Federated States of Micronesia

Language Policy

FSM Language Policy

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Forward

The Federated States of Micronesia Language Policy has grown out of deep concern over the impact on language and culture caused by changes in our economy and society and over the need to preserve and expand those languages and cultures. It has also grown out of the concern over our children having the communications and thinking skills needed to compete in the broader regional and world economy.

The development of the FSM Language Policy has been a National effort. Information has been collected from all levels of Micronesian society. Extensive research has also been conducted on language acquisition and the impact of language loss or shift on culture and values.

The FSM Language Policy addresses issues related to local Micronesian language, English and other languages of international importance. High competence in at least one Micronesian language and English is the ultimate goal of this policy. To promote unity and assist in development of a National Identity, the policy also recommends that children should have an opportunity to learn a Micronesian language other than their first language.

Education's theme during the 1st FSM National Economic Summit was "Education - Underpinning Economic Growth". The policy continues on that theme and takes an active look at how language and culture underpins education and the role of language in economic and social development.

A number of individuals and groups need to be recognized for the development of this policy. Principal writer and researcher was Jimmy Hicks of the FSM National Department of Education Staff. Tony Tawerilmang with the assistance of Callistus Legdesog developed the conceptual paper which was designed to generate discussion on issues. Jimmy Hicks, Weldis Welley and Oliver Joseph of the FSM NDOE visited each State to both gather information for the Language Policy Development and returned to the States to report back and gather feedback on the Language Policy in its draft form. Advise and assistance has always been available from Dr. Mary Spencer, Director of the Micronesian Language Institute (MLI) and currently Dean of the UOG College of Arts and Sciences, Dr. Marilyn Salas of the Micronesian Multicultural Education Research Center (MERC), Dean James L. Craig of the UOG College of Education and Dr. Rita Inos of the Pacific Resources for Education and Learning (PREL). Special acknowledgment needs to be made of the participants in the FSM Language Policy Development Workshop held in January 1997 in Palikir, Pohnpei. Without the discussions, decisions, and setting of direction made during that workshop, this Language Policy could not have been developed. For more information contact:

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Federated States of Micronesia Language Policy

The language policy of the Federated States of Micronesia is to enhance the economic growth and social development of the Nation through recognition of language as the carrier of the values and cultures that make us unique as a people and as the medium through which we communicate across the FSM and with the world.

Abstract

The FSM Language Policy is to assist in developing our multi-lingual society to be highly competent in our local languages and in English and other international languages. It is a joint effort between the National and State governments with important components assigned to both areas. The goal is to sustain, reinforce, and expand our local languages and to provide the foundation skills for acquisition of English and other international languages. The FSM Language Policy recognizes that the traditions, values and customs that make us unique as a people are conveyed through our local languages. The FSM Language Policy also recognizes that English and other international languages are the medium that assist in uniting the Nation and are our means of contact with the outside world. However, there are two factors which we must be aware of: (1) trends show a decrease in utilizing local vocabulary and using local languages to convey new thoughts and ideas and (2) English competency in the FSM is below international norms and should be improved. We lack adequately trained staff and appropriate materials for instruction and general language development in local languages. English is being taught as a first language when it is actually used as a second language, foreign language, or international language. Also, English materials in current use do not emphasize the FSM productive sectors (agriculture, marine & tourism) nor do they portray our traditions, values and customs.

The FSM Language Policy is designed to provide a framework at the National level and support the States with linguistics issues and in developing curriculum and instructional materials. Key components: **National** - develop general principles for language use across the Nation; coordinate development of standards for local languages and revision of English standards; promote collaboration and cooperation in improving language skills and competence; establishment of a National Language and Cultural Institute to provide technical assistance in (1) linguistics, (2) frameworks for materials development and staff development, (3) provide a research base for improving languages skills; and (4) develop standards for local languages, English and other international languages; **State** - (1) set up of State Language Commissions; (2) curriculum and materials development (not only by education but the broader community and governmental structure), and (3) providing a trained staff knowledgeable in language basics and current theories of language acquisition.

Increased levels of language ability can provide the foundation for implementing the policy directives of the National and State Economic Summits for economic growth and social development.

Introduction

The Federated States of Micronesia's Language Policy is to provide policy guidance and direction needed to promote the development and expansion of our local languages and cultures and to improve the acquisition of English and other international languages. The Language Policy has both National and State Components (see table on next page). The national component is directed at providing the framework of standards and assessment, technical assistance, research, and processes for materials development in local languages and English. These issues cross state boundaries The State components will set the curriculum and deliver instruction to students and training of teachers, Additional State activities will be to standardize spelling systems, develop and/or revise reference grammars and dictionaries and develop instructional grammars and dictionaries.

The 1996 FSM Economic Summit (and following State Economic Summits) has set a vision for the economic growth and social development of the Nation. That vision sees economic growth that promotes (and does not hinder) social development. To this end, the FSM Educational System has developed a strategic plan that sets forth it role in implementation of the policy directives of the FSM Economic Summits. One portion of the educational strategic plan is the establishment of a FSM Language Policy. The Mission, Priorities and Guiding Principles of the plan that affect language policy are attached in the appendix. Of vital importance for language policy is implementation of the first two priorities:

I. Language Development: (a) Implement comprehensive language and culture programs to promote the acquisition of primary language skills in local languages and the understanding and appreciation of the values and customs that make us unique as a people. (b) Develop literacy in English and other international languages using the cognitive skills developed in first languages.

II. Skills and Competencies: Provide students with a sound basic education that will:

- by the end of the eighth grade provide students with: basic skills *[reading, writing, arithmetic and mathematics, speaking and listening]*; thinking skills *[thinking creatively, making decisions, solving problems, seeing things in the mind's eye, knowing how to learn, and reasoning]*; and personal qualities *[individual and group responsibilities, self-esteem, sociability, self-management, and integrity]*.

- by the end of the twelfth grade provide students with substantial progress in acquiring increased competencies to productively use: resources *[allocating time, money, materials, space, and staff]*; interpersonal skills *[working on teams, teaching others, serving customers, leading negotiating, and working well with other people from culturally diverse backgrounds]*; information *[acquiring and evaluating data, organizing and maintaining files, interpreting and communicating, and using computers to process information]*; systems *[understanding social, organization, and technological systems, monitoring and correcting performance, and design or improving systems]*; technology *[selecting equipment and tools applying technology to specific tasks and maintaining and troubleshooting technologies]*.

Table - FSM Language Policy - Components		
National Component	**Common Needs Across States**	**Possible State Components**
• Develop guiding principles/recommendations for improving language use in the FSM in first languages and English • Designate official language(s) • Develop programs for technical assistance in linguistics (reference grammars and dictionaries and development of school grammars and dictionaries), process design for materials development, and research and development • Develop standards and assessment for first language acquisition and acquisition of English and other international languages which are second or foreign languages in the FSM • Determine need for FSM languages requirement from COM-FSM • Seek funding (internal and external) for program implementation • Assist with public information campaign for improving language competence in the FSM	• Technical assistance needs in development/revision of reference grammars and dictionaries, innovative process for materials development, and research and development • Need for local language materials for instruction in students first language • Need for English materials which emphasize the local values, culture and tradition and promote productive sectors and develop role models for students • Need for sharing of instructional and support materials in local languages across the FSM • Need for sharing of instructional and support materials in English which promote the FSM productive sectors • Need for public education on trends and patterns in language usage, how language(s) is best acquired in both first and second languages and languages role in economic growth and social development • Need to seek funding (internal and external) for program implementation • Develop and deliver staff training programs in English as a second or foreign language	• Develop guiding principles - recommendations for improving language use in the State • Designate official State language(s) • Set up State Language Commission(s) • Determine official spelling systems • Develop curriculum and instructional materials for local language(s) and English • Develop local language high school graduation requirements • Develop local language requirements for entrance into high school • Determine patterns and trends in language usage in the State - research & development • Develop and deliver staff training programs in local language(s) • Develop and deliver staff training programs in English as a second or foreign language • Develop and deliver public information campaigns in the State on language policy, research in language acquisition, need for standards in spelling and grammar, etc.

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The education system feels that its primary role lies in developing basic skills, thinking skills and personal qualities of our future workforce. These skills and personal qualities need to reflect local values, traditions and culture and promote a sustainable economy and social structure. This development must be based upon the foundation of our language, values, attitudes and cultures that make us unique as a people.

An education MegaConference met in November 1996. It brought together individuals from all segments of the education, legislative, and business communities to discuss how education must respond to the National and State Economic Summits. One of the major findings was that language and culture are important factors in the economic growth of the Nation and also vitally important to solving the social problems facing the Nation. It was prioritized that the development of a National Language Policy in 1996 would lay the framework for the development of more detailed State Language Policies in 1997. The MegaConference strongly supported the belief that we must develop a sustainable economy in a manner which is consistent with our ever evolving cultures and values.

Orientation of Language Policy

Different approaches can be taken in language policy development. Language can be seen as a right, a problem, or as a resource. The FSM has chosen to view the language issue as a major resource in the economic growth and social development of the Nation. A major question both the MegaConference and FSM Strategic Plan wishes to have addressed is: **How can language and culture issues be a driving force in improving the quality of life of our citizens both from financial and social standpoints?**

Language improvement is needed for all students. Special attention needs to be given to ensure that appropriate instruction and materials are available in first language for disabled children and other groups needing specialized assistance.

Language Policy Development

A basic principle in the development of our FSM Language Policy is that the expertise needed for the development of the policy is present in the FSM. What is needed is to develop the process which will harness that expertise and direct the implementation efforts.

Mr. Tony Tawerilmang of Yap State, due to his participation in the PALI Project, academic study, and extension work in language issues with the BEAM Project at the University of Guam was contracted to develop a concept paper on the issues composing development of the FSM National Language Policy. The concept paper (see appendix)

was designed not to answer questions, but to raise the issues that needed to be discussed and agreed upon.

Site visits were made to all FSM States to meet with key individuals which included Governors, Lt. Governors, Chief Justices, Members of the State Legislatures, Education Staff, Community Leaders, and others in each of the four States. The site visits were in preparation for gathering together individuals from across the FSM to develop a FSM National Language Policy. This gathering, hosted by the FSM National Department of Education, was held the week of January 20 - 24, 1997 at the National campus of the College of Micronesia - FSM in Palikir, Pohnpei. A list of participants in the workshop is included in the appendix.

Following is the FSM National Language Policy:

Major Findings

Local Languages

Local language use in the FSM is still strong. However, there are a number of disturbing trends that if not changed may seriously affect our languages and cultures. A few examples:

- A serious loss of vocabulary is occurring. Many of our youth are unable to name common plants and animals,
- A large number of loan words are heard in the language. Often two or more English words will be heard in a single sentence. English is used for new concepts, but is also being used for common words such as open and close,
- Counting systems are no longer used or understood. For example, Pohnpei has approximately 26 different counting systems. Today it is common to hear either a single system or the English numbering system being used,
- Less use is being made of honorific terms and words which show the relationships among speakers,
- A growing number of parents are using English only in their homes to promote language acquisition in English,
- Use of high languages is in decline. One chief on obtaining a high position remarked that he had lost 70 to 80% of his friends because they could not communicate with him in the proper language,
- To explain new concepts many individuals resort to English. The reason seems to be that the concepts are difficult to express in our local languages, and

- Our patterns of first language acquisition have changed in much of our Nation. No longer do our youth learn language by listening to their elders conveying the history, legends, and myths of our islands. It should also be remembered that these legends, myths and fables conveyed much of our traditional values and cultures so youth were learning far more than just language.

These examples, of which many others could be set forth, indicate a trend which has been seen in other island Nations. Hawaii and Guam are examples of where substantial elements of their language and culture have been lost - possibility never to be regained. A point needs to be made - we have few objective measures of the level of language usage compared to our fathers and mothers and grandparents against which to judge language growth or decline.

While some of our languages have reference grammars and dictionaries, we do not have instructional dictionaries or grammars appropriate for various age groups. Lack of locally developed materials is also a major problem. There is not an adequate body of materials to make the transition from purely a oral language to the oral/written languages required for our languages to grow. We have also found that our teachers do not have an adequate understanding of their own languages grammar and structure to teach them properly.

An additional finding was that while most state curriculum call for local language instruction at the early grades with a transition to English at later grades, these curriculum/instructional requirements are not being met. Local languages have not been the object of instruction, but simply used as a medium of instruction. Consequently, cognitive skills are not being developed in the first languages of our children. Much of this problem can be traced to lack of trained staff and lack of dictionaries, grammars and reading materials in local languages.

English

There are a number of findings on English usage. One, English is the primary means of communication across our islands and with the external world. However, English is the first language of only 2% of the FSM population. However, English is not used the same by different groups in the FSM. Three primary uses can be seen for English. One, English serves as an international language for the communication by our businessmen, leaders and students with the external world. Second, English serves as a second language as we communicate among ourselves across our diverse islands and cultures. Third, English is used as a foreign language in many of our remote schools and islands - primarily as the medium of instruction in the school system.

A second major finding is related to the level of competence in English. Even through the largest single segment of our instructional time is devoted to English instruction at all grades levels, our 7th grade students are reading at a 2nd grade level when compared against their international peer group. Our 12th graders, on the average, have a reading level five to seven years behind their international peer group. Our students also have performed poorly on international tests of English such as TOEFL.

In recent years, a trend has been seen in FSM schools where textbooks and methodologies in language arts are shifting towards teaching English as if it was the first language of students.

A review of available English materials shows they may not be appropriate for instructional purposes. The settings, role model portrayal, language use, and topical issues were found to be inappropriate for instruction at early grades in the FSM. The materials themselves convey a different set of values and attitudes from what we feel should be emphasized in our early education system.

The COM-FSM system is planning for implementation of a local language program including local language competence in their graduation requirements. However, at the current time, only a non credit Pohnpeian language course is being taught. The University of Guam is presently offering Pohnpeian and Chuukese courses.

Other International Languages

Japanese is the other international language being taught in the FSM. Courses are offered in Japanese at COM-FSM and some of the high schools in the FSM. Efforts need to be made to increase the number of students and the number of international languages being taught in the FSM.

Language Acquisition

Current research on language acquisition indicates the most effective means of second language acquisition is to develop cognitive skills in the first language and transfer those skills to second and third languages. Currently, this preferred method faces difficulty due to the lack of trained staff and lack of materials.

There are a number of myths about second language acquisition. The basic fact is that learning a second language is a complex activity. Learners have to devote significant time and intellectual effort if learners are to obtain the high competence in multiply languages recommended in this policy.

Strategies for the FSM Language Policy

The FSM Language Policy has two main strategies for implementation: (a) legislation at both the National and State levels and (b) implementation plans also at the National and State levels which are aligned with the FSM Education Strategic Plan.

Legislation

To achieve maximum effectiveness and to assure accountability, key elements of Language Policy at both the National and State levels should be developed as legislation.

The legislation should be based on the belief that the National role is to help develop plans, provide technical assistance, set standards and seek additional financial and human assistance. The National legislation and plan also takes into account that instruction is delivered at the State level. Components of the legislation are: statement of purpose, findings on current use of languages, trends, and competence levels, establish English as the official language of the FSM, guiding principles for development and enhancement of local languages, establishment of a National Language and Cultural Institute, development of standards and assessment instruments, and establish reporting requirements to Congress.

State legislation might include similar contents, but would also deal with the issue of language commissions, standard spelling and representation systems, teacher training, materials development, and other issues.

Implementation Plans

Implementation plans for both National and State levels will detail action steps and benchmarks for implementation efforts for the FSM Language Policy.

Components of the Implementation Plan

Guiding Principles for FSM Language Policy

The following are general guidelines for design and implementation of the FSM Language Policy.

FSM Language Policy

a   Micronesia will become a multilingual society with <u>high competence</u> (read, write and the ability to converse) in local languages, English, and other international languages.

b   Our languages convey our values, cultures and traditions.

c   Our languages areas still strong [however there are trends which indicate language shift and loss], but they must expand and grow if they are to remain strong.

   1)   Students should have an opportunity to study and improve upon their local language at elementary, secondary, and postsecondary levels of education in the FSM.
   2)   All local languages need reference grammars and dictionaries.
   3)   Student grammars and dictionaries must be developed at appropriate grade levels.
   4)   Local languages must expand to allow new concepts and thoughts to be expressed.
   5)   Baseline indicators must be established to measure language competence and improvement.
   6)   Assessment instruments and evaluation processes must be established for local languages.
   7)   Instructional materials, general reading and content specific information should be available in local languages and convey information important to economic and social development of the Nation.

d   Local language should be the foundation for developing thinking and learning skills. Acquisition of English and other languages should build upon the basic (reading, writing, arithmetic & mathematics) and thinking skills learning in the primary language of the student. Note that research shows that a solid foundation in the primary language improves academic achievement in a second language.

e   Competence in the primary State language should be an entry requirement into high school and should be incorporated into high school entrance tests. Major FSM languages should be offered for study at the College of Micronesia - Federated States of Micronesia.

f   Students should be introduced to English through materials that are relevant to Micronesia students and convey content information important to the economic and social development of the Nation. The materials might be locally developed, adapted from newspapers and magazines, South Pacific materials, government or private pamphlets and reports, or other materials that are relevant to the economic, political, and social development of the FSM.

g   Valid assessment instruments and evaluation processes for English and other
        international languages must be developed or adopted and the results be the basis
        for instructional program design, implementation and planning activities.

h   English and other international languages are used as international languages,
        second languages, and foreign languages in the FSM. Instructional strategies and
        materials should be appropriate to the language needs and usage of students.
        Note: while English is the official language of the Federated States of Micronesia
        it is the first language of less than 1% of FSM citizens.

i   The primary language of the community should be both the medium and object of
        instruction in the elementary school. If the local language is not the primary state
        language, the primary State language should be taught in the school as a second
        language. Transition into English should be based on cognitive skills developed
        in students primary and/or State language.

j   Instruction in second, third and other languages should be based on standards and
        curriculum frameworks that follow sound research on language acquisition and set
        a basis for assessments and reporting.

k   Language maintenance and expansion cannot be addressed only by the school
        system. The school system must work in partnership with the community, other
        government departments and sectors, and traditional systems in the maintenance
        and expansion of local languages and developing high competence in English and
        other international languages. Public education must address the issues of
        language acquisition and the link between language and economic growth and
        language, culture and traditions and social problems and development.

l   Other governmental agencies, community organizations, and businesses should be
        encouraged to help build a body of knowledge in print, video, & oral medium in
        local languages and in English appropriate for the FSM.

m   Teaching staff should be provided training in and demonstrate competence in the
        language being taught [local languages, English, Japanese, Chinese, etc.) and be
        provided with training in appropriate teaching strategies and methods for first and
        second language acquisition.

National Language and Cultural Institute

To promote development in growth of FSM languages, it has been agreed that a FSM
National Language and Cultural Institute (NLCI) should be established. The NLCI
would be located at the Palikir campus of COM-FSM and jointly support by the FSM
National Department of Education, COM-FSM and the State Departments of Education.

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The core funding for the NLCI would be provided by the FSM Congress with additional funding sought from sources both within and without the FSM. Costs associated with running the institute can be found in the appendix. The institute is envisioned as containing a small group of core employees. However, bringing in local and outside experts on a short-term basis could assist individual projects.

A review of past bilingual programs indicated many programs such as the PALI, PALM, BEPM, BEAM, and other projects were very successful as individual projects, but have had only minor impact on the FSM education system as a whole. The basic issue has been the lack of comprehensive systems where short term or directed projects are connected into overall language development and planning.

PALI developed reference grammars and dictionaries in Pohnpeian, Kosraean, Yapese, Ulithian, Woleian, Mokilese, Nukuoran, and Kapingamarangian. For Chuukese a dictionary (but the dictionary is not in the standard orthography) has been developed and a reference grammar (work has continued on the Chuukese grammar by H. Shugita and Kimeuo Kimiuo) and is expected to completed this year. PALM developed local materials in numerous languages and trained staff in the materials development process, BETM provided an opportunity for Micronesians to gain BA degrees with an emphasis in bilingual education, BEAM provided high quality technical assistance to Micronesian States. However, once external funding for these programs expired, the programs implemertation efforts also stopped. All dictionaries and grammars are in need of revision and expansion.

Early efforts of the institute would be directed towards laying out an operational plan for the next 3-5 year. One project to receive high prioritization is the development/revision of referenced grammars and dictionaries. This effort will provide a base for development of grammars and dictionaries to be used at various levels of the education system. Linguist assistance is needed. A process design and technical assistance for materials development is also vital. Development of local materials for instruction is necessary if instruction is to be delivered in local languages. Current research information on language acquisition and instructional delivery methods are critical if instruction is to be effective.

Further, a depository is also needed which will actively seek out information on languages and cultures in the FSM. The NLCI would work in coordination with the Pacific Center of the Learning Resource Center (LRC) at COM-FSM to ensure materials and information for program design and implementation at the school and community levels.

Information and research are also needed on how Pacific Islanders acquire language skills. The NLCI should first concentrate on determining what is the best knowledge available concerning how Pacific Islanders acquire language skills. Second, would be the development of a research agenda in the area.

A position paper on the NLCI with estimated costs for setup and operation are included in the appendix.

Standards, Assessment, Curriculum & Instruction

The National role is to coordinate the development of standards and assessment instruments and reporting across the FSM. The States role is to develop curriculum and deliver instruction.

Agreement has been reached that a revision of the existing FSM National Minimum Standards is necessary to develop standards for local language acquisition that emphasizes cognitive development in first language. Development and sequencing for acquisition of English would be based on transfer of these skills from the local (first) language.

The timeline for revision of current standards is as follows: (1) States are undertaking an internal review of current standards and in coordination with the NDOE doing a literature search for development/revision of the standards; (2) a National workshop was convened in June 1997 to kick off the process of standards review and development. Included in this effort are also development of culture standards and standards for the FSM productive sectors (agriculture, marine (fisheries), and tourism); (3) work at the State level during July, August and early September 1997 to obtain community input; and (4) a follow up workshop at the end of September 1997.

Language arts standards development in the FSM has been heavily influenced by U.S. mainstream language arts standards. The U.S. model largely takes a monolingual approach to standards. The FSM is a multilingual society with the specific desire to maintain and advance that multilingual nature. In the review, revision, and/or adoption of standards for the FSM, U.S. ESL and Foreign Language Standards need to be taken into account. Additionally, language standards and patterns of instruction in European and South Pacific Nations where multiply languages are in common use need to be considered as models for the FSM.

Review, development or adoption of language assessment procedures is of primary importance. Language assessment procedures which hold potential for the FSM include: structured interviews for students; reading comprehension rating scales based on retelling, character description, plot description. Fact or procedures list, cloze testing; portfolios. Teacher assessments might include: performance assessments and ratings, specific knowledge of grade and advanced vocabulary or vocabulary for specific production sectors, knowledge and skill in language instruction, teaching strategies and assessment.

In line with overall education reform in the FSM, program and project evaluation needs to be based on student learning and achievement. Assessment of the impact of language policy in the FSM needs to be firmly based on its impact in developing high competence in both local language and English. Included in the appendix are the Principles for Assessment and Evaluation from the FSM Strategic Plan for Improvement of Education. It is recommended that both National and State language assessment program and projects and inclass assessment of students be based on these principles.

To assist in assessment at both the State and Nation level, the FSM National Department of Education in cooperation with the Micronesian Language Institute at the University of Guam will provide training in assessment of reading and writing in local languages in August - September 1997. The model will be to train a cadre of State based educators who will administer the assessment by December 1997. The assessments will provide baseline data for impact of programs and projects on local language competence. The assessment program is recommended to be included in the FSM National Standardized Testing (NST) Program each Spring.

Developing or aligning curriculum in line with the standards will largely be a job for individual State Department's of Education. The FSM National Department of Education and National Language and Cultural Institute will provide technical assistance in this area.

For instructional purposes, a two tract system is recommended to accommodate both local language instruction and English. For example, 1st graders would move directly into reading and writing in local languages while oral English would be introduced. The skills developed for the reading and writing in local languages would form the basis for teaching English reading and writing. A gradual transition into English as the medium of instruction should be made with primary emphasis on English at the upper elementary and high school levels. However, students should have an opportunity to continue writing in their local languages and expanding their competence to express complex thoughts and ideas through the 12th grade.

It is also recommended that students have a opportunity to learn other Micronesian languages certainly at the secondary and post secondary levels in the FSM and perhaps at the elementary level.

Materials Development

Lack of materials - instructional, general reading and grammars, etc. - has severely hampered instruction in local languages. Additionally, many of our English materials are not appropriate for our island setting.

One principle we feel is valid is that the content of materials can greatly influence the attitudes and values of our youth. Materials content can be a positive or negative

influence on development of values and attitudes, decisions on appropriate careers [even what should be considered a career], and conveying the worth of items and ideas. Today, our children are faced with instructional materials which do not emphasize our cultural heritage, do not promote the development of role models from our local communities, and do not emphasize the productive sectors [agriculture, marine, tourism and commerce and industry] as seen in the policy directives of the Economic Summits.

Massive materials development needs to take place in local languages and in English. Particularly at the early grades, students should be exposed to quality English materials that convey the values, attitudes and content which is important to our development.

The primary role of materials development will occur at the State level. However, there are a number of areas where coordination and assistance of the FSM NDOE and NLCI can be beneficial. One is development and training in the process of materials development. There is a need to greatly expand the concept of who is a materials developer. Processes can be used in which our teachers and students both become developers of materials. We can also greatly expand the use of newspaper and magazine articles. Also use can be made of pamphlets, reports and publications by government agencies and business in the FSM. This approach would also allow "real world" reading to be incorporated into instruction. An additional resource can be the local language instructional courses to be developed by COM-FSM. The student developed papers and documents can be a valuable resource. Curriculum writers in the State could devote a portion of their time editing of external documents for use in the school system. Research and coordination of research efforts can also play a major role in speeding up the process of materials development. Using technology, research efforts at the National or State level can be shared across the Nation. Additionally, the sharing of materials developed in local languages and in English among the FSM States would provide a mechanism for getting more materials available for instruction. The U.S. Peace Corps local language materials and instructional methods could also be a significant resource in language materials development.

The FSM NDOE in cooperation with the States and the NLCI will compile a listing of quality but inexpensive printing agencies both within and outside of the U.S.

Principles of Materials Development

The following are recommended as Principles for Materials Development and usage in the FSM:

a   Reference grammars and dictionaries should be available in local languages.

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b Instructional dictionaries and grammars should be available in local languages for use at appropriate grade levels. Initial emphasis is recommended to be development of dictionaries.

c Children should have materials in their local languages for study in school.

d Children's introduction to English and other international languages should be through materials which are appropriate for students age, cultural setting, and in line with economic and social realities in the FSM.

e Materials should be developed in local languages and English to:

   1) promote Micronesian customs, beliefs, and values,
   2) promote the development of community role models,
   3) provide content information on the productive sectors (agriculture, marine, and tourism), and,
   4) promote development of National and State identifies.
   5) give age appropriate materials for students instructional use.
   6) ensure provision of quality teaching instructions and training for use of materials be considered part of the materials development process.
   7) provide content related materials (science, social studies, mathematics) and thematic materials related to agriculture, marine & fisheries, and tourism.

f Materials should be developed in high quality, attractive formats. Innovative use of information technology might also allow use of "Print on Demand" whereby materials could be printed at the school or classroom level as needed. This approach could also allow adaptation of materials to fit local community conditions or to use local pictures and examples in a State or Nation based text.

g Materials can be print media, audio/visual, computer based or other means of transferring information.

h Innovative processes should be used for materials development. Students, teachers, other government agencies, and COM-FSM Students should all be considered as potential writers and materials developers. The FSM NDOE, NLCI and State DOE's should develop processes for rapid development of high qualities material appropriate to local conditions.

i Exchange of locally developed materials should be the norm. This would include local language materials for use in other States and English materials developed in any State as use throughout the FSM.

j Materials should be copyrighted by the organization developing the materials, but for acknowledgment purposes only, not for restricted use.

k   Materials developed by other government agencies, such as R&D, the private sector, religious organizations should be considered for use in the school system with editing and development of teacher materials as needed. Maximum use should be made of newspaper and magazine articles, government and business pamphlets and reports, and other "real world" reading materials as the basis of instructional materials.

l   Textbooks and other materials used in schools should be reviewed for their appropriateness not only in skills development, but also for values and content information.

The National Language and Cultural Institute in cooperation with the Pacific Collection of the Learning Resource Center (LRC) at COM-FSM Palikir Campus, will become a depository for locally developed materials and for materials used in the classrooms of the FSM. Its mandate in this area will be to actively seek out materials in local languages and English, not only from the education sectors, but from other public and private organizations as well.

Training & Technical Assistance

The background support provided by training and technical assistance is vital to successful implementation of the FSM Language Policy.

Table - Technical Assistance and Training Needs to Support Language Policy		
Area	**Technical Assistance Needed**	**Training Needed**
Linguistics - Local Languages	◆ Linguistic assistance for development of reference grammars and dictionaries and school instructional grammars and dictionaries	◆ Training in linguistic issues ◆ Training in local languages grammar ◆ Training in use of dictionaries to promote standard spelling.
Linguistics - English & Other International languages	◆ Research on second language acquisition for Pacific Islanders	◆ Training on research finding
Materials development - Local Languages	◆ Development and monitoring of processes for materials development ◆ Content assistance for productive sectors materials development (seek assistance from R&D, Commerce and Businesses)	◆ Training of staff in materials development processes ◆ Training in content issues related to productive sectors ◆ Writing clinics that give structure and support for a wide variety of language genre (eg. poetry, biography, journalism, textbook design, anthologies, mystery, etc.)

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Materials development - English	◆ Design and development of materials for English instruction which promote the productive sectors	◆ Training in use of locally developed English materials ◆ Writing clinics that give structure and support for a wide variety of language genre (eg. poetry, biography, journalism, textbook design, anthologies, mystery, etc.)
Instruction - Local Languages	◆ Research on appropriate methods of first language acquisition and study	◆ Training in instructional techniques for local language instruction
Instruction - English/Other International languages	◆ Research on second and foreign language acquisition of Pacific islanders	◆ Training in ESL and EFL techniques
Public Education	◆ Design of National and State public education programs	◆ How to effectively delivery public education programs
Standards, Assessment and Curriculum development	◆ Assistance in development of standards for local languages and English and other international languages ◆ Assistance in development of assessment tools for local languages ◆ Assistance in development of curriculum	◆ Overview of standards and assessment techniques ◆ Training in assessment of local language competence of teachers and students ◆ Overview of curriculum for teachers and other staff
Making things happen	◆ Research and design for implementation of programs and projects in Micronesia	◆ Training of local staff

A training of trainers is the preferred model for most training that requires outside consultants and assistance. The need is to maximize use of local staff for conducting research, providing technical assistance, delivering training and public education programs.

The need for local technical assistance providers is very high. Since the termination of the PALI and other U.S. federal education projects in bilingual education, there have been few or no Micronesians studying linguistics or other related areas. We recommend inclusion of these areas in the priority listing for the FSM graduation scholarship program. We would also recommend for the FSM to activity seek individuals who are interested in these areas. Training opportunities should be actively sought through foreign assistance programs.

The use of technology for providing technical assistance and training is vital to the FSM. Given the vast distances separating our islands, especially for our remote islands and schools, and the lack of an adequate infrastructure, we must be creative and seek cost effective means to delivery technical assistance and training to the school and classroom levels in the FSM. Technology must also play a role in making technical assistance and training available to specialist, principals, teachers and the community as programs are being implemented. The current technical assistance and training model needs to be

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expanded. Currently what technical assistance and training is to be provided to principals, teachers, and the community is on a top down model. Information technology can also provide the opportunity for a bottom up model where principals, teachers, and the public actively seek the type of technical assistance and training they need to provide quality instruction to students. Mechanisms to provide access to the Internet and to create a FSM Intranet should also be explored.

It should be noted that there has been concern over lack of impact of training and professional development programs in the past. There has been too little impact for the funds and effort expended. The FSM Strategic Plan for Improvement of Education addresses this issue in some detail. A set of "Principles of Professional Development" was developed as part of the Strategic Plan for Improvement of Education. In general the principles address the following areas: (1) Linked to Overall Planning and Priorities, (2) Relevant, (3) Development in Structure, (4) Local Expertise, (5) Practice Based, (6) Assessment & Evaluation, (7) Follow up and Follow Through, (8) Role of Technology and What We Can Lean from Industry, (9) Rewards and Incentives, (10) Self-Directed Improvement, (11) Equity in Accessing Needed Training. The most important point to realize is that for language and related trainings to be effective, there must be major changes in the professional development and training delivery systems. These changes are detailed in the Principles of Professional Development included in the appendix and also in more detail in the Strategic Plan for Improvement of Education.

Public Education Program

The FSM Strategic Education Plan is based upon moving the education system to a result based system. This movement to a results based system has a number of components. One is basing decision on assessments and evaluation. A second is designing programs based on the best understanding of current research in education. This does not mean changing systems due to "fads" within education, but on but on what research says are the best methods for developing children in the education system or for continuing education for all segments of the FSM populace.

To adequately facilitate the development of FSM Language Education Policy a number questions need to be addressed:

- What is the current level of knowledge of first languages in each of the states in the FSM? What assessment tools are available? What trends exist?
- What are the means to develop and expand first languages where an external language(s) are having major impact on local societies?
- What existing programs and models can be found for first and second language acquisition?
- What do historical studies say about the lost of first languages?

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- What do historical studies say about the economic and social growth of National or languages where the language is loss or reduced?
- How do you preserve first language knowledge, values and attitudes?
- What is the role of language, culture and traditions in development of a National identity?
- What does research say about the best means of second language acquisition in relation to first languages?
- What languages are of primary importance to the FSM for economic growth?
- What is our level as a Nation in competence in English and other international languages?
- What are public beliefs about language, language acquisition, status of local languages, need for English acquisition? What are the basis of these beliefs?
- How can a National Language Policy/Educational Reform be conveyed to the public?
- How can a National Language Policy/Educational Reform be conveyed to principals and teachers?
- How do we build commitment and support and get individuals and organizations to be accountable for the State of the Education System and levels of language competence?

These are all issues that form the need for a massive public education system. The Public Education Program for the FSM National Language Policy will seek to:

a) Provide information on the levels of language competence of FSM students in local languages and English,
b) Provide information on the role of language(s) in economic growth and social development,
c) Provide research information on the how languages are learned.
d) Provide information on different methodologies for language instruction.
e) Provide information on current programs and trends in the school system and community.
f) Explain the concept of a National Language Policy as a Framework for State language policies.
g) Explain the need for high competence in local languages and English and need not to place one above the other.

It was agreed that a one time public education program using one method would not be effective. A variety of sites, information sources and presentations will be needed. The FSM National Department of Education in cooperation with the State will develop briefing documents, pamphlets, and handouts and also see the possibility of for development of radio and TV programs.

Sequencing of importance. It was agreed to build the consensus within the school system first. Starting with principals and follow up to teachers. All of the participants of the Language Policy Workshop will participate in developing the understanding and commitment needed for implementation.

The FSM NDOE will work with each State to develop a detailed schedule for the public information program.

Workplace Language Development

There exists a need for upgrading of language capability of the workforce. For example, a tour guide might need training in conversational Japanese or Chinese or hotels might need improvement of basic English ability for waitresses. In most cases the number of participants might be small and the need would be staggered across the year. The most immediate solution is development and expansion of the current English language computer assisted instruction programs at COM-FSM State campuses into workforce language programs. The programs would be primarily self-directed where participants would set the pace under supervision of campus staff. We also fully expect that Internet distance education language programs will improve as newer video and audio equipment become available for real time training in at least the major world languages. The concepts of just-in-time learning and training on demand should be models for development of workforce training in the FSM. The FSM NDOE and COM-FSM will work together to research alternate language delivery possibilities and seek support from business and the government for funding of the program.

Research, Evaluation and Reporting

Research: Research is to provide the basis for the design of standards, curriculum evaluation, instruction, and reporting programs. A key is that research should determine **what** to report on.

Initial assumptions (to be revised based on research findings):

- First language knowledge provides the basis of second and other language acquisition,
- Teaching methodologies should vary depending on the orientation of language orientation: international language, secondary language, or foreign language,
- Program design and assessment/evaluation should be the basis of research findings,
- A study of best process approach to standards, curriculum, instructional methods, and materials development should be conducted on local languages in the FSM.

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- Acquisition of English and other international languages (Japanese, Pidgin, Chinese, Korean, etc.) is a priority of the Nation affecting economic growth and social development. Computer assistance instruction and Internet distance education courses will be explored as the most likely mechanisms for upgrading of the FSM workforce.
- The private sector aspects of languages should be developed. Services such as translation, mediation and other basic language services would be best served through private sector means.
- The Micronesian Language Institute at the University of Guam is a major source of information and technical support for all areas of language policy implementation.

It is recommended that a research agenda be developed for language issues in the FSM. This research agenda should make initial use of the Research and Development (R&D) Cadre present in all FSM States. Assistance should be sought from the Pacific Region Educational Laboratory (PREL), sponsor of the current R&D Cadre, in design, delivery and analysis of the research program. The initial research agenda should be established by September 1997.

A yearly evaluation report on the status of languages, language policy, materials development in local languages and English, staff training and levels of student achievement in local languages and English should be prepared and submitted to the President, Congress and public during November of each year. Emphasis of the report should be on student learning and achievement and gains made in both local language and English competence. The report would be the joint responsibility of the FSM NDOE, COM-FSM and the FSM Language and Cultural Institute and submitted through the Secretary of Education.

Technology

The role of technology in the FSM education system for language acquisition improvement is to:

a) Improve communications and transfer of information on language issues,
b) Provide a medium for rapid development, review and completion of instructional materials, grammars and dictionaries, and other needed print or audio/visual materials,
c) Provide computer assisted instruction to students and the workforce,
d) Provide a research tool through the Internet, and
e) Provide a means for improved teacher training through distance education and directed learning by individuals or small groups.

The FSM NDOE will seek to identify sources of funds to place a computer in each of the States for language policy and developmental use and provide funding assistance for Internet connections through FSM Telecommunications. These computers will be networked with the computers being provided to States under the FSM Information Management System Program.

The COM-FSM will be requested to explore the uses of technology to improve delivery of distance education to all extension campuses and be requested to look into means of providing distance learning at schools where computers and appropriate telecommunications connections are available.

State DOE's are encouraged to study the possible use of computes and other technology in schools and classrooms and institute programs and projects for their use as funds become available.

We recommend caution in the acquisition and use of technology. As stated in the FSM Strategic Plan for education, use of computers and other technology and its placement in the school system should be program driven. We would recommend against technology for technology's sake. Repair, maintenance and training for computers and other technology should be a basic design consideration for all programs and project incorporating technology into the classroom and for support services.

Benchmarks

Date	Activity	Comments
April 1995	Initial Workshop on Human Resources Development in Micronesia Study - Phase 2 report	The HRD Study provides a review of the current state of the FSM educational system.
September 1995	Second Workshop on Human Resources Development in Micronesia Study - Phase 2 report	The HRD Study phase 2 report provided specific recommendation on principles for reform in the FSM and possible projects and programs
November 1995	FSM National Economic Summit	Set the vision of the Nation for economic growth and social devilment and provided policy directives on how to achieve that vision
1996	State Economic Summits	Endorsed the overall goals of the National Summit and provided priorities for State activities
March 1996	FSM Education MegaConference	Developed possible education responses on how to implement the policy directives of the Economic Summits
November 1996	FSM Education Strategic Plan Writing Session	Turned the discussion into a strategic plan - emphasis on language, culture and their role as a foundation for development of basic skills, thinking skills and personal qualities

January 1997	FSM Language Policy Workshop	Design and planning for development and implementation of FSM Language Policy
February - July 1997	Initial public education program at National and State levels on FSM Language Policy	
May 1997 - March 1998	Development of State Language Policies Submission of National Portion of Language Policy to Congress Set up of NLCI Implementation activities for FSM Language Policy	
June 1997	Initial workshop on revision/development of Standards for local languages and English.	
July - September 1997	Follow up work on standards in each State with emphasis on community input	
September 1997	Follow up workshop on Standards revision/development	
November 1997	First Summary Evaluation; Report to Congress and the Public	
December 1997	Complete revisions of standards for local languages and English	
1998 - 2001	Implementation at National and State Levels of FSM Language Policy	

Implementation Process

Two elements form the core of the implementation process. The first element can be broken into a number of planning and implementation activities: (1) an initial public education campaign on language, language use and trends and current research, (2) passage of legislation at the National and State levels, and (3) development and implementing of National and State level sectorial plans (National Language and Cultural Institute, Standards and Assessment, Materials Development, Technical Assistance and Training, etc.). A number of these activities will overlap.

The second element is an active evaluation and reporting program. The key to results based system of education is that decisions are made based on objective data and research. For the FSM Language Policy, this may include, setting baseline data for local language competence, determination of additional measures for evaluation of English competence (the FSM Strategic Plan recommends immediate use of the FSM National Standardized Tests (NST) with research into other assessment instruments for use in the FSM). Clear goals based on student achievement in local languages and English must be established and be the primary basis for evaluation of program success.

Both the Nation and State DOE's must make periodic reports to the public. The FSM NDOE will prepare a yearly report each November based on input from the States and evaluation data. Additional reports and research findings will be presented as the need

arises. The FSM Language and Cultural Institute will set up a regular publication series as part of its operational plan.

State Language Policy Component

The States are where implementation occurs. Programs, projects, public information needs, materials development, training and technical assistance needs vary from State to State. States must design legislation and implementation plans that fit local needs. Possible State level components for language policy development can include.

- Develop guiding principles - recommendations for improving language use in the State
- Designate official State language(s)
- Set up State Language Commission(s)
- Determine official spelling systems
- Develop curriculum and instructional materials for local language(s) and English
- Develop local language high school graduation requirements
- Develop local language requirements for entrance into high school
- Determine patterns and trends in language usage in the State - research & development
- Develop and deliver staff training programs in local language(s)
- Develop and deliver staff training programs in English as a second, foreign or international language
- Develop and deliver public information campaigns in the State on language policy, research in language acquisition, need for standards in spelling and grammar, etc.
- Other activities which promote the development of local languages and cultures and improve competence in English and other international languages.

State level implementation activities will vary from State to State and may even vary within States with different languages and cultural groups. The common thread is our desire for obtaining high local language and English competence for our children and preserving, strengthening and expanding our values and cultures to accommodate the changing economic, political and social dimensions in our lives and in the lives of our children.

Conclusion

Language is our link with our children, family, community, and the world. Our local languages define our culture, beliefs and identities as Micronesians. English and other international languages are our mechanisms for communicating across of various island groups and a major vehicle for economic growth and development. The goals of our FSM Language Policy is to develop a multi-lingual society which will provide the foundation for individual growth and the mechanism for National and State economic growth and social development.

Appendix:

a   **FSM Language Policy Legislation: National Component**

b   **Guiding Principles for FSM Language Policy**

c   **Mission, Priorities & Guiding Principles of the Educational System - FSM Strategic Plan for Improvement of Education**

       1)   Mission, Priorities & Guiding Principles of the Educational System - FSM Strategic Plan for Improvement of Education
       2)   Principles of Professional Development
       3)   Principles for Assessment and Evaluation
       4)   Principles for Materials Development

d   **National Language Policy in the Federated States of Micronesia : A Conceptual Framework by Tony Tawerilmang**

e   **FSM National Language and Cultural Institute - Position Paper**

f   **Participants of FSM National Language Policy Workshop - January 20 - 24, 1997**

g   **Language Tables from FSM 1994 Census**

FSM Language Policy

Appendix

FSM Language Policy: National Component

Guiding Principles for FSM Language Policy

The following are general guidelines for design and implementation of the FSM Language Policy.

1. Micronesia will become a multilingual society with high competence (read, write and the ability to converse) in local languages, English, and other international languages.

2. Our languages convey our values, cultures and traditions.

3. Our languages areas still strong [however there are trends which indicate language shift and loss], but they must expand and grow if they are to remain strong.

    a) Students should have an opportunity to study and improve upon their local language at elementary, secondary, and postsecondary levels of education in the FSM.
    b) All local languages need reference grammars and dictionaries.
    c) Student grammars and dictionaries must be developed at appropriate grade levels.
    d) Local languages must expand to allow new concepts and thoughts to be expressed.
    e) Baseline indicators must be established to measure language competence and improvement.
    f) Assessment instruments and evaluation processes must be established for local languages.
    g) Instructional materials, general reading and content specific information should be available in local languages and convey information important to economic and social development of the Nation.

4. Local language should be the foundation for developing thinking and learning skills. Acquisition of English and other languages should build upon the basic (reading, writing, arithmetic & mathematics) and thinking skills learning in the primary language of the student. Note that research shows that a solid foundation in the primary language improves academic achievement in a second language.

5. Competence in the primary State language should be an entry requirement into high school and should be incorporated into high school entrance tests. Major FSM languages should be offered for study at the College of Micronesia - Federated States of Micronesia.

6. Students should be introduced to English through materials which are relevant to Micronesia students and convey content information important to the economic

and social development of the Nation. The materials might be locally developed, adapted from newspapers and magazines, South Pacific materials, government or private pamphlets and reports, or other materials which are relevant to the economic, political, and social development of the FSM.

7. Valid assessment instruments and evaluation processes for English and other international languages must be developed or adopted and the results be the basis for instructional program design, implementation and planning activities.

8. English and other international languages are used as international languages, second languages, and foreign languages in the FSM. Instructional strategies and materials should be appropriate to the language needs and usage of students. Note: while English is the official language of the Federated States of Micronesia it is the first language of less than 1% of FSM citizens.

9. The primary language of the community should be both the medium and object of instruction in the elementary school. If the local language is not the primary state language, the primary State language should be taught in the school as a second language. Transition into English should be based on cognitive skills developed in students primary and/or State language.

10. Instruction in second, third and other languages should be based on standards and curriculum frameworks which follow sound research on language acquisition and set a basis for assessments and reporting.

11. Language maintenance and expansion cannot be addressed only by the school system. The school system must work in partnership with the community, other government departments and sectors, and traditional systems in the maintenance and expansion of local languages and developing high competence in English and other international languages. Public education must address the issues of language acquisition and the link between language and economic growth and language, culture and traditions and social problems and development.

12. Other governmental agencies, community organizations, and businesses should be encouraged to help build a body of knowledge in print, video, & oral medium in local languages and in English appropriate for the FSM.

13. Teaching staff should be provided training in and demonstrate competence in the language being taught [local languages, English, Japanese, Chinese, etc.) and be provided with training in appropriate teaching strategies and methods for first and second language acquisition.

Federated States of Micronesia
Mission, Priorities & Guiding Principles
of the Educational System

Mission

The Federated States of Micronesia educational system recognizes its shared participation with parents, extended family, and broader social structures in the intellectual, emotional, physical and social development of children. It will deliver a quality, sustainable basic education system which provides all students with basic skills, thinking skills, and personal qualities; provides for the manpower needs of the Nation; develops a literate population based on the revitalization of local languages and cultures while ensuring high competence in English and other international languages; and collaborates with all sectors of the government and community to fully utilize available human and financial resources in developing the educational foundation required for sustainable economic growth and social development.

Priorities

◆ Implement comprehensive language and culture programs to promote the acquisition of primary language skills in local languages and the understanding and appreciation of the values and customs which make us unique as a people. Develop literacy in English and other international languages using the cognitive skills learned in primary language acquisition.

◆ Provide students with a sound basic education which will:

   ◊ by the end of the eighth grade provide students with: basic skills *[reading, writing, arithmetic and mathematics, speaking and listening]*; thinking skills *[thinking creatively, making decisions, solving problems, seeing things in the mind's eye, knowing how to learn, and reasoning]*; and personal qualities *[individual and group responsibilities, self-esteem, sociability, self-management, and integrity]*.

   ◊ by the end of the twelfth grade provide students with substantial progress in acquiring increased competencies to productively use: resources *[allocating time, money, materials, space, and staff]*; interpersonal skills *[working on teams, teaching others, serving customers, leading negotiating, and working well with other people from culturally diverse backgrounds]*; information *[acquiring and evaluating data, organizing and maintaining files, interpreting and communicating, and using computers to process information]*; systems *[understanding social, organization, and technological systems, monitoring and correcting performance, and design or improving systems]*; technology *[selecting equipment and tools applying technology to specific tasks and maintaining and troubleshooting technologies]*.

◆ Redirect resources and emphasis of education to promote the development of the private productive sectors.

◆ Develop shared authority, responsibility and accountability with the community in operation, improvement and maintenance of schools.

◆ Provide for an adequately trained teaching and support staff with emphasis on competency in delivery of basic foundational skills and instruction in the private productive sectors.

◆ Collaborate and coordinate the use of financial and human resources with all segments of government and community to maximize resource usage and develop the local expertise needed for development of a sustainable education system.

Guiding Principles
for Education Program Design
and Decision Making in the
Federated States of Micronesia

To provide guidance in design of programs, projects and in the education decision making process a set of guiding principles have been developed. The principles are critical considerations which can increase the likelihood of programs and decisions having a positive and major impact on improving the educational system. The guiding principles for educational improvement in the FSM are:

(1)   A collective vision and mission.

(2)   Encouraging wide participation in planning, implementation and evaluation.

(3)   Planning for continuity in educational development.

(4)   Maximizing multiplier effects.

(5)   Establishing networks and building strong communities.

(6)   Catering to community based development of education.

(7)   Establishing and nurturing cells or centers of excellence.

(8)   Nurturing a spirit of commitment.

(9)   Ensuring accountability and efficiency in resource development and management.

(10)   Developing enabling policies and organizational systems.

(11)   Developing a climate for information-based decisions.

(12)   Creating an environment of flexibility for responsiveness and adaptation.

(13)   Creating a structure for personnel development where technical assistance is always within reach.

(14)   Priority on leadership and leadership development.

(15)   Language and Culture as an integral part of the reform process.

FSM Principles of Professional Development

1. **Linked to Overall Planning and Priorities Through a Comprehensive State Plan for Professional Development (CSPPD)** Training should not be ad hock, but should be based on an overall - comprehensive plan for professional development which reflects the **priorities** of the State and Nation for economic and social development. The CSPPD should be based on the need for a system wide approach to staff development. Incorporated into each State's CSSPD should be: (1) policies on how and when training occurs, decision making processes to determine training priorities, and procedures for selection of training participants; (2) mechanisms for establishment of individual, school or state performance expectations for each training activity or component; (3) mechanisms to provide support for implementation of training including materials, and <u>follow up</u> and <u>follow through</u> at the classroom, school, or work-site by principles, specialists, consultants or other support staff; (4) directed at developing teacher competencies rather than teacher degrees; and (5) assessment and evaluation procedures based on the performance expectations for the training activity or training component.

2. **Relevant** Professional development needs to be needs based and relevant to improving job performance. There also needs to be a clear understanding of the impact the training will have on future job performance. Performance indicators should be used to evaluate the impact of the training on actual job performance. External offers for training assistance should be reviewed to determine if they fit the needs for improvement of work performance.

3. **Methods of training** Training should also be relevant to the needs of FSM education staff and appropriate for implementation in FSM classrooms and work sites. It is recommended that for short term (and for portions of long term training) that case studies become a preferred methods for conducting training and staff upgrading. Case studies would assist in critical analysis of programs and their impact on learning. Case studies can also allow comprehensive reviews of programs and activities and the need for supporting systems.

4. **Developmental in Structure** In general, training should be focused, developmental and sequenced. Training taken has a whole should move staff to a desired degree of competence as set forth in performance indicators. The performance indicators should be related to actual improvement of staff work performance. To be most effective, training needs to be concentrated on a small number of major strands and not a large number of unrelated training activities.

5. **Local Expertise** If professional development is to be long term and developmental in nature, we must have local capability for delivery of training. The role of our National College needs to be emphasized and the concept of Training of Trainers needs to be actively set in place and in practice. Local expertise needs to cross State boundaries. When training needs are set we need to look first within our local educational agencies, to COM-FSM and the FSM NDOE, and finally to external technical assistance service providers. We would also recommend that when external technical assistance service providers are used that the training efforts be shared with local staff.

6. **Practice based** Training is not effective unless it can be successfully incorporated in work and job delivery. Training should be designed to emphasize how it will affect job performance.

7. **Assessment and Evaluation** Professional Development must be linked to assessment and evaluation tools. The primary mechanisms for assessment and evaluation should be the performance expectations developed for all training activities or training components. Assessment and evaluation should be based on what occurs in the classroom or workplace. Improved <u>Student Achievement</u> should be the final evaluation tool for professional development and all segments of the education system. Assessment and evaluation data should also be used to determine additional training needs and for modifications in the CSSPD.

8. **Follow through and follow up** Professional development must have mechanisms for follow through and follow up at the school and classroom level. We cannot expect teachers and principals to implement training without an adequate support structure at the school and in the classroom. Training activities should be followed up and followed through with materials support, morale support and critical observations by qualified staff.

9. **Preferred Sites and Times for Training** Training should be considered a year round activity - not just a summer program. Mechanisms and systems (see especially the section on technology below) should be developed to provided training and support to teachers through out the school year - <u>at the school site</u>. During the school year, efforts should be made to provide training to teachers prior to or after normal school instruction time.

10. **Role of Technology and What We can Learn from Industry** Technology is not the answer to all problems, but it can be a mechanism for improving the delivery of training and provide mechanisms for follow through and follow up to training at the school site. Concepts from industry such as "<u>training on demand</u>" and "<u>just-in-time learning</u>" should be viewed as models which can have a major impact on improving professional development. "Training on demand" and "just-in-time learning" would provide training at the school site, on topics needed immediately for improving work performance. The concepts also emphasize that technology allows individualization of training programs. With the move to four school days in many of our States and the budgetary reductions we need to look for ways to provide training in a cost effective manner which concentrates on the information and skills needed now to improve job performance right now. Technology can also provide assistance in ensuring training equity. We should not allow distance and remoteness of our local islands and distance schools to restrict training opportunities. We need to actively explore information technology solutions to improving communications and training of <u>all</u> staff. COM-FSM should be especially encouraged to explore distance education systems which would allow delivery of training at the school or even the home site of teachers and staff.

11. **Rewards and Incentives** Innovative means should be provided for a rewards and incentive support system. Research has shown that this is a key component necessary for implementation of change. Program design should seriously consider non monetary rewards and incentives to support professional development

12. **Self Directed Improvement** Programs and support systems which allow teachers to grow on their own or in small groups should be set in place and recognized as valid professional development activities. These might include greater access to information through a computer network or library system, self directed or small group directed content upgrading through in school seminars, accessing distance education programs over the Internet or through correspondence courses or a combination of the two, or by other means.

13. **Equity in Accessing Needed Training** All teachers and staff should have access to training as needed to improve student achievement and support services. Access should not be limited by remote island settings (technology solutions may be possible) or by source of program funding (applications have great flexibility in meeting locally determined priority areas in education).

FSM Principles for Assessment and Evaluation

1. Student achievement data and the impact of programs on student achievement should be the core for educational decision making and allocation of human and financial resources.

2. Improved means of assessing student achievement should be developed, but existing data and assessment tools should be used until better instruments are in place.

3. Assessment of teaching and learning should be continuous with accountability established at all levels.

4. Programs (in the broader sense: U.S. Federal Education Programs, 221 (b) Programs, but also regular curriculum activities such as Language Arts, Mathematics, Vocational Education) should be evaluated on a regular basis (3 years) for their impact on improving student achievement and meeting the educational needs of the FSM.

5. Clear and well defined goals and objectives need to be established at all levels of the education system and for individual programs to allow effective assessment and evaluation to take place.

6. Emphasis in assessment and evaluation should be for improvement of learning, not for attachment of blame. Assess and evaluate the system, not individuals.

7. Evaluation systems for teachers, principals and education support staff need to be improved and actively supported.

8. Assessment and evaluation data is public information to be shared with the community while respecting the individual rights of students.

9. Assessment and evaluation should show quantifiable "before and after" data on the impact of programs and improvement efforts.

10. Assessment and evaluation in the FSM needs to be looked at as a series of interlocking systems at the National, State, School and Classroom levels.

FSM Principles of Materials Development

The following are recommended as Principles for Materials Development and usage in the FSM:

1.   Reference grammars and dictionaries should be available in local languages.

2.   Instructional dictionaries and grammars should be available in local languages for use at appropriate grade levels. Initial emphasis is recommended to be placed on development of dictionaries.

3.   Children should have materials in their local languages for study in school.

4.   Children's introduction to English and other international languages should be through materials which are appropriate for students age, cultural setting, and in line with economic and social realities in the FSM.

5.   Materials should be developed in local languages <u>and</u> English to:

      a)   promote Micronesian customs, beliefs, and values,
      b)   promote the development of community role models,
      c)   provide content information on the productive sectors (agriculture, marine, and tourism), and,
      d)   promote development of National and State identifies.
      e)   give age appropriate materials for students instructional use.
      f)   ensure provision of quality teaching instructions and training for use of materials be considered part of the materials development process.
      g)   provide content related materials (science, social studies, mathematics) and thematic materials related to agriculture, marine & fisheries, and tourism.

6.   Materials should be developed in high quality, attractive formats. Innovative use of information technology might also allow use of "Print on Demand" whereby materials could be printed at the school or classroom level as needed. This approach could also allow adaptation of materials to fit local community conditions or to use local pictures and examples in a State or Nation based text.

7.   Materials can be print media, audio/visual, computer based or other means of transferring information.

8.   Innovative processes should be used for materials development. Students, teachers, other government agencies, and COM-FSM Students should all be considered as potential writers and materials developers. The FSM NDOE, NLCI and State DOE's should develop processes for rapid development of high qualities material appropriate to local conditions.

9.   Exchange of locally developed materials should be the norm. This would include local language materials for use in other States and English materials developed in any State as use throughout the FSM.

10.   Materials should be copyrighted by the organization developing the materials, but for acknowledgment purposes only, not for restricted use.

11.   Materials developed by other government agencies, such as R&D, the private sector, religious organizations should be considered for use in the school system with editing and development of teacher materials as needed. Maximum use should be made of newspaper and magazine articles, government and business pamphlets and reports, and other "real world" reading materials as the basis of instructional materials.

12.   Textbooks and other materials used in schools should be reviewed for their appropriateness not only in skills development, but for values and content information.

NATIONAL LANGUAGE POLICY
in the
Federated States of Micronesia

A CONCEPTUAL FRAMEWORK

by Tony Tawerilmang

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Foreword

This Concept Paper on development of National Language Policy in the Federated States of Micronesia was developed by Mr. Tony Tawerilmang of Yap State under contract to the FSM National Department of Education.

The Concept Paper is designed to generate discussion and comment from throughout the Micronesian community leading to development of a FSM National Language Policy. Please direct comments and suggestions to:

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NATIONAL LANGUAGE POLICY IN THE FSM
A CONCEPTUAL FRAMEWORK

I. INTRODUCTION

The first Federated States of Micronesia National Economic Summit and the MegaConference identified language as an issue to be addressed as a underpinning issue to economic, social, and political development. Consequently, the FSM Department of Education has been tasked to lead the effort in developing a national language policy that would provide for an over guiding framework, under which each of the state language efforts / policy can be developed. The intent is to identify and examine language issues that the nation is faced with and provide a guiding framework and principles that will assist in preserving and strengthening native languages while provide improved use of English and other languages of importance to the FSM.

This conceptual framework will provide a brief summary of language background in the region, examine existing language issues and trends and provide justification and recommendations for possible courses of action to be taken as initial steps toward the formulation of a FSM National Language Policy.

II. BACKGROUND:

In examining the historical background of language usage in the Micronesian region, indigenous languages such as Yapese, the Chuukic continuum (Lagoon Chuukese, Mortlockese, Weite Dialect, Western Dialect, Woleaian, Satawalese, Ulithian, Saipan Carolinian and Sonsorolese), Pohnpeian, Kosraean and Kapingamarangian/Nukuoran were the first languages used as medium of communication across this region of the Pacific.

The arrival of the Spanish Missionaries in the 1700's ushered in for the first time a foreign language which exposed the indigenous languages to a series of events that resulted in their permanent corruption, and marked the beginning of a barrage of assault on the indigenous languages that is present to this day. Following the Spanish was the German colonialization of Micronesia and the introduction of the German language into the fiber of Micronesian societies. The end of World War I brought about the Nipponization of Micronesia. This policy called for the formal teaching of Japanese in schools throughout Micronesia. Finally, at the end of World War II, the use of the English language was introduced and has been since taught and used at every level of our Micronesian Societies. Throughout the century of foreign dominance in the islands, Religion has been instrumental in putting some of the vernaculars in written form, such as the Bible and other religious sermons.

In retrospect, of all the foreign languages that have come in contact with the various indigenous languages, perhaps English, having been in contact with the indigenous language the longest, has had the most influence.

III. CURRENT STATUS AND LANGUAGE TRENDS

A. STATUS

The FSM is a multilingual/multicultural nation. It does not have a national language of its own. Each of the states has it's own language(s) fragmented by regional dialects. There is no one particular indigenous language common to all of the FSM citizens. The most widespread language is the Chuukic Continuum. However this language continuum is also limited to certain parts of the region as well. In the absence of a common indigenous language across the region, English is used as the lingua franca, spoken by the majority of the citizens.

Currently all of the states in the Federated States of Micronesia have adopted English and the respective indigenous languages as their official state languages, and this is recognized in each respective state constitution. In spite of this equal recognition, English tends to dominate and prevail over the indigenous languages.

There are two slightly different environments in which language can be classified or categorized in the FSM States; the Outer Island / Outer Village Environment and the State Center Environment. The Outer Island /Village Environment, because of its geographic isolation has continued to use the indigenous language in everyday activities and this is the language spoken at home. English is learned at school. In the state center, the environment is different. The influx of migration from both the outer islands and the outside in to the center have forced people to use English as a medium of communication, more so in Yap and Pohnpei where different distinct languages and dialects are present within the state. Increased inter-state migration is an additional factor also that encourages the use of English as the mode of communication.

The government's publications and communication are done in English. Very few publications are printed in the vernacular, though, from time to time, when necessitated by circumstances, efforts are made to avail documents to the general public. An example is the Compact of Free Association with the United States.

The prevailing attitude toward the indigenous language at the home front is rather gloomy. Parents view the English language as the gateway to success and better things in life, thus; they encourage their children to learn it. Some even encourage the use of English as the medium of communication at home, (especially at the state center) as a mean to accelerate children's English acquisition rate. In some instances, children cannot count to ten in the vernacular, let alone write a complete sentence.

Additionally, the speakers of the different indigenous languages, in some cases intentionally, and in some inadvertently, have not come to grasps and/or choose to ignore the extent and seriousness of the damage that has taken place within each respective native language. The attitude is one that "We speak the language, therefore, it will not be lost." Unbeknownst to many, impact upon the native languages by foreign influences and dominance, has silently taken its toll.

The indigenous languages, through time have come to be associated with shame, disrespect and with an inferiority complex as a result of its attributed "backseat" roles in the development of these islands. This labeling has caused people, in some cases to shy away from using their indigenous language.

In the schools, the teaching of the indigenous languages is limited to, in most instances first to third grades. Though by mandate, it is to be taught up to the eighth grade in some states.

The mandate that the vernacular be taught and be used as the medium of instruction for grades 1 to 3 is not enforced at some schools. This is partially due to the heterogeneity of student composition with different speech pattern and dialects in a particular school/classroom. This is complicated by the teacher's inability to speak the indigenous language of students in the classroom(s). In the final analysis, English is reverted to as a medium of instruction. These students are forced to use English to communicate with one another. Materials available for instructional used in the vernacular are very minimal as opposed to materials printed in the English language which are much more plentiful.

B. TRENDS

The role that the English language plays in the Micronesian society is becoming ever increasingly dominant. The fact that it is a constitutional mandate to be the official language of each of the individual states and is also the only language common to all the people in the Federation, speaks to the importance and influential role that it has in our society. Of all the languages spoken in FSM, English has the highest literacy rate among its citizens and as this rate increases, it widens the gap of literacy in the indigenous languages. Even so, the proficiency level in both English and the vernacular is very low. For example, results from the 1995 FSM Standardized Examinations show that about 58% of six graders in the FSM read at a first grade state side level; 51% of these students read at a second grade level; and only 22% can read at a 6th grade state side level. With 8th grade students tested in the FSM, 63% of them read at a 2nd grade state-side level, 59% read at a 4th grade reading level and 42% read at a grade 6 level. Only half of 10th graders tested can read on a 10th grade state-side level.

The dominant role that the English language plays in shaping the economic, political, and social development of the nation is an undeniable fact.

The indigenous languages, because of the dominant role and the high status the English language has come to enjoy, have paid a terrific price. English terminology, concepts and words have infiltrated and found their way into the indigenous language. It is not uncommon to hear people speaking in their own language, interjecting English words once or twice in a single sentence. So much so, that some vernacular words are even replaced by English words completely. In some cases, using the proper vernacular term(s) has become to sound strange and in some instances has taken a negative connotation and/or derogative meaning which further discourages people from using them. Furthermore, in spite of past effort to develop the indigenous languages, they have not experienced any growth at all. They have not been able to accommodate new concepts, terminology, and ideas in a systemic way.

In the Micronesian society, some of its languages have different levels for different usage. For instance, in Pohnpei there are two types/levels of languages. One is used by the lay men and the other is used when addressing a person(s) from a high class or clan. The former is dying out and is only spoken by few people. In other instances, special words and titles are used to address special age groups, and to show relationship and respect, to mention a few. These are seldom used, especially by school age children and young adults as well. These words along with their meaning are slowly and gradually fading away.

The "elite" in the top government echelon in some instances have chosen to converse in English rather than their own language. Perhaps they found that they can easily articulate a point or a concept in English rather than their own language. The nature of the work in the government, as well as the private sector, and in much of our daily interaction for that matter is based on foreign concepts these days. These concepts can be explained in the vernacular in a round about way, but can be succulently articulated in English. The multilingual characteristics of our government contribute directly to this situation.

IV. ISSUES

The followings are issues and concerns regarding language that currently exist in the FSM and that need to be addressed because they play an important role the formulation and planning for a National Language Policy.

A. The teaching of the indigenous languages needs to be mandated and formalized in the classroom.

B. Dictionary/Reference Grammar: Only some of the indigenous language have their own dictionary and/or reference grammar. These are not comprehensive, as new words and concepts have formed since their publications. Their entry is in the vernacular while the text is in English. If the intent is to maintain and strengthen the indigenous languages, then the Dictionaries and Reference grammars should all be in the vernacular. These reference materials could be made as such so to augment and support the vernacular language art effort in the classroom. Each of the different States, are in different stages of development regarding these reference materials. These issues have to be resolved at the State level.

C. Orthography: In some of the FSM States, proposed new and standardized orthographies have not been formally adopted by the respective governments. Some of the indigenous languages have not developed their new orthography just yet. In some of the states, proposed new and standardized orthographies are meeting opposition from the general public. This opposition is due partially to the fact that it is new and people do not understand it well. There is little or no effort to educate the public so that there is greater understanding. The states are in a better position to address this particular language issue.

D. Some schools do not teach vernacular at all, and some schools have opted for 'English only' as the medium of instruction (particularly in the high school levels).

E. Publication of locally developed materials in the vernacular is minimal and is not well organized for classroom usage. Additionally, the quality of English materials is higher and more attractively packaged.

F. English and the indigenous languages are not afforded equal treatment in the classrooms. English is emphasized over the vernacular.

G. Existing attitudes and values among people in our communities lends themselves to the inferiority complex labeling of the indigenous languages.

H. The general public is not attentive and apprehensive to the consequences of loss of culture through the loss of language.

I. The leadership, both the traditional and non-traditional, in each entity must support the effort to develop and strengthen our language and culture. They must possess some understanding on the concept of language acquisition.

J. Language instruction in the classroom has not been based on research on language acquisition and role of first languages in development of cognitive skills.

V. CULTURE AND LANGUAGE

Culture is the heart of language. Language is the process of naming and renaming our environment - a process of defining and redefining ourselves as Yapese, Chuukese, Pohnpeian, Kosraeans, and as a Micronesian. Language defines who we are and how we think. It is almost the quintessence of thought, of cognitive domains.

Language is never taught or learned in the abstract, but in the context of behavior. Once you know what is inside fundamentally, how you label things you see every day and how you express yourself about them - you also acquire a notion of how to behave in the setting in which you are in. These self expressions, and other determinants of behavior are elements that dictate and establish the patterns of a culture. These expressions and dictation formulate the language that perpetuates the various elements that when combined, forms a culture. Thus, language is the web by which our culture is suspended. To sever the web (loss of language) is to propel our culture and our very existence as a unique people into obscurity, an unfortunate occurrence that has led to loss of identity in many island societies in the Pacific.

Research has indicated that unless the mother tongue is fully developed before trying to learn a second language or unless the first language is learned concomitantly with the second language(balanced bilingualism), a child will not be able to retain the first language, and the second language ability maybe low which will impede cognitive development.
Existing practice now is that before mastery in the first language is attained, students are subjected to learning the second language. The reality of it is that the second language is edging up on the first language even before it is fully developed.

The mastery of the first language is essential both for preserving and strengthening the local language and also for improved acquisition and use of other languages. Through it, a child finds his way in to a new or a second language. Complex problems and sophisticated thinking skills can be transferred from the first language to a second language, if mastery is attained in the first language. When children lose the first language they are left with nothing to pin down the new one. When they are caught in between, the ability to employ higher order of thinking skills is deprived and minimized.

While it is imperative that mastery of the first language is to take place, political, social and economic situations of the nation call for strengthening of multi-lingualism and multiculturalism. Children of this nation must be multi-literate to meet the challenges that this nation face now and into the future.

Language Tables from FSM 1994 Census

Table P23. Languages Spoken and Spoken at Home, by Usual Residence, FSM: 1994
[For definitions of terms and meanings of symbols, see text]

Languages Spoken	Total	Yap Total	Yap Proper	Outer Islands	Chuuk Total	Northern Namoneas	Southern Namoneas	Fai-chuk	Mort-locks	Oksor-itod
ALL LANGUAGES SPOKEN										
Persons 5+ years	89,652	9,702	6,017	3,685	44,879	14,548	10,059	10,371	5,563	4,338
Yapese	5,605	5,417	4,996	421	37	26	3	1	1	6
Ulithian/Woleaian/Satawalese	4,205	4,087	520	3,567	27	13·	–	–	6	8
Chuukese/Mortlockese	47,489	131	71	60	44,154	13,927	9,997	10,346	5,558	4,326
Pohnpeian/Sapwuahfikese	26,616	58	54	4	412	212	52	26	102	20
Mwoakilloan	1,919	1	1	–	1	1	–	–	–	–
Pingelapese	1,960	1	–	1	12	9	–	2	1	–
Polynesian	1,632	4	2	2	–	–	–	–	–	–
Kosraean	6,690	11	11	–	38	31	–	2	–	5
English	41,856	5,960	4,126	1,834	18,504	7,309	3,533	3,762	1,719	2,181
Asian	3,409	864	813	51	957	468	153	202	79	55
Other language	1,092	323	303	20	164	103	16	20	12	13
FIRST LANGUAGE REPORTED										
Persons 5+ years	89,652	9,702	6,017	3,685	44,879	14,548	10,059	10,371	5,563	4,338
Yapese	5,243	5,143	4,772	371	13	10	2	–	–	1
Ulithian/Woleaian/Satawalese	3,737	3,653	375	3,278	5	1	–	–	–	4
Chuukese/Mortlockese	44,492	37	32	5	42,362	13,058	9,584	10,063	5,508	4,149
Pohnpeian/Sapwuahfikese	20,117	22	21	1	47	30	9	6	2	–
Mwoakilloan	1,424	1	1	–	–	–	–	–	–	–
Pingelapese	1,390	–	–	–	4	3	–	1	–	–
Polynesian	1,435	1	1	–	–	–	–	–	–	–
Kosraean	6,216	10	10	–	7	6	–	–	–	1
English	3,699	230	204	26	2,130	1,174	442	288	47	179
Asian	1,528	452	452	–	282	247	22	8	1	4
Other language	371	153	149	4	29	19	–	5	5	–
SECOND LANGUAGE REPORTED										
5+ years with 2nd language	45,989	6,413	4,374	2,039	18,710	7,159	3,609	3,894	1,837	2,211
Yapese	214	156	127	29	16	11	–	–	–	5
Ulithian/Woleaian/Satawalese	338	320	88	232	12	9	–	–	1	2
Chuukese/Mortlockese	2,553	31	14	17	1,678	796	402	274	41	165
Pohnpeian/Sapwuahfikese	5,499	8	7	1	205	89	20	7	75	14
Mwoakilloan	303	–	–	–	1	1	–	–	–	–
Pingelapese	400	–	–	–	4	2	–	1	1	–
Polynesian	148	1	–	1	–	–	–	–	–	–
Kosraean	329	1	1	–	21	18	–	–	–	3
English	34,449	5,491	3,773	1,718	16,216	6,048	3,073	3,453	1,655	1,987
Asian	1,399	330	292	38	500	145	109	156	62	28
Other language	358	75	72	3	57	40	5	3	2	7
LANGUAGE OF PERSONS SPEAKING ONLY ONE LANGUAGE										
5+ years with 1 language	43,663	3,289	1,643	1,646	26,169	7,389	6,450	6,477	3,726	2,127
Yapese	1,251	1,243	1,213	30	–	–	–	–	–	–
Ulithian/Woleaian/Satawalese	1,713	1,709	98	1,611	–	–	–	–	–	–
Chuukese	25,824	5	4	1	25,646	6,951	6,394	6,460	3,721	2,120
Pohnpeian/Sapwuahfikese	10,012	–	–	–	4	2	–	1	1	–
Mwoakilloan	208	–	–	–	–	–	–	–	–	–
Pingelapese	418	–	–	–	1	1	–	–	–	–
Polynesian	478	–	–	–	–	–	–	–	–	–
Kosraean	2,228	–	–	–	1	–	–	–	–	1
English	707	39	37	2	355	285	53	11	–	6
Asian	776	285	285	–	147	142	3	2	–	–
Other language	48	8	6	2	15	8	–	3	4	–
LANGUAGE USUALLY SPOKEN AT HOME										
Persons 5+ years	89,652	9,702	6,017	3,685	44,879	14,548	10,059	10,371	5,563	4,338
Yapese	4,840	4,720	4,692	28	8	8	–	–	–	–
Ulithian/Woleaian/Satawalese	5,501	4,600	959	3,641	167	163	–	2	–	2
Chuukese	46,389	28	25	3	44,184	13,968	10,010	10,338	5,550	4,318
Pohnpeian/Sapwuahfikese	20,015	16	15	1	46	39	2	4	1	–
Mwoakilloan	1,569	2	2	–	1	1	–	–	–	–
Pingelapese	1,755	1	–	1	6	6	–	–	–	–
Polynesian	1,464	1	1	–	2	2	–	–	–	–
Kosraean	6,242	10	9	1	13	13	–	–	–	–
English	1,420	199	192	7	330	240	45	21	7	17
Asian	180	3	3	–	91	86	2	2	–	1
Other language	277	122	119	3	31	22	–	4	5	–

Source: 1994 FSM Census

Appendix G - 1

Table P23. Languages Spoken and Spoken at Home, by Usual Residence, FSM: 1994al Residence: 1994 — continued
[For definitions of terms and meanings of symbols, see text]

Languages Spoken	Total[3]	Pohnpei Madole-nihmw[3]	U[3]	Nett[3]	Sokehs[3]	Kitti[3]	Kolo-nia[3]	Outer Islands[3]	Kosrae[3]
ALL LANGUAGES SPOKEN									
Persons 5+ years	28,676	4,220	2,595	5,058	4,945	4,277	5,755	1,826	6,395
Yapese	142	24	6	42	11	2	56	1	9
Ulithian/Woleaian/Satawalese	91	4	1	31	2	1	51	1	–
Chuukese	3,161	308	45	481	1,841	56	425	5	43
Pohnpeian/Sapwuahfikese	25,727	4,125	2,588	4,337	4,320	4,254	4,884	1,219	419
Mwoakilloan	1,895	106	13	75	649	21	830	201	22
Pingelapese	1,922	75	2	88	1,083	2	255	417	25
Polynesian	1,623	16	8	78	12	24	727	758	5
Kosraean	632	20	22	135	82	15	344	14	6,009
English	13,733	1,562	1,144	2,502	2,354	1,810	3,631	730	3,659
Japanese	1,108	101	70	329	81	123	380	24	480
Other language	423	67	13	117	43	14	160	9	182
FIRST LANGUAGE REPORTED									
Persons 5+ years	28,676	4,220	2,595	5,058	4,945	4,277	5,755	1,826	6,395
Yapese	82	15	6	27	4	–	30	–	5
Ulithian/Woleaian/Satawalese	79	4	–	25	1	1	47	1	–
Chuukese	2,083	67	10	251	1,522	3	230	–	10
Pohnpeian/Sapwuahfikese	19,909	3,894	2,521	3,857	1,913	4,210	3,103	501	49
Mwoakilloan	1,419	42	2	31	501	3	646	194	4
Pingelapese	1,378	50	1	71	653	1	188	414	8
Polynesian	1,432	7	1	48	6	13	654	703	2
Kosraean	321	3	1	79	34	2	202	–	5,878
English	1,248	101	42	440	282	30	342	11	91
Japanese	470	8	11	179	17	8	247	–	324
Other language	165	29	–	50	12	6	66	2	24
SECOND LANGUAGE REPORTED									
5+ years with 2nd language	16,960	1,896	1,227	2,708	3,804	1,938	4,363	1,024	3,906
Yapese	39	5	–	13	7	2	12	–	3
Ulithian/Woleaian/Satawalese	6	–	–	5	–	–	1	–	–
Chuukese	828	212	14	163	266	41	128	4	16
Pohnpeian/Sapwuahfikese	5,119	204	56	401	2,229	36	1,568	625	166
Mwoakilloan	291	47	7	23	98	10	103	3	11
Pingelapese	384	13	–	8	311	1	49	2	12
Polynesian	144	7	5	18	4	10	56	44	3
Kosraean	220	10	10	36	36	7	109	12	87
English	9,338	1,309	1,081	1,883	794	1,740	2,210	321	3,404
Japanese	456	72	47	116	43	89	78	11	113
Other language	135	17	7	42	16	2	49	2	91
LANGUAGE OF PERSONS SPEAKING ONLY ONE LANGUAGE									
5+ years with 1 language	11,716	2,324	1,368	2,350	1,141	2,339	1,392	802	2,489
Yapese	7	1	–	4	–	–	2	–	1
Ulithian/Woleaian/Satawalese	4	–	–	3	–	–	1	–	–
Chuukese	172	3	–	39	116	–	14	–	1
Pohnpeian/Sapwuahfikese	10,006	2,282	1,361	2,062	763	2,326	931	281	2
Mwoakilloan	208	–	–	–	95	–	91	22	–
Pingelapese	417	2	–	13	146	–	25	231	–
Polynesian	478	–	–	7	1	7	198	265	–
Kosraean	47	–	–	17	2	–	28	–	2,180
English	277	23	6	161	14	3	68	2	36
Japanese	77	–	1	41	4	–	31	–	267
Other language	23	13	–	3	–	3	3	1	2
LANGUAGE USUALLY SPOKEN AT HOME									
Persons 5+ years	28,676	4,220	2,595	5,058	4,945	4,277	5,755	1,826	6,395
Yapese	110	15	–	39	6	1	49	–	2
Ulithian/Woleaian/Satawalese	441	13	3	189	16	3	217	–	293
Chuukese	2,166	53	1	303	1,596	6	207	–	11
Pohnpeian/Sapwuahfikese	19,909	3,970	2,543	3,829	1,670	4,235	3,165	497	44
Mwoakilloan	1,565	44	–	67	557	2	700	195	1
Pingelapese	1,741	55	–	76	1,006	–	188	416	7
Polynesian	1,461	5	–	55	7	13	672	709	–
Kosraean	293	1	6	79	29	–	178	–	5,926
English	825	32	40	364	49	12	320	8	66
Japanese	48	3	2	15	1	2	25	–	38
Other language	117	29	–	42	8	3	34	1	7

Source: 1994 FSM Census

Appendix G - 1

FSM Language Policy Workshop Participants
January 20 - 24, 1997

Name	Title	Organization	Address	Phone Fax e-mail
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Jefferson Benjamin	Vice Speaker	Kosrae State Legislature	Kosrae, FM 96944	691.370.3019 691.370.2177
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Robert Nakasone	Legislative Aide	Pohnpei State Legislature	P.O. Box 114 Pohnpei, FM 96941	691.320.2750 691.3202752

National Language Institute (Budget)

PERSONNEL

Item	No.	Cost/Item	Housing	Fringe 5.50%	Total	Line Item Totals
Project Director	1	25,000.00	7,200.00	1,375.00	33,575.00	
Linguist	1	22,000.00	7,200.00	1,210.00	30,410.00	
Admin.Assist.	1	10,000.00		550.00	10,550.00	
Total Full Time Personnel						**74,535.00**
Work Study Students	5	$2.50*20 hr*40weeks			2,000.00	**10,000.00**
Professional Contracts					30,000.00	

TRAVEL

Project Director					4,000.00	
Linguist					4,000.00	
Total Travel						**8,000.00**

SUPPLIES
Software

Administrative	2	1,000.00			2,000.00	
Linguist	6	500.00			3,000.00	
Consumable Supplies					6,000.00	
Postage					1,000.00	
Printing					1,000.00	
Reference Materials					5,000.00	
Total Supplies						**18,000.00**
Repairs of Equipment					1,000.00	**1,000.00**
Communication					3,000.00	**3,000.00**
Other-Miscellaneous					4,000.00	**4,000.00**

Recruitment*

Administrator					10,000.00	
Linguist					10,000.00	
Total Recruitment						**20,000.00**

First Year Operational Costs before Indirect	**$138,535.00**
Indirect Costs (8%)	**$11,082.80**
First Year Operational Costs with Indirect	**$149,617.80**

FIRST YEAR ONLY COSTS

Computers & printer

Item	No.	Cost/Item			Total	Line Item Totals
Administrator	3	3,000.00			10,000.00	
Linguist	4	3,000.00			12,000.00	
Administrative Assistant	2	2,500.00			5,000.00	
Consultants/Work Study	3	2,500.00			7,500.00	
Total Computers						**34,500.00**
Desks & Chairs					1,000.00	**1,000.00**
Filing Cabinets					1,000.00	**1,000.00**

| Other furniture | 3,000.00 | **3,000.00** |

TOTAL FIRST YEAR FURNITURE/COMPUTER COSTS   **$39,500.00**

TOTAL COSTS - FIRST YEAR ONLY   **149,617.80**

FSM National Language Policy Development
Position Paper
FSM Language & Cultural Institute

Background: The FSM 1st Economic Summit and succeeding education MegaConference placed great emphasis on the preservation and strengthening of languages and cultures in the FSM in addition to promoting the economic growth of the Nation. Specific recommendations were made to develop a National Language Policy (NLP) in 1996 with State Language Policies in 1997. A major piece of the implementation plan for the NLP is the recommended creation of a FSM National Language and Cultural Institute NLCI. As with the Economic Summit and MegaConference Communiqués, emphasis is not on a static – preservation effort, but the creation of a pro active approach to use of language and culture as a motivator for economic and social development. As such a NLCI would focus not only on local languages and cultures but emphasize high competence also in English and other languages such as Japanese, Chinese, etc. to support the economic and social development of the Nation.

The NLCI should work closely with the Micronesian Language Institute at the University of Guam.

The NLCI would be a joint effort between the FSM NDOE, COM-FSM, the FSM States Departments of Education. Activities would be designed to support, complement and extend activities in the States.

Mandate: To promote the linguistic and cultural development of the FSM by:

A. Supporting the development and expansion of local languages
1. Assisting in the developing new reference dictionaries and revising and improving existing dictionaries
2. Assisting in the developing new reference grammars and revising and improving existing reference grammars
3. Assisting in the development of instructional materials for FSM languages
B. Improving competence in English and other international languages of importance
C. Research
1. Local languages
a) Linguistics issues for FSM languages
b) Words and meanings and their histories
2. Language acquisition strategies for Pacific Islanders
a) Traditional strategies of language acquisition
b) Cognitive skill development
c) Acquisition strategies for English and other languages
3. Assessment of language competence
a) Assist in the development of assessment instruments for local languages
b) Assist in the identification of assessment instruments for English
c) Assist in the identification of assessment instruments for others languages: Japanese, Chinese, etc.

D.   Training
       1.   Provide for the development of professionals in the areas of local and other languages
       2.   Training for educators
            a)   Training in instruction of local languages
            b)   Training in improved teaching strategies
            c)   Upgrading of language skills in
                (1)   Local languages
                (2)   English
                (3)   Other languages
E.   Be a resource and research center for
       1.   Cultural issues
       2.   Historical issues
F.   Be a distribution and resource center for all of the above issues.
G.   Actively promote the use of information technology in operation of the center.
H.   In cooperation with the FSM NDOE, State DOEs, and COM-FSM timely reports on the status of language use and competence in the FSM.

The NLCI would be a focal point for the strengthening and development of local languages and improving language skills in English and other international languages.

Location: The NLCI is recommend to be located at the main COM-FSM campus in Palikir, Pohnpei with services and assistance also provided through the extension campuses in each state. COM-FSM is requested to provide space within the existing structures at the college.

Governance: The NLCI would be jointly operated by the FSM NDOE and COM-FSM with a Council of providing policy guidance. Members would include Chairman of State of Local Language Commissions, one member appointed the by President from each State with the advise of State Governors. The FSM Secretary of Education and President of COM-FSM would be ex-officio members of the Council.

Fiscal agent: COM-FSM would act as the fiscal agent for the NLCI.

Staffing: The NCLI would be staffed by a full time director with expertise in processes (how to set up programs and programs), a linguist, and administrative/clerical staff. Consultants would be hired on a need basis.

Costing: An estimate of the costs: (attached)

Sources of funding: FSM Congress and State Legislatures [BASIC FUNDING], grant applications, foundations. and international organizations [SUPPLEMENTAL FUNDING].

VI. ROLE OF LANGUAGE

Language is the fiber that connects us together and also connects us to the outside world. As a developing Nation, the need to have a strong and firm inter - link between the different indigenous people within the region, as well as to the outside world to promote our Political, Social and Economic endeavors is paramount. It is the key to accessing the world resources. As a nation, we need to have a common language that would facilitate collaborative planning for developmental purposes. Language also serves as a forum by which a sense of national unity, national identity, and cooperation may be forged, constructs that are required for effective planning for the future of the nation.

Language also serves as a connection to our cultural heritage and our history. A strong cultural heritage background leads to pride, confidence and sense of identity. Having endured a century of foreign dominance of various cultures, we must maintain that connection to our heritage that have helped up emerged at the end dazed and tainted, but nevertheless very much alive and vibrant as a culture. Now is the time to set our course and translate discussion into action plans for immediate implementation.

In view of the above propositions, the FSM States need a tri-vocal language situation whereby two languages coexist, each serving a purpose for the advancement of the nation. Two options need to be examined. One, there is a need for a language that will link the various jurisdictions of the nation together. Since English has already taken a head start on this, more than any other languages both in and outside of the Federation, it would seem logical to suggest that it become the official language of the nation. To debate on an alternate possibility is not economically viable in view of the nations' political, economic, and social status.

Two, the indigenous languages, because of the role they play as catalyst for keeping our culture alive and vibrant, should coexist as the official languages of the respective states. To contemplate the possibility of one becoming the official national language is an economic impossibility and would not be to the best interest of our growth as a developing nation. The indigenous languages should undergo both language reversal (status planning) and revitalization (corpus planning). We need to shift the existing trend from that of moving toward a benign neglect state to examining circumstances in which we can move into a more prominent role. We need to have a multi-modal situation where communication and publications are used in both languages. Expanding the local language domains and using them in formal documentation and legal proceedings is important to elevate this role into a more prominent one.

Consequent to the aforestated roles of language in our society, particularly the direct influence it has on the political, social and economic development of the Federation, a careful plan of how language should be treated and how they should play out their role should be formulated for the Nation and the individual States.

VI. RECOMMENDATIONS

Language Policy is a set of strategies devised intentionally to shape speech pattern and to determine roles language plays in a given community(ies). It should dictate within the

limitation of resources and only to attain specific established goals. It also focuses upon the solution to identified language problems. The following steps should be effectuated.

First, authorization and support must be secured at the political level-both government and traditional system in developing language policy.

Second, fact finding to determine specific language problem(s). This includes determining language attitudes, constraints, tendencies, cultural, social and economical parameters within a community. Issues to be considered in the initial fact finding phase of the planning follow.

- Standardization: The language of the nation should be uniformly accepted through out the Federation. An official language should be determined for the Nation.

- Modernization of the indigenous languages must be planned so that they do not stagnate into history. Coining of words and phrases to convey concepts and terminology and orthographically reforms need to take place.

- Strategies for perpetuating and developing both local and the English language must be planned so one is not done at the expense of the other.

Third, goals, strategies and outcomes are devised based on the problems and constraints identified in the fact finding stage.

Fourth, the plan is formally adopted at the political level.

Fifth, the political, educational, economic, social and other authorities and institutions are mobilized to partake in the implementation of the plan.