and immersion (teaching other subjects in the target language) are becoming increasingly popular with recent pilot projects (e.g. Belgium, Cyprus and Portugal). Since 2010, all students in Italy in their final year of secondary school are required to study one non-language subject through a foreign language. Austria has a similar requirement and requires the first foreign language studied in primary school to be taught using CLIL.

These experiences indicate that focusing on substantive content leads to significant progression in learning over time. However, the teaching of another subject through the target language requires high levels of pedagogical content knowledge and language proficiency together with access to quality resources. Furthermore, students require formal recognition for their learning, and most European countries issue a certificate at the end of compulsory education that draws attention to students' language learning.

Some European countries have attempted to recognise students' language learning through their formal accreditation processes. In the case of the United Kingdom, most initiatives have focused on primary and junior secondary levels, with the assumption that students would automatically continue with their language study. The figures suggest otherwise; when the mandatory period of language learning from ages 11 to 16 was reduced to 11 to 14 in 2004, a substantial decline in enrolments followed (Tinsley, 2013). The reduced requirement was intended to increase subject choice pathways, but there is now concern that language learning is falling behind other countries to such a degree that remedial action must be taken (Richardson, 2014). This is a similar scenario to that in Australia.

Reforms to curriculum, structures and/or certification are being explored as the solution. The recent reforms to A-Level (senior secondary) subjects, including languages, are currently under community consultation. The stated aim for languages is to improve student engagement by increasing learning demands through critical engagement with literary works and independent research (Department for Education UK, 2014). This initiative assumes that curriculum reform will boost learner engagement and improve retention in language programmes.

Both Scotland and England have introduced a Baccalaureate certificate that includes language study. The Scottish Baccalaureate requires students to study a language to 16 years of age. The English Baccalaureate, an embedded qualification within the existing General Certificate of Secondary Education (GCSE), shows signs of improved participation rates. The United Kingdom's Department for Education claims that almost half of state-school students undertook languages at GCSE in 2013, the highest level for seven years (Richardson, 2014).

Criticism remains, however, as few students continue with their language learning to A-Level (senior secondary). Tinsley (2013) argues that the United Kingdom requires a multi-pronged approach including: compulsory language learning within a mandated core curriculum; formal recognition of language achievement; diversification of language pathways (including targeted, vocationally oriented language subjects); and an increased range of languages. The recommendations of this research are not incongruent with Tinsley's proposals.

Languages in senior secondary in Australia – certification and incentives

An overview of languages (as a learning area) within the current senior secondary certification requirements in each jurisdiction is provided by Table 3.4.

Table 3.4: Languages within current senior secondary certification requirements in each state and territory

State/territory	Authority and certificate	Required for certification (Yes/No)	Required for University Entry (Yes/No)	Incentives (Bonus Points for Languages)
Australian Capital Territory	ACT Board of Senior Secondary Studies ACT Senior Secondary Certificate and ACT Record of Achievement for students completing a minimum of 17 standard units forming at least 3 A, T, H, C or M courses ACT Tertiary Entrance Statement for students completing a minimum of: 20 standard units which must include at least 18 standard A, C, E, T, M, H units. 12.5 of these standard units must be T or H. The accredited units must be arranged into courses to form at least the following patterns: • five majors or • four majors and one minor or • three majors and three minors Of these major and minor courses: • at least three major courses and one minor course must have been classified T or H The student must also sit for the ACT Scaling Test (AST).	No	No	The Australian National University (ANU) offers bonus points for nationally strategic senior secondary subjects, and in recognition of difficult circumstances that students face in their studies. Bonus points are applied to all applicants with an ATAR at or above 70. Points are awarded in accordance with the approved schedule, and no more than 10 points (maximum 5 academic points and maximum 5 equity points) will be awarded. Language Studies (Other than English) is awarded 5 points.

State/territory	Authority and certificate	Required for certification (Yes/No)	Required for University Entry (Yes/No)	Incentives (Bonus Points for Languages)
New South Wales	Board of Studies, Teaching and Educational Standards NSW High School Certificate (HSC) Minimum 22 units: 12 Preliminary (Year 11) and 10 HSC (Year 12) units required (2 units of English in each)	No	No	Dependent on application to individual institutions and specific courses, e.g. University of New South Wales offers up to 4 bonus points for languages, depending on HSC results
Northern Territory	NT Certificate of Education and Training (NTCET) (Administered by SACE Board of SA) 90 credits required (one year of study is equal to 20 credits)	No	No	The Universities' Language, Literacy and Mathematics Bonus Scheme (recognised by all three universities in SA) awards students up to two points for successfully completing a subject in: 20 credits of a LOTE in the Languages Learning Area.
Queensland	Queensland Curriculum and Assessment Authority Queensland Certificate of Education (QCE) 20 credits required with at least 12 from Core courses	No	No	QTAC converts Year 12 results to entry rank and applies 2 bonus points for languages
South Australia	SACE Board of SA South Australian Certificate of Education (SACE) Minimum 60 Stage 2 credits, plus ten Stage 2 credits for mandatory Research project subject	No	No	Between 2-4 points for languages, recognised by three universities in SA

State/territory	Authority and certificate	Required for certification (Yes/No)	Required for University Entry (Yes/No)	Incentives (Bonus Points for Languages)
Tasmania	Office of Tasmanian Assessment, Standards and Certification (TASC) Tasmanian Certificate of Education (TCE) Must meet five required standards	No	No	Two bonus points for languages, recognised by the University of Tasmania only, for UTAS entrance purposes
Victoria	Victorian Curriculum and Assessment Authority Victorian Certificate of Education (VCE) Minimum 16 units required (3 units of English)	No	No	Language is adjusted up by adding five to the initial VTAC Scaled Study Score average. All students of a Language receive an adjustment, but it is not a uniform adjustment. ATAR calculation includes 10 per cent of the fifth and sixth permissible scores (subjects) available for a student.
Western Australia	School Curriculum and Standards Authority Western Australian Certificate of Education (WACE) Four subjects required	No	No	LOTE Bonus – 10% of the best language subject scaled score added to the student's best four scaled scores (the language subject does not need to be one of the best four) for determining ATAR. Curtin University Edith Cowan University, Murdoch University and University of WA

As indicated in Table 3.4, each jurisdiction has its own senior secondary certification requirements. There are a limited number of mandatory subjects or areas of study (e.g. English and the research project in SA). The study of a language in addition to English is optional in all cases.

While some tertiary institutions award Australian Tertiary Admission Rank (ATAR) bonus points for students who complete language study at Year 12, these vary from one institution to another. Senior secondary language study is not a requirement for entry into any tertiary institution or course. Providing students with the freedom to choose subjects that reflect their interests, preferences and learning needs underpins course offerings at the senior secondary level across Australia.

The addition of bonus points may be carried out automatically by the state/territory tertiary admissions authority, applied automatically (e.g. University of Adelaide) or at the discretion of individual universities (e.g. The University of Melbourne). It is unclear whether bonus points act as an incentive to study, or a reward for having studied, languages. An incentive is used to build student demand, while a reward would apply to students who are already committed to language learning. The student survey results suggest that both scenarios are plausible, depending on the student (see Attachment 2).

Worth noting is the opportunity for students to be accelerated and/or extended in their senior secondary language learning. There are three main mechanisms: 1) advanced level courses enable students to gain further units in languages; 2) Beginners courses in some jurisdictions are a form of accelerated language learning, similar to the *ab initio* model in the International Baccalaureate Diploma; 3) some certificates (e.g. VCE) are structured such that units may be taken at Year 10 or even as early as Year 9. While anecdotal evidence suggests that acceleration of this kind can support retention (de Kretser & Spence-Brown, 2010), there are no publicly available data on the numbers of students who do so. Such data would enable assessment of how certificate flexibility impacts on retention.

Eligibility criteria and retention

Discussions on eligibility are often framed in terms of enabling fair and equitable access to languages for all types of language learners, thus leading to the eligibility criteria approach. This issue has been an area of research and debate for some time in Australia (see, for example, Clyne et al., 1997, 2004; Elder, 1996, 2000a, 2000b; Orton 2008; Scarino et al., 2011).

An overview of the current courses and eligibility criteria in each state and territory is provided by Table 3.5.

Table 3.5: Current policies related to eligibility to study language courses at senior secondary

State/territory and Authority	Course	Language/s	Cohort	Criteria
Australian Capital Territory	Continuers	Not specified	Study of the language at school in Australia; native speakers or parents are native speakers but no formal education in the language	Overseas schooling and language spoken at home.
New South Wales Board of Studies, Teaching and Educational Standards NSW	Beginners	Applies to all Beginners Languages courses	Second language, no prior knowledge or experience (except minimal school study)	Students have had no more than 100 hours study of the language at the secondary level (or the equivalent), little or no prior knowledge or experience 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.
New South Wales Board of Studies, Teaching and Educational Standards NSW	Continuers (Note: A Year 12 Extension course is available in 9 languages to be studied in conjunction with the Year 12 Continuers course)	Chinese Indonesian Japanese Korean	Second (or subsequent) language, students typically have studied the language for 200–400 hours study at the commencement of Stage 6	Students have had no more than one year's formal education from the first year of primary education (Year 1) where the language is the medium of instruction, no more than three years' residency in the past ten years in a country where the language is the medium of communication, language is not used for sustained communication outside the classroom with background language users.

State/territory and Authority	Course	Language/s	Cohort	Criteria
New South Wales Board of Studies, Teaching and Educational Standards NSW	Heritage	Applies to all Heritage courses	Students typically have been brought up in a home where 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 co 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 undertaken had formal education in a school where the language is the medium of instruction up to the age of ten.	Students have had no formal education where the language is the medium of instruction beyond the year in which the student turns ten years of age (typically Year 4 or 5 of primary education).
New South Wales Board of Studies, Teaching and Educational Standards NSW	Background Speakers	Applies to all Background Speaker courses	Students have a cultural and linguistic background in the language	No criteria
Northern Territory Northern Territory Board of Studies	Refer to SACE Board requirements.			

State/territory and Authority	Course	Language/s	Cohort	Criteria
Queensland Queensland Curriculum and Assessment Authority	Continuers	Indonesian Chinese French Italian German Japanese Spanish Modern-Greek Arabic Vietnamese Korean Polish Punjabi Russian Aboriginal and Torres Strait Islander Languages Trial (currently not offered by any school in Queensland)	Students who wish to study an additional language and who studied the language at junior secondary in Australia or in a similar environment.	Study throughout Years 8, 9 and 10, other students with less formal language learning experience may meet the requirements of the syllabus successfully

State/territory and Authority	Course	Language/s	Cohort	Criteria
Queensland Queensland Curriculum and Assessment Authority	Beginners/current users of a language in a community • Maintaining language • Revitalising language	Indonesian Chinese French Italian German Japanese Spanish Modern-Greek Arabic Vietnamese Korean Polish Punjabi Russian Aboriginal and Torres Strait Islander Languages Trial (currently not offered by any school in Queensland)	The Aboriginal and Torres Strait Islander Languages syllabus has been designed for all Queensland students — Indigenous and non-Indigenous — in the senior phase of learning who wish to gain knowledge and skill in Indigenous languages. Prior knowledge of any aspect of the language targeted for study is welcomed but not expected. Indigenous students include all Aboriginal students and Torres Strait Islander students. Non-Indigenous students include all students who do not identify as an Aboriginal person or Torres Strait Islander person from Australia. Note that throughout this document: • the term — Indigenous is intended to include Australian Aboriginal people and Torres Strait Islander people • the term — Australian languages refers to Aboriginal languages and Torres Strait Islander languages.	

State/territory and Authority	Course	Language/s	Cohort	Criteria
South Australia SACE Board SA	Beginners	French Italian Chinese German Indonesian Japanese Spanish Modern-Greek Arabic	Second language, no prior knowledge or experience (except minimal school study)	No prior knowledge or experience. Taken into consideration are: prior formal learning, in-country experience and family or community linguistic experience *The Board recognises that some prior knowledge or experience of the language would not necessarily place a student at an advantage over a student with no prior knowledge or experience of the language. Such knowledge or experience may be very limited and/or very distant in time.*
South Australia SACE Board SA	Continuers	Chinese, Japanese and Vietnamese	Second language, study for 300 to 400 hours by end Stage 1, and 400 to 500 hours by end Stage 2	Student's country of birth, country of residence, linguistic and cultural background, no more than one year of education from the age of five years (pre-school, primary, secondary) in a country where the language is a major language of communication or a medium of instruction. For Chinese special circumstances may apply for the one year of education in China, Hong Kong, Macau or Taiwan; students who have had more than one year's education in Brunei, Malaysia, or Singapore will be considered on a case-by-case basis
Tasmania Tasmanian Qualifications Authority Office of Tasmanian Assessment, Standards & Certification (TASC)	Level 3	Chinese, , French, German, Italian, Japanese	Language study at school to Level 2 is usually expected	Completion of Level 2 is usually expected Not eligible if: there is evidence that the student's first language is Chinese; there is evidence that the student has been resident in China and/or Hong Kong for no more than five calendar years immediately prior to January 1 of the year in which the course is to be taken; there is evidence that Chinese has been the major language of communication and/or instruction for a total period of not more than 5 years prior to January 1 of the year in which the subject is to be taken

State/territory and Authority	Course	Language/s	Cohort	Criteria
Tasmania Tasmanian Qualifications Authority Office of Tasmanian Assessment, Standards & Certification (TASC)	Level 2	Chinese - Foundation, French - Foundation, German - Foundation, Italian - Foundation, Japanese - Foundation	Designed for beginners with no experience of the language and is also suitable for learners who have had some prior exposure	No criteria
Victoria Victorian Curriculum and Assessment Authority	Chinese Second Language			Not eligible if one year or more education in a school where Chinese is the medium of instruction, or three years or more residence in any of the VCAA nominated countries or regions (China, Taiwan, Hong Kong or Macau)
Victoria Victorian Curriculum and Assessment Authority	Chinese Second Language Advanced			Eligible if no more than seven years in a school where Chinese is the medium of instruction or highest level of education in a school where Chinese is the medium of instruction is no greater than Year 7 in a Victorian school
Victoria Victorian Curriculum and Assessment Authority	Indonesian/Japanese/Korean Second Language			No more than seven years of instruction in a school where [the language: Indonesian or Malay/Japanese/Korean] is the medium of instruction

State/territory and Authority	Course	Language/s	Cohort	Criteria
Western Australia School Curriculum and Standards Authority	Year 12 2015 Second Language	Chinese Indonesian Japanese	Second (or subsequent) language	No formal criteria – however second language learner is described as having no exposure or interaction in the language outside the language classroom, knowledge gained through classroom teaching in an Australian school or similar environment, where English is the language of school instruction, not born/lived in a country where Chinese is spoken (although some stays of up to 12 months). The determination for eligibility is made on the basis of: • the principal's recommendation • country or place of residence from birth • language of formal schooling • attendance at community language schools • the student's linguistic background • consideration of other relevant documentation. An on-balance judgement is made on the basis of all information provided.
Western Australia School Curriculum and Standards Authority	**Year 11 (from 2015)** Background Language ATAR	Chinese, French, German, Indonesian Italian, Japanese	Learners who: • use the language outside classroom • have had time in-country have been in a school where the language is a means of instruction	For background language defined as: 1. less than five (5) years in total of formal education (from pre-primary) in schools where the language is the language of instruction, including education in community and ethnic schools. 2. less than five (5) years in total of residency and time spent in a country where the language is a medium of communication 3. use of the language for sustained communication outside the classroom with a person or persons who have a background in the language is permitted.

State/territory and Authority	Course	Language/s	Cohort	Criteria
Western Australia School Curriculum and Standards Authority	**Year 11 (from 2015)** Background Language ATAR	Chinese, French, German, Indonesian Italian, Japanese	Learners who: • use the language outside classroom • have had time in-country have been in a school where the language is a means of instruction	For background language defined as: 1. less than five (5) years in total of formal education (from pre-primary) in schools where the language is the language of instruction, including education in community and ethnic schools. 2. less than five (5) years in total of residency and time spent in a country where the language is a medium of communication 3. use of the language for sustained communication outside the classroom with a person or persons who have a background in the language is permitted.
Western Australia School Curriculum and Standards Authority	**Year 11 (from 2015)** First Language ATAR	Chinese, Indonesian, Japanese	First or bilingual language learners	For first language defined as: 1. may be more than five (5) years in total of formal education (from pre-primary) in schools where the language is the language of instruction, including education in community and ethnic schools 2. may be more than five (5) years in total of residency and time spent in a country where the language is a medium of communication 3. use of the language for sustained communication outside the classroom with a person or persons who have a background in the language is permitted.

Eligibility criteria typically apply to courses that offer more than one level. While different jurisdictions offer different courses, these courses fall into four general categories: Beginners, Continuers (Second Language), Heritage, and Background (First Language). Though these categories appear uniform, the criteria for eligibility in these course levels do vary considerably at times. There are also nomenclature and criteria differences. However, the criteria across the board are primarily based on the following: country of birth, years of residence, formal education in the language, years of study of the language in Australia, and, to varying degrees, exposure to and use of the language outside of schooling in exchanges, the home and the community.

A further feature across states and territories is the range of languages to which eligibility requirements apply. Chinese is clearly the main language, followed by other Asian languages, Japanese, Korean and Vietnamese, with Indonesian being included but far less significant in terms of numbers of background or first language students (Kohler & Mahnken, 2010). European languages feature only to a minor extent.

Successful implementation of eligibility criteria for differentiated language learning in schools is subject to operational matters, such as timetabling, staffing, class sizes and ability to offer a quality programme. Often students are grouped within the same class, regardless of linguistic background and learning needs. Hence, application of eligibility criteria remains a significant challenge for senior secondary languages education in Australia.

The challenge of eligibility criteria has tended to apply more to Asian languages (especially Chinese) than to European languages. This is largely related to increased migration and/or growing international student cohorts from countries in the Asia region (China or Chinese-speaking countries in particular). There are, however, some exceptions. For example, the Board of Studies, Teaching and Educational Standards (BOSTES) in NSW reported during consultations that eligibility is currently not a problem for the jurisdiction while WA's School Curriculum and Standards Authority (SCSA) reported that legislative issues surrounding eligibility (i.e. anti-discrimination laws) may potentially impact on European languages as well.

The 'Key findings and recommendations' section discusses the impact, or lack thereof, of eligibility criteria on student retention in languages to senior secondary level. The main issue of concern is students being reluctant to study a language as a second language learner if they see themselves to be in competition with native speakers.

Acknowledging different groups of language learners

Attempts have been made over time to acknowledge the learning needs and trajectories of different groups of learners. Under the National Assessment Framework for Languages at Senior Secondary Level (NAFLaSSL), syllabi for different levels were developed and implemented in NSW, Vic, and SA, to cater for languages with a small number of candidates. The stated aims of the differentiated syllabi were to provide educationally appropriate and engaging courses that develop students' knowledge of the target language and culture (Kohler & Curnow, 2014).

Following the NAFLaSSL, the Collaborative Curriculum and Assessment Framework for Languages (CCAFL) was developed for a range of languages (Kohler & Curnow, 2014). NSW, Vic and SA are the hosts for CCAFL, and the courses are available to all states and territories for their students to access. Three course levels were developed for CCAFL: Beginners, Continuers (known in Victoria as Second Language), and Background Speakers (known in Victoria as First Language). Importantly, courses developed through CCAFL do not necessarily lead to senior secondary certification. For this to occur, courses need to be accredited to senior secondary level by the relevant state/territory curriculum authority.

Over time, the three CCAFL levels were no longer viewed as adequate to address the emergent student cohort in some languages, due to migration and increasing international student enrolments. Furthermore, the growing numbers of students with some background in a language were not sufficiently catered for in the Continuers courses. A further (fourth) level of courses was developed to cater for this group, for example, 'Heritage' developed for the CCAFL (in Chinese, Indonesian, Japanese, and Korean) by NSW.

In the Australian Curriculum: Languages (F–10), three groupings are used: Second Language Learners, Background Language Learners and First Language Learners. Depending on the specific language, the curriculum has been written with these groups in mind, for example, second language learners (e.g. Indonesian, French), background learners (e.g. Vietnamese), or all three groups (e.g. Chinese). It is unclear at this stage how these groupings will impact on senior secondary language courses and enrolments.

Scaling and moderation across Australia for the ATAR

Each state and territory is independently responsible for developing a means of generating students' ATAR based on their results for various components of study. The details of scaling and moderation for each of these systems are complex (see Attachment 1 for further details).

Terminology varies, but the intent of 'moderation' (as the term is used here) is to ensure that students of a similar level of ability – who study the 'same' subject in different classes and potentially at different schools – receive similar grades. 'Scaling' (as used here) is intended to ensure comparability across subjects, so that students who have completed different courses can be compared to allow for admission to university. Scaling and moderation can be carried out as separate processes, or jointly, in the process of generating an ATAR. The responsibility for parts of this process is divided among different official bodies, e.g. the various curriculum authorities and tertiary admissions centres in Australia.

In terms of senior secondary language learning, the issue is whether students in Australia perceive scaling as a relevant factor in choosing to study, or not study, a language in Years 11 and 12. No research specifically on this topic has been published, but scaling is sometimes mentioned in research on student retention. Its influence, however, remains unclear.

Some studies that have asked students about their reasons for ceasing or continuing languages study have found that scaling is not cited by students at all (for example, Curnow, Liddicoat & Scarino, 2007). Others researchers suggest that it is a relevant factor in motivating students to continue (for example, de Kretser & Spence-Brown, 2010), while other studies suggest that scaling is a disincentive (for example, Liddicoat et al., 2007; Tuffin & Wilson, 1989). It is not entirely clear to what extent these varying hypotheses have to do with the research methodology and methods, when and where the research was conducted and the particular nature of the student samples involved. Because the impact of scaling on student retention has been inconclusive in the literature, it was considered inadequate to simply include an item on scaling within the student survey for this research.

Certification and retention in senior secondary languages education

One potential lever for improving participation and possibly retention in languages education is through certification requirements. A number of countries have a baccalaureate qualification that requires the study of a language, in addition to one's first language. Whilst this might lessen the complexities of senior secondary subject choice as these pertain to languages in Australia, other challenges around ensuring equity of access to quality teaching and programmes would become more prominent. Nonetheless, it is important to engage in the discourse around 'mandatory' learning of languages at senior secondary level as a way to boost enrolments. Additional recognition for choosing to study languages, within current

certification frameworks, may be a promising line of investigation as outlined below with the English Baccalaureate and VCE (Baccalaureate). An Australian Baccalaureate has been considered previously, but abandoned by two successive governments.

The International Baccalaureate

In recent years the International Baccalaureate (IB) has experienced significant expansion worldwide. In the Diploma or Career-related Certificate, students are required to choose one subject from each of five groups, including additional languages (Group 2). In choosing a subject from Group 2, students may study a modern language at an *ab initio* (beginners) level or as a Language B course, which assumes some experience of learning the language and can be taken at standard or higher level. Students can also study Latin or Classical Greek.

The French Baccalaureate

The majority of students in France in their final year of secondary school take the French *baccalauréat*, the required examination for students to qualify for entrance into university. Students choose one of three streams: Sciences, Economics and Social Sciences, or Literature. All three streams require French language (first language), require a 'terminal' subject that consists of a First Foreign Language, Second Foreign Language or Regional Language and also has optional subjects that include a Foreign Language, Regional Language, Latin or Ancient Greek. The weightings of the subjects depend on the stream, with the most important subjects in the literary stream being Philosophy, French language and literature and other languages, usually English, German and Spanish. The *baccalauréat* permits students to choose to sit for exams in over 40 world languages or French regional languages.

The English Baccalaureate

The British Government aimed to introduce the English Baccalaureate Certificate (EBacc), arguing that the existing GCSE was outdated, unclear and lacking in rigour. It was intended originally that the new system would be in place from 2015 with students taking the examinations in 2017. The certificate was to commence in three subject areas, English, Mathematics and Sciences, with the other core subjects, History, Geography and Languages, appearing later. After criticism from a number of quarters, the full version of the EBacc was abandoned in early 2013 and the GCSE was retained.

However, the EBacc has been revised and implemented instead as a 'performance measure' (Department of Education UK, 2014). It is neither a qualification nor compulsory, but recognises students who have studied the required subjects (English, mathematics, history or geography, sciences and a foreign language). It also recognises schools that are ranked on the basis of the number of students eligible for the EBacc. Plans remain to introduce a broader scale qualification that would include students' 'best eight' subjects comprised of English and mathematics, three Baccalaureate subjects and three other GCSE subjects (Harrison, 2013).

The Baccalaureate in Australia

There is emerging interest in other forms of a baccalaureate (other than the IB) in Australia. For example, in Vic, from 2014, students enrolled in the VCE who undertake higher-level mathematics and a language will receive additional recognition through award of a VCE (Baccalaureate). To be eligible, students need to study the equivalent of five subjects in Year 12 (i.e. English, mathematics, a language and two other subjects). Because students have two choice subjects, they can study more than one language. The VCE (Baccalaureate) is not a stand-alone certificate, rather an additional form of recognition within the existing VCE. It is not clear yet, however, how the VCE (Baccalaureate) will be recognised beyond Victoria and what its national and international currency might be.

A 'Language Passport'

The notion of a passport was adopted in Europe as part of the Common European Framework of Reference for Languages: Learning, Teaching, Assessment (CEFR) in order to assist in the comparability and transferability of language learning among European countries. The passport provides evidence of students' prior language learning including their level on the CEFR proficiency scale.

A 'passport' that follows the student provides the potential to support continuity in language learning at key transition points in schooling. The passport could indicate to the community the value placed on language learning, especially if there was some formal recognition/award associated with it at particular year levels.

The issue of student demand for languages study at Years 11 and 12 is inextricably linked to senior secondary structures and certification. Where language study is required to be certified and/or gain entrance into a tertiary institution, then retention is not an issue. But, where it is not, as in Australia (unless a student does the IB for example), other mechanisms are required to build and sustain student demand for languages.

The VCE (Baccalaureate) model appears to be a possible path given the current context of senior secondary schooling in Australia. A vocational version of this model could perhaps be considered, to encourage vocationally inclined students to study a language. Certification requirements that include languages appear to be the *most powerful lever* in enabling or inhibiting the study of languages at senior secondary level.

4. Key findings and recommendations

This section discusses the key research findings and proposes recommendations based on these findings. The findings have been identified via triangulation of key messages and issues raised in the consultations with results from:

- the policy and literature review (Attachment 1), supplemented with observations from the research literature on senior secondary subject choice and Year 12 student data
- the student, parent and principal surveys (Attachment 2)
- the Spence-Brown case study of Japanese language in senior secondary (Attachment 3).

This triangulation was conducted using the analytical lens described in the 'Research design' section (see Figure 2.2). The corroborating results from the different data sources underscore the robustness of this research and the strength of its findings and recommendations.

The recommendations focus on policy and/or structural enablers rather than programme-based funding. As per project specifications, the recommendations are intended for Australian governments, specifying what actions they can practically take to enable and encourage more students to study languages in the senior secondary years.

Scope

Years 11 and 12 *and* the Early Years to Year 10 'pipeline'

An expanded pipeline of interested and engaged language learners will enable more students to consider studying a language at Years 11 and 12. Like all learning areas, building and sustaining student interest and engagement is reliant on provision of, and access to, high quality programmes. But, as some of the key findings below indicate, a strong pipeline alone will not guarantee increased senior secondary languages enrolments. Specific enablers and barriers pertaining to the nature of senior secondary education in Australia impact considerably on enrolment numbers.

Beginners and continuers

Encouraging and enabling more senior secondary students to study languages is broader than the notion of student 'continuity' from the Early Years to Year 10 or 'retention' into senior secondary. Opportunities for students to recommence, start a completely new language, or gain specific language accreditation in a non-school context in Years 11 and 12 have also been taken into account in this research.

Tailored solutions for different languages

This research is broad in nature and did not study in-depth retention issues relevant to specific languages. The recommendations are pitched at a macro level, targeted specifically at increasing overall enrolment numbers in senior secondary languages.

Nonetheless, the research acknowledges that issues specific to different languages can be critical to student choice of, and access to, a particular language. The Spence-Brown case study of Japanese makes a valuable contribution to better understanding this. Further work will be required to tailor specific solutions for specific languages.

Focus

Senior secondary subject choice

This research has focused on the factors influencing students' decision-making processes to explore why they exclude, or include, language study in their senior secondary subject combinations. In Australia, students choose from a wide range of subjects for senior certification. Languages sit alongside up to eight other learning areas, with each area offering a range of subjects. Hence, 'choice' appears to be one of the underlying problems for languages. Languages enrolments at the senior secondary level are the lowest by far of any learning area nationally.

Understanding exactly why students choose to study, or not study, a language in the senior secondary years is challenging. Even though possible influencers can be categorised and broad subject choice patterns pertaining to languages can be observed, individual student choices are technically variables in and of themselves. This is why building and sustaining student demand for languages has been such a complex issue for so long in Australia.

Student, school and system interaction

 Research on what motivates students to study, or not study, a language at different stages of schooling has been extensive. However, there has been limited attempt to understand this motivation in the context of senior secondary subject choice in Australia.

This research has illustrated the interplay between the dynamics of senior secondary subject choice and the factors known to influence a students' language study. Apart from English, which is mandatory, enrolment in all senior secondary learning areas is influenced by three broad groups of factors: the students themselves, the school and its community, and the education system (Figure 4.1).

Figure 4.1: Three factors that interact to influence actual enrolment in senior secondary languages
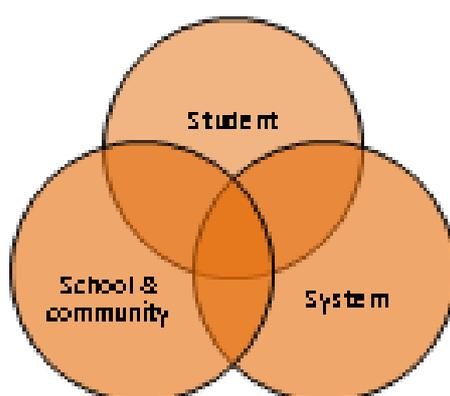
The key findings have been categorised according to these groups of factors and highlight their multi-dimensional and interconnected nature. They also indicate that building and sustaining student demand for senior secondary languages has no 'magic bullet' solution.

Key findings

1. Student demand and interest

Languages is the learning area least in demand for senior secondary certification

Only 11 per cent of Year 12 students are studying languages as part of their senior secondary certification. This figure fluctuates between 4 and 19 per cent depending on jurisdiction. As a learning area, languages have by far the least enrolments nationally in senior secondary.

This suggests that languages are most likely to be removed first from a student's possible combination of subjects for senior secondary certification. It is also likely that languages were not considered in the first place, with the student survey results indicating that 55 per cent of those who did not study a language at Year 12 were either not interested or interested only to a minor extent (Rothman, Zhao & Lonsdale, 2014).

What is known is that high achievers academically tend to study languages (see 'Who typically studies languages at senior secondary in Australia?' in the previous section), which is linked to the perceived difficulty, learning challenge, demands and workload involved in learning a language (see, for example, Kohler & Curnow, 2014). In the high-stakes environment of Year 12, this pattern is not unexpected. Spence-Brown's (2014) results indicate that students taking a mostly mathematics/science course were more likely to continue with Japanese than those taking a humanities course.

Curriculum authorities should consider this pattern of enrolment if and when languages courses are revised. The broader appeal of languages could be improved through course design and content that enables learners with different inclinations (i.e. academic, vocational, mathematics/science, humanities and social sciences) to study a language in the senior years. Such curriculum revisions are likely to have a flow-on effect on how languages curricula are designed and taught in the pipeline years. Anecdotal evidence from the consultations suggests that languages courses in the pipeline years tend to favour more academic students.

Students are strategic with senior secondary subject choice

Students consider future studies and career choices when choosing their combination of senior secondary subjects. They want to gain the highest ATAR possible to get into their course and/or institution of choice (Rothman, Zhao & Lonsdale, 2014) and/or complete their ideal combination of subjects.

ATAR maximisation was a bigger consideration for student survey respondents who did *not* study languages in senior secondary (47 per cent at 'moderate' to 'major' extent, *n=120*). It was less of a factor for those who did (25 per cent at 'moderate' to 'major' extent, *n=40*), as these students were more intrinsically motivated to study a language (Rothman, Zhao & Lonsdale, 2014).

Table 4.1 captures the main reasons why students choose to study, or not study, languages in Years 11 and 12.

Table 4.1: Why students choose to study, or not study, languages in senior secondary

Reasons for those who do study a language	Reasons for those who do not study a language
Complex combination of personal and strategic reasons • commitment, interest and enjoyment • perceptions of cognitive advantage, e.g. effective thinking • better cross-cultural communication and understanding • future travel plans • learning challenge • future career and studies • quality teaching, programmes and learning experience • progression and achievement in language learning • ATAR bonuses for language study	Lack of direct access to preferred language at school can single-handedly kill demand. Combination of mainly strategic reasons (where there is access to language study at Years 11 and 12) • low expectations for achievement • maximise ATAR • no room within subject combination • perceived difficulty and workload • perceived disadvantage • lack of utility • lack of continuity Other important reasons • lack of interest and enjoyment • non-engaging teaching and programmes

Reasons why students choose languages are complex

Based on the student survey, those who chose to study languages in senior secondary (*n=144*) were motivated mainly by perceptions of cognitive advantage (i.e. more effective thinking) and a desire for better cross-cultural communication and understanding (Rothman, Zhao & Lonsdale, 2014). However, they also considered other strategic factors related to career and study pathways. For these respondents, high levels of enjoyment correlate with high levels of achievement, perceptions of ease and a quality learning experience (Rothman, Zhao & Lonsdale, 2014).

This is consistent with the Japanese case study results that identify commitment, interest and future travel plans as reasons to continue. Sixty four per cent of Japanese language continuers surveyed (*n=161*) were so committed to the language that it was not an option to discontinue (Spence-Brown, 2014). The results also suggest the importance to students of engaging with authentic cultural content, especially popular culture. Students who continue think they will achieve good results – either due to their own abilities or factors like bonus marks – and see the language as useful to their daily life and future career (Spence-Brown, 2014).

Importantly, both the student and Spence-Brown surveys show that the ATAR was not generally a major consideration (Rothman, Zhao & Lonsdale, 2014; Spence-Brown, 2014). However, it was more of a consideration where bonus marks exist, e.g. ranking fifth as a consideration for Qld but only 17th in NSW (Spence-Brown, 2014). These results are consistent with the findings of the literature review (Kohler & Curnow, 2014).

While reasons of enjoyment and interest are clear, research from as early as 1994 suggests that instrumentalist reasons based on the *utility* of languages (e.g. get good marks, relevant to work and useful in daily life) can be just as significant (Ainley et al., 1994). The student survey results indicate similar patterns along the lines of intrinsic and extrinsic factors (Rothman, Zhao & Lonsdale, 2014) as captured in Table 4.2 below.

Table 4.2: Students' reasons for studying a language in Years 11 and 12 based on the student survey. Note: the number of missing responses varies by survey item.

Extrinsic motivation

	Not at all (%)	Minor extent (%)	Mod. Extent (%)	Major extent (%)	Count (n)
Many of my friends were in my language classes.	22.9	38.9	27.8	10.4	144
It was important for my parents that I studied a language at school.	54.9	24.3	13.2	7.6	144
My decision to study a language at school was influenced by my career plans.	38.2	23.6	21.5	16.7	144
I was inspired to study a language because of a multilingual person who I admire.	38.9	33.3	14.6	13.2	144
If a person can speak more than one language, they will, on average, be more effective thinkers.	1.9	13.5	46.2	38.5	104
I chose to study a language in Year 12 because the language bonus would help my ATAR/OP score.	45.0	30.0	12.5	12.5	40

Intrinsic motivation

	Not at all (%)	Minor extent (%)	Mod. Extent (%)	Major extent (%)	Count (n)
I thought learning a language might be useful in my daily life (e.g. in communicating with friends, watching movies, travelling or researching hobbies).	9.6	31.7	26.0	32.7	104
I thought learning a language would help me get skills to understand people from different backgrounds.	6.7	15.4	27.9	50.0	104

The mix of intrinsic and instrumentalist factors is unique to languages, indicating that student demand for this learning area reflects an intricate web of subject choice considerations. With mathematics, it is clear

that students study primarily for instrumentalist reasons. For the humanities and social sciences, the opposite is true, i.e. students study mainly for intrinsic reasons such as enjoyment and interest (Ainley et al., 1994). However, the social factors that have led to this complex web of demand factors for languages in Australia remain fuzzy at best. It appears that a coherent, nuanced narrative for the value and utility of languages is yet to be fully understood, consistently promoted, and embraced by Australian educators and the broader society.

Reasons why students do not choose languages are clearer

Student survey results indicate that those who did not study languages at Years 11 and 12 were motivated largely by strategic factors, citing reasons to do with perceived utility, rather than the importance, of a language (Rothman, Zhao & Lonsdale, 2014) as seen in Table 4.3.

Table 4.3: Students' reasons for not studying a language in Years 11 and 12 based on the student survey.
Note: the number of missing responses varies by survey item.

Reason	Not at all (%)	Minor extent (%)	Mod. Extent (%)	Major extent (%)	Count (n)
I needed to take other subjects for the tertiary education course I was interested in.	28.3	22.5	24.2	25.0	120
I chose not to study a language as an elective because I thought other subjects would be easier.	42.9	19.3	24.4	13.4	119
I chose not to study a language as an elective because I thought other subjects would be more useful for my future studies.	14.3	19.3	30.3	36.1	119
I chose not to study a language as an elective because I thought other subjects would be more useful for my future career.	19.3	15.1	33.6	31.9	119
It was important for my parents that I studied a language at school.	81.2	11.1	6.0	1.7	117
I was interested in studying a language while at school.	26.1	29.4	26.1	18.5	119
I chose not to study a language as an elective because I thought other subjects would be more enjoyable.	31.9	20.2	24.4	23.5	119
I chose subjects in Year 12 which maximised my ATAR/OP.	33.1	20.3	29.7	16.9	118
I chose not to study a language because English is the global language so I don't need to learn another language.	65.5	24.4	7.6	2.5	119
I was not able to study a language because there were not enough students to make up a class.	67.2	10.9	10.1	11.8	119
I was not able to study a language because there were no teachers in the school available to teach it.	76.7	9.2	5.8	8.3	120
I chose not to study a language because the teaching did not engage me.	49.6	19.3	13.4	17.6	119
I chose not to study a language because the topics and materials used in previous study did not engage me.	39.5	29.4	15.1	16.0	119

Not studying a language is not always due to lack of interest. Forty five per cent of those who did not study a language were at least moderately interested in it. However, lack of interest, when it exists, is likely to

lead to non-enrolment. This is related to lack of enjoyment and non-engaging teaching, topics and materials as reasons for not studying languages at Years 11 and 12 (31 per cent at 'moderate' to 'major' extent) (Rothman, Zhao & Lonsdale, 2014). The top reasons for those who discontinued with Japanese (*n=74*) based on Spence-Brown's (2014) results have been captured in Table 4.1.

Students less inclined to study a language tend to view languages as difficult, compounded by the idea that they are non-core and less useful than other subjects, requiring more effort for less gain. Students feel that progress is limited at school and that learning in country would be more effective (Kohler & Curnow, 2014). The literature indicates that in-country study opportunities in the target language might encourage continuation (Kohler & Curnow, 2014).

Students' perceptions on this issue are exacerbated by stop-start learning at school, especially when transitioning from primary to secondary (Kohler & Curnow, 2014). Based on AEF discussions with Australian Field Study (AFS) Intercultural Programs, the in-country language study option could be developed further, building on current work by AFS.

Encouraging students to choose languages in senior secondary

Personal connection with target language culture is usually stronger in students who continue with languages while strategic reasons are weaker. The more a student engages in language learning, the more likely their reasons will shift from strategic to more personal. Hence, it is important to start language learning early. And, the older students are when they make the choice to study languages, the more likely they are to continue (Kohler & Curnow, 2014).

Research suggests that both strategic and 'personal' reasons should be used to encourage language study. Reasons students cite for language study can be influenced by an overarching national narrative, e.g. when languages were promoted as having economic value in the 1990s, students studied a language thinking it would be good for their future career (Kohler & Curnow, 2014). Students are drawn to the utility of a language and research has shown that students retrofit career options on the basis of their language abilities (Kohler & Curnow, 2014).

However, the reasons used should be weighted towards the educational and intercultural benefits of language learning, which are the strongest reasons according to the survey results (Rothman, Zhao & Lonsdale, 2014; Spence-Brown, 2014). These reasons are also likely to resonate with school educators much more so than economic reasons (see, for example, Halse, Kostogriz, Cloonan, Dyer, Toe & Weinmann, 2013).

The latest research on student motivation for language learning links student demand to their identity, background and vision as an ideal language user (Kohler & Curnow, 2014). This suggests the need for an inclusive narrative for languages education in Australia that recognises different learner identities, backgrounds and aspirations.

2. School and community

Enablers and barriers within a school influence student demand for languages

Access
Lack of access single-handedly stops a student from studying a language. 'Access' here refers to an ideal scenario where all students can access their preferred language, type of course (e.g. Beginners, Continuers) and mode of study (e.g. in school). This ideal scenario alone requires considerable and sustained effort by systems, sectors and schools to achieve.

Lack of access is a problem experienced at a local school level but requires systemic support to address. It is a policy issue. Students in capital cities are more likely to study languages at Years 11 and 12 based on the subject choice literature and the survey results. While this could be in part a demand issue – lack of student demand means a school does not offer language study – it is more likely an access issue based on the student survey results (Rothman, Zhao & Lonsdale, 2014). It appears that equitable access to languages remains a challenge in some regional and rural/remote areas (see, for example, Fullarton & Ainley, 2000).

Twelve-and-a-half per cent of student survey respondents (*n=304*) reported that a language was not offered at their school in Years 11 and 12. Where languages were offered, 29 per cent (*n=113*) cited access issues as the main reason for not doing a language, e.g. languages only offered via distance learning, preferred language not offered, lack of continuity into senior secondary and timetable conflicts (Rothman, Zhao & Lonsdale, 2014). This indicates that students perceive 'ideal' access – or quality programming and provision – as:

- direct access to language study at school, not distance learning
- involving ideally their preferred language
- the ability to continue with the same language into senior secondary
- lack of timetabling clashes.

From these results, it appears that technology-based delivery of languages, using expert language teachers, must be accompanied by a better, evidence-informed understanding of the learner experience and impact on student retention. Student perceptions on such delivery need to change if it is to be used as a way to resolve access issues.

Related to the issue of access, or lack thereof, is the common perception of a language teacher shortage in Australia. Some research connects the closure of language programmes in schools to teacher retention and supply (Kohler & Curnow, 2014). However, there is lack of conclusive evidence of an actual shortage, although anecdotal evidence (from consultations) suggests that it might be more a case of language teachers not willing to work in regional and rural/remote areas or take up fractional appointments. In Vic, for example, a mapping exercise is underway to identify where language programmes exist in schools and how teaching resources can be best mobilised.

Quality programmes

Principal survey respondents noted that languages enrolments are enhanced when the language teacher is enthusiastic and knowledgeable about the language (Rothman, Zhao & Lonsdale, 2014). The principal survey results and the literature review suggest that the greatest impediment to languages provision in schools is access to quality teaching (Kohler & Curnow, 2014; Rothman, Zhao & Lonsdale, 2014).

Based on the student survey results, the quality of languages programmes has significant influence on students' choice to study, or not study, languages: a quality language learning experience correlates with actual enrolment in languages in Years 11 and 12 (Rothman, Zhao & Lonsdale, 2014).

Research has found that language teachers can control several factors known to enhance student engagement in language learning. Teachers should:

- establish a supportive and stimulating atmosphere in the classroom
- show clear progression for successful learning and set realistic outcomes
- develop a goal-oriented approach, with short and longer term goals
- use authentic and engaging materials
- promote learner autonomy, self-confidence and self-evaluation (Kohler & Curnow, 2014).

In addition, rote learning and workload perceived to exceed the requirements of other subjects discourage students from choosing to study languages in the senior secondary years (Kohler & Curnow, 2014). The use of new technologies and immersion programmes like CLIL can improve student engagement. However, there is insufficient evidence to know if these help address retention issues (Kohler & Curnow, 2014).

Time allocation
Time allocations for languages in Australia are minimal compared to other countries (Kohler & Curnow, 2014). A snapshot of this has been provided in the previous section. Research suggests that schools need to provide quality time-on-task for languages to ensure students have a chance to progress in their learning, experience success and develop a sense of achievement (Kohler & Curnow, 2014).

Teacher education
Research has identified that in-country study programmes enable teachers to develop their language abilities as well as strengthen their commitment to languages education (Kohler & Curnow, 2014). However, teachers' improved language abilities on their own are insufficient to ensure quality languages teaching and programmes.

Principal survey respondents recommended that universities better prepare language teachers in classroom management practices (Rothman, Zhao & Lonsdale, 2014). This demonstrates a perception among principals that some native speakers of the target language are under prepared to teach in Australian classrooms.

In primary teacher education courses, languages is the only key learning area that is an elective or not taught. In addition, there are few concurrent language and methodology subjects within teacher education courses. Where such subjects exist, these tend to be common subjects and not differentiated according to language. Consequently, the literature indicates that graduate teachers are typically not well prepared to teach languages (Kohler & Curnow, 2014).

Whole-school commitment
Positive school community attitudes and supportive school leadership and culture are all essential to successful languages programmes (Kohler & Curnow, 2014). The principal survey results indicate that principals (*n=91*) use a range of strategies to promote language study, including school newsletters, information evenings and formal and informal discussions among teachers, students and parents (Rothman, Zhao & Lonsdale, 2014). However, the literature suggests that students who sense ambivalence towards languages education in their immediate environment are likely to be ambivalent themselves, even in an enabling policy context (Kohler & Curnow, 2014).

Principal survey respondents noted that there is not always a match between the languages spoken in the community and the languages offered at school, recommending that this mismatch be addressed to leverage the linguistic and cultural capital of the local school community (Rothman, Zhao & Lonsdale, 2014).

Timetabling

When languages are portrayed in schools as a non-essential subject – with poor time allocations and timetabling – students see it as relatively unimportant. Timetabling issues are important factors, as clashes mean that students have to take the subjects they perceive as more useful to their studies (Kohler & Curnow, 2014). The principal survey results indicate that the structure of the timetable, study requirements for other subjects and the lack of demand from students are important factors influencing student take-up of languages in senior secondary (Rothman, Zhao & Lonsdale, 2014).

Staffing impact

Staffing provides another barrier: where language classes are small, they must be combined to ensure efficient use of teaching resources (Rothman, Zhao & Lonsdale, 2014), for example combining students in Year 11 with students in Year 12. When a language ceases to be offered at a school due to small class sizes, this leads to uncertainty in students' minds about possible continuation into senior secondary (Kohler & Curnow, 2014).

In addition, small enrolment numbers can lead to undifferentiated language learning within a language class. This means first, second and background language learners could find themselves in the same class, and the literature suggests that perceived inequities are likely to impact on enrolments (Kohler & Curnow, 2014).

Parents and the broader community

Students' choices around languages reflect the attitudes of their parents and the broader community. There is a general belief in Australia that *exposure* to a language is deemed useful enough, rather than *high levels of language achievement* (Kohler & Curnow, 2014).

There is, however, conflicting literature regarding the extent of parental influence on secondary student demand for languages (Kohler & Curnow, 2014). Based on the student survey results, while parents were influential in broader subject choice conversations, they had much less influence on the actual choice to study, or not study, a language (Rothman, Zhao & Lonsdale, 2014).

Both parents who speak an additional language *and* those who do not see language study as important for their children: they think it leads to better academic outcomes, job prospects and intercultural understanding. However, parents who speak an additional language were much more emphatic about the importance of languages. Their children are also more likely to access complementary language study, such as through weekend school and tuition (Rothman, Zhao & Lonsdale, 2014).

For Years 11 and 12 specifically, survey results indicate that 62 per cent of parents who speak an additional language (*n=310*) agreed that language study was very important compared to 30 per cent of English-only speakers (*n=214*), of whom 27 per cent indicated it was not at all important or of low importance (Rothman, Zhao & Lonsdale, 2014).

Parents who speak English only and those with school/VET as their highest education qualification (*n=85*) more frequently thought that studying a language is a disadvantage for their children, perceiving other subjects as more important for further study or career (Rothman, Zhao & Lonsdale, 2014).

Gender is a known factor in subject choice, and studies have shown that boys in Australia perceive languages as a 'feminine' subject (Kohler & Curnow, 2014, citing Carr, 2002). It appears that building demand strategies need to consider how boys might perceive language learning to be useful as well as address their misperceptions about languages being a subject for girls. This approach would need to be

combined with a better understanding of the subject combinations boys tend to choose for senior certification and the reasons for their choice.

Business and the tertiary education sector
The business sector has a role to play in sending the right messages to students, their families and school educators about the value and use of languages for the workforce. But while business recognises the need for languages, this has tended to not be consistent with action, e.g. in recruitment, staff development and strategic mobilisation of linguistic capital.

In market research carried out for Asialink Business in 2013, 31.5 per cent of business executives surveyed (*n=419*) indicated that insufficient skills in an Asian language had been a challenge for conducting business in Asia. However, only six per cent thought it was the main challenge, with seven other challenges rating more highly. This aligns with the results of other research carried out in Europe. Australian employers see language as a 'nice-to-have' rather than essential for recruitment, much like in the United Kingdom and the United States (see, for example, Kohler & Curnow, 2014). Business also sees the development of Australia's linguistic capital as the role of education: they might recruit bilingual staff but are unlikely to offer staff training in languages (Kohler & Curnow, 2014).

Technology companies could play a role in further developing complementary, technology-based language provision that schools can access. For example, *Rosetta Stone* and *My Chinese Tutor* demonstrate what can be achieved and built upon. ESA has collaborated with *My Chinese Tutor* on the Language Learning Space for Chinese so that students are able to synchronously access qualified tutors based in China provided by the company. The Indonesian and (soon-to-be released) Japanese Language Learning Spaces also enable students to interact with tutors based in Indonesia and Japan.

Future study pathways currently provide little option and flexibility for students to continue, recommence or begin language study within most tertiary education courses. This represents a less than optimum 'pull' factor for languages, possibly impacting on senior secondary languages enrolments. Some universities, such as the University of Western Australia, The University of Melbourne and Deakin University, have made impressive progress in increasing the number of students taking languages. This has been achieved through structural changes to subject choice and certification structures (e.g. breadth subjects within the Melbourne Model) and flexible options for concurrent languages study (e.g. Diploma of Languages).

3. The system: national and state/territory levels

The state of languages and languages education policies in Australia

A period of transition
Languages policies are in an active period of transition while national enrolment figures for senior secondary languages have generally flat-lined. In recent decades, state and territory initiatives have largely accorded with national initiatives such as NALSAS (1996–2004), NALSSP (2009–2012), the National Statement for Languages Education in Australian Schools (2005–2008) and the National Plan for Languages Education in Australian Schools (2005–2008). At present, the Australian Curriculum has become the primary vehicle through which many jurisdictions and sectors are addressing languages provision (Kohler & Curnow, 2014).

The consultations revealed a general perception that there is lack of a stable and bipartisan commitment to languages education across the nation. However, the current environment is supportive of national collaboration, demonstrated by the Australian Curriculum: Languages, Australian Professional Standards for Teachers (AITSL), the AFMLTA Professional Standards for Accomplished Teaching of Languages and Cultures that are aligned to the AITSL Standards on the *Language Learning Space*, and the success of CCAFL.

Consultation participants expressed their desire for national collaboration to improve languages education, including:

- a common narrative to build demand for languages
- improving the accessibility of language pathways for all types of learners
- national level data collection and strategies for better comparability, tracking and outcomes
- building on reviews of languages education that have taken place recently, or are taking place, in many jurisdictions (e.g. NSW, WA, SA and Qld).

As stated previously, some jurisdictions have a specific languages policy while others incorporate languages into other policy or curriculum documents. Policies focus on the mid-primary to junior secondary years and range from *encouraging* schools to offer languages to *requiring* them to do so at particular year levels. In all cases, languages provision is not a requirement for schools beyond junior secondary level.

Support strategies for languages provision
Presently, support for implementation of languages policy involves professional learning (local and in-country), programme development (such as bilingual immersion and CLIL), collaboration with the tertiary education sector, development of curriculum materials (including online delivery) and language assistant programmes (Kohler & Curnow, 2014). Despite the existence of these support strategies across Australia, little is known about their impact on student retention, particularly at Years 11 and 12, even though anecdotal evidence suggests they can improve student engagement.

Furthermore, continuity of language programmes from primary into secondary remains a challenge. Based on Spence-Brown's (2014) results, 70.6 per cent of continuers did not study Japanese at primary school, and the proportion is even higher for discontinuers. This indicates that primary–secondary continuity for Japanese is relatively rare, even though Japanese is the most widely taught language in Australia (de Kretser & Spence-Brown, 2010). Read differently, Spence-Brown's results suggest that primary-secondary continuity is not a pre-condition for students when choosing to study a language in senior secondary.

Other work related to strengthening languages education is underway nationally. These include the language-learning trial for pre-schoolers, a focus on languages in initial teacher education (through the Teacher Education Ministerial Advisory Group and Teach for Australia) and the ability for tertiary students to access intensive language training through the New Colombo Plan.

Current senior secondary certification structures are not conducive to boosting languages enrolments

Demand for languages is bound by the certification structure
The choice to study, or not study, a language at Years 11 and 12 is inextricably linked to the structure of senior secondary certification. Building and sustaining student demand through the pipeline years and strengthening the quality of programmes is needed: more students (in Years 9 and 10) need to be in a position to choose languages for senior secondary study. However, a stronger pipeline alone will not lead to a significant increase in senior secondary languages enrolments so long as senior secondary certification structures are not revised.

Revising the structure impacts significantly on enrolments
Available Year 12 student data suggests that a reduction in the number of subjects required for senior certification disproportionately affects some subjects, especially languages. In SA, language enrolment numbers and overall cohort numbers were generally stable from 2008 to 2010. But with the introduction of a new senior secondary structure (four subjects plus a mandatory research project), languages (and Arts) enrolments have seen a downward trend.

Conversely, the research project now has the highest number of Year 12 enrolments in SA because it is compulsory. This demonstrates how a structural change to senior secondary certification can impact significantly on enrolments in a relatively short time. For any learning area in Year 12, significant increases in enrolments are unlikely unless the study and certification structure is modified.

More subjects required for certification = greater likelihood for languages study
Based on Spence-Brown's (2014) results, a significantly higher proportion of senior secondary students of Japanese in Qld and Vic take six subjects or more for certification than is the case for the general population. It might be that the students are high academic achievers and/or that students are including a language when they can take more subjects.

In Vic, students are encouraged to take a fifth and sixth subject using ATAR incentives. These incentives appear to keep senior secondary languages enrolments stable in Vic, which has the highest proportion of senior secondary students studying languages among all jurisdictions.

Nevertheless, curriculum authorities should be aware of this issue when planning senior certification structures. Senior secondary students in Australia normally complete a small number of subjects (four to five) for certification. Given the low uptake of languages among learning areas, it is likely that this discourages students from choosing a language.

Mandatory languages and other alternatives
Building and sustaining demand through quality teaching and programmes in F–10 is only part of the solution. Increased enrolments in F–10 do not necessarily translate into increased numbers in Years 11 and 12 because of the nature of senior secondary subject choice. This has been observed both internationally and in Australia.

One way to resolve this issue would be to make languages mandatory, but this requires a paradigm shift in how senior secondary certification structures are designed, moving from a 'diversity of choice for a

diversity of learners' view to a view of education that is in the national interest (as in many high-performing education systems internationally).

A similar shift is needed if languages were to be made compulsory for entry into tertiary education courses. It is unlikely that such paradigm shifts will occur any time soon in Australia. Even if jurisdictions were willing to explore or pursue such shifts, significant lead-time and support for implementation would be critical.

Many high performing nations have mandatory languages at senior secondary level. In European countries where this is not occurring (e.g. the United Kingdom) the focus is on possible modifications to senior secondary structures.

Certification mechanisms (at senior secondary and tertiary level) appear to be the *most powerful lever* in influencing language enrolments at senior secondary level. Where languages are required to be certified and/or gain tertiary entrance, then retention is not an issue. But, where it is not, as in Australia, other certification-related mechanisms will be required.

Special certification/recognition may be a possible path given the current context of senior secondary education in Australia. A useful example is the new VCE (Baccalaureate), similar in some ways to the English Baccalaureate, which recognises study and achievement in a language (and higher level mathematics) within the current certification framework. A vocational version of the VCE (Baccalaureate) model could be considered.

Initial anecdotal evidence suggests that the VCE (Baccalaureate) is encouraging academically high achievers to take a languages subject. But it remains to be seen how it will be recognised by the tertiary education sector, both nationally and internationally.

Incentives, scaling and eligibility
Related to senior secondary certification are the issues of incentives (for language learning), scaling and eligibility. These are complex and their perceived and/or real impacts on student retention in languages at Years 11 and 12 remain unclear (Kohler & Curnow, 2014).

The consultations revealed general support for exploring ways to revisit how languages study at Years 11 and 12 can be incentivised. Views on the use of incentives differed depending on how effective these have been to increase enrolment numbers in particular jurisdictions. Nonetheless, increases as a result of incentives – most commonly ATAR bonuses, but they can also include special certification, subsidised course costs and credit towards a university degree – appear to have been minor for languages nationwide. However, based on this research, it is likely that incentives are useful for boosting enrolment numbers when *combined with* revisions to senior secondary certification structures (e.g. the Victorian example).

Each state and territory is independently responsible for developing a way of generating students' ATAR. The details of scaling for each system are complex. In terms of senior secondary languages, the issue is whether students in Australia perceive scaling as a factor in choosing to study, or not study, a language in Years 11 and 12. No research specifically on this topic has been published and its influence remains unclear (Kohler & Curnow, 2014).

Eligibility criteria used to include/exclude learners from particular types of courses is an issue for some jurisdictions (e.g. WA) but not others (e.g. NSW), and has been mainly an issue for Chinese language. Criteria were designed initially to address equity and fairness, and to recognise learners' linguistic and cultural capital. It remains unclear whether students perceive it as a barrier or an enabler (Kohler & Curnow, 2014), perhaps a case-by-case matter.

While eligibility criteria impact on certain language courses, especially Mandarin Chinese, it seems to have had little to no impact on languages enrolments on a macro scale. The Australian Curriculum: Languages (F–10) specifies learners as second language learners, background language learners and first language learners. It remains to be seen how its implementation impacts on national enrolment numbers in senior secondary.

Fluctuating enrolments: cause and effect
As highlighted previously, fluctuating enrolments in particular languages (especially the six most popular at Year 12, Japanese, French, Italian, Chinese, German and Indonesian) appear to correlate along the lines of European and Asian languages. The NALSSP period (2008–2012) is a good example of this, with increased enrolments in one or more languages correlating with decreases in others. From a macro perspective, programme funding for specific languages seems only to have redistributed enrolments among different languages. It has resulted in miniscule change to senior secondary languages enrolments nationally.

Of note is how Indonesian enrolments continued to decline during NALSSP. DFAT travel warnings to Indonesia remained in place throughout this period, demonstrating how the broader socio-political context can impact significantly on languages education.

Access issues

Languages for all students
It is a reasonable expectation for a high quality education system that any student who wants to access language study at senior secondary level can do so. Yet, languages are typically seen as an area for the academically inclined and socio-economically privileged. As mentioned previously, the most likely profile of a language learner includes characteristics such as high SES, high achievement in literacy and numeracy, and attending an Independent school in a capital city (Fullarton & Ainley, 2000).

Fullarton & Ainley's (2000) data signals a problem with equity of access and/or disproportionate student demand on several fronts, notably SES and geo-location (often intertwined), the level and nature of students' academic achievement (i.e. high achievers in academic courses) and school sector. The typical language learner at senior secondary also tends to be female and with parents born overseas (from a non-English speaking country of birth). Work can be done on conveying the message that learning languages is potentially for everyone, regardless of gender, background, geo-location and academic/vocational inclination. For example, VET in Schools (VETiS) pathways can enable more vocationally inclined students to study a language in senior secondary, based on anecdotal evidence in Victoria.

Complementary providers can help boost enrolments
Language learning can occur within or beyond the confines of a school. Yet, community-based language programmes are unevenly recognised and accredited across jurisdictions. Through recognition and accreditation, where possible, these programmes can provide complementary pathways to encourage student retention in language learning.

Some jurisdictions are making considerable inroads to convert this complementary provision into senior secondary certification. Accreditation of learning through to Year 12 requires detailed collaborative work with providers, but it can expand the number of language learners at senior secondary level. For example, Community Languages Australia (CLA) has developed a national quality assurance framework that can be used for expanded work. In Vic, accreditation to senior secondary occurs where a community-based language programme meets Victorian Curriculum and Assessment Authority (VCAA) requirements.

In addition, CLA worked with the Victorian Department of Education and Early Childhood Development (DEECD) to develop a website (*The Love of Language*, loveoflanguage.com.au) intended to motivate Australians of all ages to consider the benefits of learning another language.

The Victorian School of Languages (VSL) is another complementary provider model that has enabled more students to complete languages study to senior certification level. In the last four years, VSL has had over 2,000 enrolments each year at Year 12 level, out of a total of over 15,000 Year 12 languages enrolments annually in Vic (DEECD, 2014).

New opportunities to commence language study in senior secondary
Beginner language courses in senior secondary have the capacity to encourage students to take up languages in Years 11 and 12. In the ACT, for example, Beginners courses have helped improve the proportion of students taking a language at Years 11 and 12 (compared to Years 9 and 10) by close to ten percentage points (based on consultations with the ACT Education and Training Directorate).

Improve access to quality teaching and programmes
The consultations revealed broad support to evaluate the efficacy and utility of blended (technology-based) language learning, to better understand the learner experience and to help resolve issues of access to quality teaching and programmes. Education Services Australia's *Language Learning Space* was cited as a possible platform for further work. While the literature shows that technology-based language learning can improve student engagement, there is limited evidence to suggest if it actually works to improve learning outcomes and/or student retention in languages (Kohler & Curnow, 2014).

Expert language teachers working out of language hubs provide another model that is already being implemented in jurisdictions and could be expanded (in metropolitan, regional and rural/remote areas). Language hubs enable quality teaching, programmes and resources to be shared by more schools.

A snapshot of how student demand for languages interacts with access is provided by Table 4.4, signifying a challenge for the provision of senior secondary languages education in Australia. As defined previously, 'access' here refers to an ideal scenario where all students can theoretically access their preferred language, type of course and mode of study. The darker the shaded area in Table 4.4, the less likely it is for a student to enrol in senior secondary languages.

Table 4.4: Student demand for languages vis-à-vis access at senior secondary level

Access	Students who want to study languages	Students who do not want to
Yes	These students are most likely to undertake language study at Years 11 and 12. Key issue to address: • sustaining demand through quality teaching and programmes	These students can study languages but are unlikely to, unless their perceptions of the value and utility of languages are altered. Key issue to address: • building demand, focused on key reasons for doing a language, the value and utility of language learning, and addressing misconceptions; use of incentives
No	These students have the potential to study languages at Years 11 and 12, but lack of access is likely to single-handedly prevent them from doing so. Key issue to address: • providing access, ideally to preferred language, type of course and mode of study	Students who fall within this category need access to languages study at Years 11 and 12. They also require building demand strategies, similar to those used for students who have access but are not interested in studying a language at Years 11 and 12. Key issues to address: • providing access, ideally to preferred language, type of course and mode of study • building demand

Based on Table 4.4, it is essential for students to be able to access study of a language, ideally their preferred language, at Years 11 and 12. Focusing on ensuring access means that:

- existing student demand for senior secondary languages study is better leveraged
- efforts to increase senior secondary languages enrolments can focus on 'converting the unconverted' and sustaining demand through a quality language learning experience.
- Any attempt to build student demand for languages at senior secondary level will also require access issues to be resolved via system level policies. It is unreasonable to expect schools to address access issues on their own without systemic support. This is because languages provision is already distributed unevenly along SES, geo-locational and sectoral lines.

Recognition

Language learners needs consistent and constant recognition
Consistent and constant recognition of language learning improves student engagement and outcomes (Kohler & Curnow, 2014). Students should be recognised formally for their language learning progression and achievement through various stages of schooling. Lack of such recognition prevents students from gaining a sense of achievement, which is vital to keeping students engaged in learning a language (Kohler & Curnow, 2014).

The language 'passport', which is part of the Common European Framework of Reference for Languages: Learning, Teaching, Assessment (CEFR), is one example of the type of recognition possible. Victoria has adopted a 'passport' model (for Years F–3), though it is yet to be seen if these have a long-term impact on increasing senior secondary languages enrolments.

Lack of consistent and comparable data
Robust national data is an essential support structure to help improve the quality of languages education in Australia. There is currently lack of a national framework for tracking student enrolments and participation patterns in any language, at any level. This inhibits comprehensive language planning. The extent and nature of data collection differs from jurisdiction to jurisdiction and from sector to sector. However, Vic has published comprehensive data on languages taught in government schools for over two decades.

The most comprehensive national and jurisdiction data is available for Chinese, Indonesian, Japanese and Korean from the NALSAS and NALSSP periods, when reporting student participation data was mandatory (Kohler & Curnow, 2014; see also de Kretser & Spence-Brown, 2010; Kohler & Mahnken, 2010; Orton, 2010; Shin, 2010).

Recommendations

Based on a synthesis of the key findings, four underlying issues limit the capacity to increase senior secondary languages enrolments in Australia over time. These problems and their corresponding recommendations are presented below.

The recommendations are all targeted at building and sustaining student demand for senior secondary languages (see Figure 4.2). They represent concurrent and interconnected actions. Isolated action is unlikely to produce a substantial increase in senior secondary languages enrolments, whether this increase is a result of better student continuity and retention or expanded language learning pathways (e.g. Beginners courses at senior secondary level and language study in non-school settings recognised for senior certification).

Figure 4.2: Four concurrent interventions to build and sustain demand for senior secondary languages
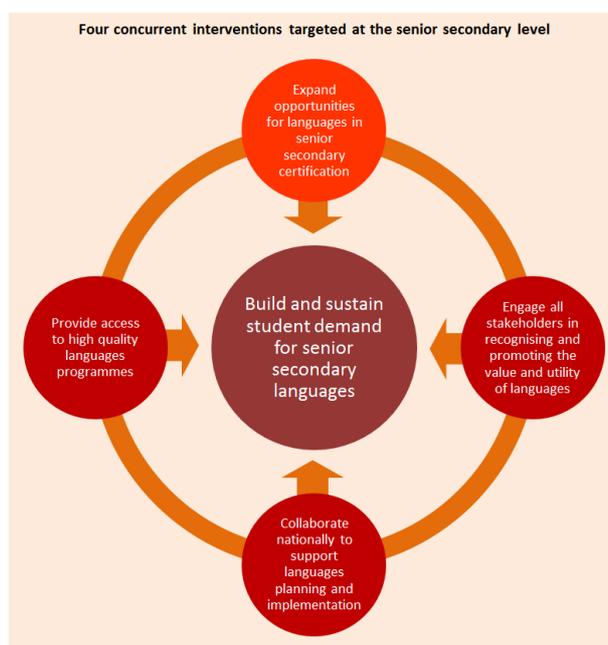
1. **Senior secondary certification structures and the current state of senior secondary languages provision are not conducive to boosting enrolments**

Modifying the structure of senior secondary certification is the key lever to boost senior secondary languages enrolments. Certification structures that both expand and incentivise opportunities for students to enrol in languages are needed.

Nonetheless, this research acknowledges and affirms that a stronger pipeline of languages students from the Early Years to Year 10 is required to scale up senior secondary languages enrolments. The pipeline is largely to do with student retention and continuity: more students in Years 9-10 need to be in a position to choose to study a language for senior certification. Presently, Australia has a largely broken pipeline after Year 8, as evidenced in the 'Policy and literature review' (Attachment 1). Yet, the literature suggests that the chances of retention are greater the later students make the choice to study a language (Kohler & Curnow, 2014), e.g. making the choice at Year 10 is better than at Year 8.

A separate study on strengthening and expanding the languages student pipeline would provide a complementary evidence base to this research, to inform continued work on increasing senior secondary languages enrolments. The angle taken by this research has been to resolve issues at the senior secondary level to maximise the chances of students enrolling in languages for senior certification. As observed in the UK, a stronger pipeline does not necessarily lead to increased senior secondary languages enrolments *unless* issues specific to senior secondary certification structures are also resolved (Kohler & Curnow, 2014).

Recommendations

Recommendation 1.1: Expand the number of subjects required for senior secondary certification to six and provide incentives for students to choose a language.

Rationale

The limited number of subjects that Australian students are required to take for senior certification is a major disincentive for language study. Most students choose four or five subjects only and languages is the learning area most often not taken up.

Implementation

Macro changes to senior secondary certification require time due to their regulatory nature and impact at school level. Adding subjects to senior certification requirements necessitates time reductions for study of other subjects and hence curriculum modifications. A range of bonus incentive systems exist across all states and territories and can be built on.

Recommendation 1.2: Provide multiple pathways for students to gain languages certification in senior secondary, including:

- provide Beginners courses at senior secondary level

- provide a Baccalaureate (or similar) senior secondary certification option that recognises students who study a language

- recognise intensive in-country language courses for senior secondary certification

- expand accreditation of community-based language programmes to senior secondary level based on the Community Languages Australia Quality Assurance Framework

- provide languages through the VETiS Framework (currently under national development).

Rationale

Opportunities for students to enrol in, and be accredited for, languages in the senior secondary years tend to focus on student continuity in languages from the earlier years of formal schooling. This excludes students wanting to begin study of a language in Years 11 or 12. It does not provide opportunities to recognise the achievement of students who study languages in non-school settings and misses opportunities to expand languages enrolments for students who choose vocational courses in the senior years.

Implementation

Consultation for this research indicated strong interest among systems and stakeholders to expand certification options to enable more students to study languages. Developing new courses and accreditation procedures takes time. Work already undertaken through CCAFL, Community Languages

Australia and the VETiS Framework can support this. Some initiatives, like the VCE (Baccalaureate), are already in place. However, the tertiary education sector still should determine how special certification that includes study of a language might be recognised for entry into courses.

2. Ensuring broad access to high quality languages teaching and programmes remains a challenge

Lack of access to high quality languages programmes is a major impediment to languages enrolment in the senior secondary years.

Recommendations

Recommendation 2

2.1 Explore if, and how, each of the following impacts on retention of students in language learning programmes:

- blended (technology-based) models of language learning

- immersion programmes like Content and Language Integrated Learning (CLIL).

2.2 Evaluate, with a view to expand, the Language Learning Space (Education Services Australia) to include support for all Australian Curriculum languages.

2.3 Explore partnerships with business to co-invest in technology-enabled languages learning.

2.4 Expand expert language hubs in metropolitan, regional and rural/remote areas to share languages teaching expertise and quality teaching and learning resources.

2.5 Improve access in initial teacher education and professional learning to language specific pedagogies, including utilising new technologies and increasing opportunities for immersion in the target language.

Rationale
The quality of languages programmes influences student demand for senior secondary languages study. Access to preferred language, type of language course and mode of study is crucial, as lack of such access can prohibit study of a language. When access is addressed, the focus can shift to building and sustaining demand (see Figure 4.4 above).

Implementation
There is national interest to collaborate on technology-based and immersion approaches to language learning. Language hubs already established in some jurisdictions can inform implementation in others. Initial teacher preparation for languages was in the scope of the Teacher Education Ministerial Advisory Group. The AFMLTA Professional Standards for Accomplished Teaching of Languages and Cultures have been aligned to the Australian Professional Standards for Teachers on ESA's *Language Learning Space*. These could guide future work in the teacher education and/or professional learning space.

3. Engaging all stakeholders in recognising and promoting the value and utility of languages remains a challenge

- Student demand for senior secondary languages is complex, so strategies for building and sustaining demand need to be multi-dimensional and involve a broad range of stakeholders. The problem is to convince a broader cohort of students of the utility and value of language learning in the senior secondary years.

- Recommendations

Recommendation 3

3.1 Develop and promote a nationally agreed set of messages to build demand for languages that:

- speak directly to the interests of senior secondary students

- engage schools, business, community groups and tertiary education sector to ensure a consistent message and support

- adopt effective communication channels relevant to the target audience.

3.2 Engage school leaders in promoting and supporting languages.

3.3 Recognise student progress in languages at stages of learning prior to the senior secondary years (e.g. a Languages Passport).

3.4 Provide students with expanded post-secondary languages pathways in universities and VET.

Rationale
Student demand for languages is disproportionate along several lines, which indicates its perceived lack of value and utility by particular types of students. Languages are typically seen as a subject for the academically inclined and socio-economically privileged. The most likely profile of a language learner includes characteristics such as being female, having a parent born overseas in a non-English speaking country, high SES, high academic achievement and attending an Independent school in a capital city.

Language learning is potentially for *all* students from *all* backgrounds. The educational benefits of studying languages need to be reinforced among school leaders and the community. These include the cognitive benefits of language study for learning English, and gains for intercultural understanding arising from study of another language. This reinforcement is necessary as the consultations have revealed lingering misperceptions – within schools and broader communities – that learning an additional language takes focus away from English literacy. Yet, the research shows that learning an additional language has clear cognitive benefits, including better literacy skills overall (see, for example, de Groot & Kroll, 1997).

Supportive school leadership and positive school culture are essential to build and sustain student demand for languages. When languages are portrayed in schools as a non-essential subject, with poor time allocations and timetabling, students also see them as relatively unimportant.

Language learners need recognition of progress and achievement to sustain their interest in continuing languages (in a similar way to music students). The European Union's 'Language Passport' provides external recognition of student achievement. Target country study opportunities at critical student choice times (like Years 9, 10 and 11) can strongly motivate students to continue languages.

Strengthening the pull factor from the business sector and tertiary education sector could also help to build and sustain demand through the senior secondary years. Currently few options for students to continue languages exist in most university and vocational courses. As mentioned previously, some institutions have made impressive progress in increasing the number of students taking languages by opening up subject choices and providing options for concurrent languages study.

In addition, tertiary institutions can provide fee subsidies or credit towards a course as incentives for students to complete Year 12 language study. The University of Tasmania (UTAS) High Achiever Program is one example of this approach. UTAS also has a College Program, which enables students in Years 11 and 12 to enrol in UTAS units, such as a specialist Asian Studies Pathway that provides a focus on Asian languages and cultures.

Implementation
The Education Council is an appropriate forum to agree on key messaging to build student demand for languages and to harness the support of school leaders, business, community and the tertiary sector.

4. The varied nature of languages policy in Australia and lack of a consistent national data framework inhibits evidence-informed planning for improvement

Lack of nationally consistent and comparable student languages data is a major barrier to languages planning in Australia. Successful strategies in some jurisdictions and sectors to boost senior secondary language enrolments and to expand and strengthen the language student pipeline are not necessarily informing practice nationally.

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Recommendation

Recommendation 4: The Education Council commits to national collaborative work to boost enrolments in languages at the senior secondary level and establishes mechanisms to:

- ensure a nationally consistent languages data collection and reporting framework

- share evidence of policies and strategies that boost student enrolment numbers

- collaborate on strategies of national interest

- further investigate ways to expand and strengthen the language student pipeline from the Early Years to Year 10.

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Rationale

A high degree of stakeholder interest in national collaboration to boost languages enrolments in the senior secondary years exists. Data on student participation in languages varies significantly between jurisdictions and is not nationally comparable. There is no national process in place to track student enrolment and participation patterns in any language, at any level.

Implementation

Jurisdictions already collect and own student participation data. Collaborative work for national data collection could build on that and be facilitated through ACACA and the Data Strategy Group of the Education Council.

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Attachments

Attachment 1: Policy and literature review

Attachment 2: Report on the analysis of student, parent and principal surveys

Attachment 3: Factors related to student continuation and discontinuation of Japanese in senior secondary school

Attachment 4: Consultations

Attachment 5: Scoping group and Advisory Group

Attachment 6: Ethics approval for ACER surveys