Review of the Context for a Language Roadmap in the State of Hawai‘i: Economic, Demographic and Educational Factors

Discussion Paper for the Hawai‘i Language Roadmap Initiative

March 2013

c-co-sponsored by
University of Hawai‘i at Mānoa
The Language Flagship

prepared by the
Hawai‘i Language Roadmap Initiative Team
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Review of the Context for a Language Roadmap in the State of Hawai‘i: Economic, Demographic and Educational Factors

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INTRODUCTION

During the past decade, a variety of U.S. government agencies have returned to a long-standing concern with inadequate skills in languages other than English, often called “world languages,” across a range of specialized and general domains of the U.S. public. This renewed concern, articulated at the Federal level initially, has resulted in the development of national strategies and programs to address the lack of professionals with foreign/world language skills. In many cases these have been outgrowths of initiatives undertaken by and through the National Security Education Program (NSEP) and its Language Flagship Centers.

Since 2007 The Language Flagship has sponsored several Language Roadmap Initiatives to explore state-level demand for language proficient individuals. Language Summits and commensurate production of “language roadmaps, have been carried out in Oregon, Ohio, Rhode Island, Texas, and Utah.

The aim of the Language Roadmap Initiatives has been to provide a preliminary assessment of demand for and provision of education and training in languages other than English: world languages. These multi-month initiatives result in state- and local-level “roadmaps” intended to foster the further development of language education and training programs at various levels of the specific states. The end result coordinates educational, business, and community support for the creation of a multilingual workforce for that state.

This document provides economic and demographic data to set the context for workforce need within the state of Hawai‘i. Additionally, it includes results from interviews with a range of informants in government and business regarding the current and future need for language skills in the state -- and the current ability to provide these skills. This material is intended to encourage participants in the Hawai‘i Language Summit in their discussions of the present and future demand for language and culture skills in Hawai‘i and their review of our current and projected capacities to meet this. Statements included here are intended to spark debate, exchanges, and further investigation -- they are not in any way intended to indicate an extended analysis or final word. The outcomes from the Summit, as well as from the subsequent Working Groups, will provide the basis for further discussion and insights that will inform positions to be taken and suggestions to be made in the final Hawai‘i Language Roadmap.
STEPS TOWARD THE CREATION OF A LANGUAGE ROADMAP FOR HAWAI‘I

Each of the state Language Roadmap Initiatives has followed the same basic process.

● A Language Summit, consisting of an all-day session that focuses on the demand for language skills in the workforce, in government, and throughout the state, will begin the state’s effort.

● After the Language Summit, select participants will engage in Working Groups to investigate ways of addressing state language needs with policies, educational and community initiatives, and engagement from the business sector.

● The end-product is a Language Roadmap for the state of Hawai‘i. This will be a plan that brings together the need with proposed actions in the short-, medium-, and long-term.

LANGUAGES IN HAWAI‘I AND CURRENT POPULATION DEMOGRAPHICS

The most recent U.S. census asked its respondents to answer questions about spoken language fluency. From this data set (the US Census American Community Survey of 2011), we find the following:

Of the approximately 1.2 million people in Hawai‘i, about 75% speak only English at home. 11.2% of the state’s population speak English “less than ‘very well.” The top three languages spoken at home other than English are Tagalog (4.4%), Japanese (4.03%), and Ilokano (3.73%). Other languages in descending order of frequency spoken at home include Chinese (2.31%), Spanish (2.1%), Korean (1.44%), Hawaiian (1.41%), and Samoan (1%). All other languages included in the survey were spoken by less than 1% of Hawai‘i’s population.¹

Consequently, there are still large pools of heritage language speakers in the state of Hawai‘i. The potential for heritage language speakers to attain high levels of proficiency is of course great. It is a matter yet to be explored in detail what use is being made of this population locally.

¹ Data from U.S. Census American Community Survey report of Language Use by state for 2006-2008. So far we have not encountered published surveys (besides the ACS done by the Census Bureau) which document second language ability in Hawai‘i beyond “speaking another language at home”. Some detailed components of the latest Census remain to be released.
Language Spoken in the Home

Hawaii population: 1.2 million

- English: 75.16%
- Tagalog: 4.40%
- Ilokano: 3.73%
- Japanese: 4.03%
- Spanish: 2.10%
- Other Indo-European: 1.48%
- Korean: 1.44%
- Other Asian Languages: 1.03%
- Hawaiian: 1.41%
- Samoan: 1.00%
- Other Pacific-Islander Languages: 1.77%
- Other Languages: 0.12%
STATE PLANNING FOR LANGUAGE ACCESS

In 2007, the Hawai‘i State Legislature established the Office of Language Access\(^2\) to assist State agencies in implementing Hawai‘i’s Language Access Law (HRS 371-31 to -37) and “to ensure that no person is denied access to State or State-funded services due to their limited ability to speak, read, write, or understand the English language.” For the most part, State agencies comply with this law by providing interpretation services and translated materials free of charge.

Beyond needing language skills for a variety of working professionals, there are situations in business and in state governments where interpreters and translators are needed. The Office of Language Access is charged with providing interpretation and translation services for many government agencies. They need a pool of professionals able to deliver these services throughout the state.

OLA assists State agencies to draft their language access plans, produces a quarterly newsletter, hosts an annual Language Access Conference, produces multilingual posters and PSAs for agencies, processes complaints about limited language provision, engages in community outreach to increase public awareness, and holds training workshops for State and county employees. In its 2011 annual report, the OLA reported being fairly successful in accomplishing its goals. It was able to conduct workshops throughout the Islands, met bimonthly with State agencies, and began outreach programs.

However, due to a lack of staffing, the OLA was not able to completely fulfill its mandated oversight responsibilities and many agencies are not in compliance with the basic requirements of the Language Access Law. There is a lack of bilingual staff and translators as well as staff training in language access skills. In addition, continued efforts are needed to inform the public, especially those of limited English proficiency, of their rights to access. And, while a centralized Language Access Resource Center was recommended by OLA and supported by State agencies surveyed, the provision of language access services remains fragmented and the staff under-qualified\(^3\). The Department of Labor and Industrial Relations 2011 Annual Report notes that the OLA “needs all the help it can get.”\(^4\)

During the current session of the Hawai‘i State Legislature, both the House and the Senate, are taking up bills (HB266 and SB58) that would appropriate funds to establish the proposed Language Access Resource Center in an effort to rectify critical gaps in the resources needed to provide meaningful and timely language access to government services. Specifically, the center would:

\(^2\) See http://labor.hawaii.gov/ola  
\(^3\) See OLA Survey on the Feasibility of Establishing a Language Access Resource Center in Hawai‘i  
\(^4\) 2011 DLIR Annual Report p. 36
• “maintain a publicly available roster of language interpreters and translators, listing any of their qualifications and credentials;

• train state and state-funded agencies on how to effectively obtain and utilize the services of language interpreters and translators;

• support the recruitment and retention of language interpreters and translators providing services to state and state-funded agencies;

• provide, coordinate, and publicize training opportunities to increase the number and availability of qualified interpreters and translators and further develop their language interpretation and translation skills; and

• work toward identifying or creating a process to test and certify language interpreters and translators and promote use of the process to ensure the quality and accuracy of their services."

The appropriation would also fund the multilingual website pilot project -- aimed at producing “a multilingual website for use by the public for the top twelve limited English proficient groups in the state of Hawai‘i” -- within the Office of Language Access.

The OLA is not the only office concerned with serving the limited English proficiency population in Hawai‘i. The Judiciary and Human Services agencies process 40.4% and 35.3% of limited English proficiency people, respectively. The courts consistently need interpreters in a variety of languages such as Korean, Chuukese, Chinese (mainly Cantonese and Mandarin), Marshallese, Ilokano, Tagalog, Vietnamese, and Japanese. Not only are they hiring more bilingual people to serve as interpreters, but they also offer training for their current staff. In order to remain in compliance with language access laws, all federal, state, and local agencies must provide meaningful access to their services as well as translated vital documents of their programs or they risk termination of their federal, though not state, funding.

To summarize the points made so far:

• It is generally recognized, but rarely documented, that Hawai‘i’s population contains many speakers of languages other than English, and by implication this is of benefit to state trade and international contacts.

• However, no strategic or systematic plan is currently in place to develop existing foreign language resources or to develop the foreign language abilities of native English speakers.

• A substantial number of Hawai‘i residents have limited abilities for communication in English.
STATE K-12 PROVISION OF WORLD LANGUAGE EDUCATION

The total population of students in Hawai‘i Department of Education schools is 165,469. Approximately 21,125 of these are studying a second language in grades 9-12.

In terms of number of high schools participating, there are about 47 public high schools in the State. Of these, all have world languages programs.

The leading languages are (in this order) Spanish, Japanese, Hawaiian, and French.

Among these, provision of some of these are concentrated rather than spread out. Only five high schools (all on O‘ahu) provide Chinese.

Despite major cutbacks in funding for elementary language programs in the 1990s, the state has managed to continue these programs at about 10 elementary schools, and an additional 20 schools have after-school supplementary programs in world languages.

To obtain a Board of Education DOE diploma, students have to have accumulated two consecutive years in a language. (We have no data on proficiency levels achieved. The personnel resources do not exist to administer exit proficiency tests.) Since world languages is not a “core” subject, the development of examinations to allow for “credit by exam” has not been funded in recent years. (However, such age-appropriate, professionally-developed, widely-used exams do exist and could easily be brought to bear if minimal funding were available; as little as $7 per student.)

HIGH SCHOOL PROGRAMS
Total Number of High School World Language Students 21,125

<table>
<thead>
<tr>
<th>Language</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chinese 1</td>
<td>289</td>
</tr>
<tr>
<td>Chinese 2</td>
<td>191</td>
</tr>
<tr>
<td>Chinese 3</td>
<td>29</td>
</tr>
<tr>
<td>Chinese 4</td>
<td>7</td>
</tr>
<tr>
<td>Chinese International Baccalaureate</td>
<td>17</td>
</tr>
<tr>
<td>Chinese Advanced Placement</td>
<td>10</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>543</strong></td>
</tr>
<tr>
<td>French 1</td>
<td>661</td>
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<tr>
<td>French 2</td>
<td>368</td>
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<tr>
<td>French 3</td>
<td>80</td>
</tr>
<tr>
<td>French 4</td>
<td>20</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1129</strong></td>
</tr>
<tr>
<td>German 1</td>
<td>49</td>
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<tr>
<td>German 2</td>
<td>20</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>69</strong></td>
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<tr>
<td>Hawaiian 1</td>
<td>1533</td>
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<tr>
<td>Language</td>
<td>Course</td>
</tr>
<tr>
<td>------------------------------</td>
<td>--------------------------------------------------</td>
</tr>
<tr>
<td>Hawaiian 2</td>
<td></td>
</tr>
<tr>
<td>Hawaiian 3</td>
<td></td>
</tr>
<tr>
<td>Hawaiian 4</td>
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</tr>
<tr>
<td>Conversation and Culture - Hawaiian</td>
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</tr>
<tr>
<td>Advanced Hawaiian</td>
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</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
</tr>
<tr>
<td>Ilokano 1</td>
<td></td>
</tr>
<tr>
<td>Ilokano 2</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
</tr>
<tr>
<td>Japanese 1</td>
<td></td>
</tr>
<tr>
<td>Japanese 2</td>
<td></td>
</tr>
<tr>
<td>Japanese 3</td>
<td></td>
</tr>
<tr>
<td>Japanese 4</td>
<td></td>
</tr>
<tr>
<td>Japanese International Baccalaureate</td>
<td></td>
</tr>
<tr>
<td>Japanese Advanced Placement</td>
<td></td>
</tr>
<tr>
<td>Conversation and Culture - Japanese</td>
<td></td>
</tr>
<tr>
<td>Advanced Japanese</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
</tr>
<tr>
<td>Korean 1</td>
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<tr>
<td>Korean 2</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
</tr>
<tr>
<td>Latin 1</td>
<td></td>
</tr>
<tr>
<td>Latin 2</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
</tr>
<tr>
<td>Samoan 1</td>
<td></td>
</tr>
<tr>
<td>Samoan 2</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
</tr>
<tr>
<td>Sign Language 1</td>
<td></td>
</tr>
<tr>
<td>Sign Language 2</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
</tr>
<tr>
<td>Spanish 1</td>
<td></td>
</tr>
<tr>
<td>Spanish 2</td>
<td></td>
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<tr>
<td>Spanish 3</td>
<td></td>
</tr>
<tr>
<td>Spanish 4</td>
<td></td>
</tr>
<tr>
<td>Spanish Advance Placement</td>
<td></td>
</tr>
<tr>
<td>Spanish International Baccalaureate</td>
<td></td>
</tr>
<tr>
<td>Conversation and Culture - Spanish</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
</tr>
<tr>
<td>Directed Studies- World Languages</td>
<td></td>
</tr>
<tr>
<td>Heritage Speaker Course</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
</tr>
</tbody>
</table>
MIDDLE SCHOOL PROGRAMS
Total Number of Middle School World Language Students 2,320

<table>
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<th>Language</th>
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</thead>
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<tr>
<td>Explor New Lang Gr 6-8 - Chinese</td>
<td>205</td>
</tr>
<tr>
<td>Chinese 1a</td>
<td>9</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>214</strong></td>
</tr>
<tr>
<td>French</td>
<td></td>
</tr>
<tr>
<td>Intro French A Gr 6-8</td>
<td>13</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>13</strong></td>
</tr>
<tr>
<td>Hawaiian</td>
<td></td>
</tr>
<tr>
<td>Intro Hawaiian A Gr 6-8</td>
<td>150</td>
</tr>
<tr>
<td>Hawaiian 1a</td>
<td>8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>158</strong></td>
</tr>
<tr>
<td>Japanese</td>
<td></td>
</tr>
<tr>
<td>Japanese 1a</td>
<td>35</td>
</tr>
<tr>
<td>Intro Japanese A Gr 6-8</td>
<td>346</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1694</strong></td>
</tr>
<tr>
<td>Spanish</td>
<td></td>
</tr>
<tr>
<td>Intro Spanish A Gr 6-8</td>
<td>36</td>
</tr>
<tr>
<td>E-School/HvIn Middle</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>37</strong></td>
</tr>
</tbody>
</table>

TEACHER QUALITY

Teacher quality is one of the most important factors in improving student achievement. As a result, federal and state law, as well as Board of Education and Department of Education strategic plans, set the important goal that all students be taught by a "highly qualified teacher" (HQT). A teacher who holds at least a bachelor's degree, has obtained full State certification, and has demonstrated knowledge in the core academic subjects he or she teaches is designated HQT.

Degree of proficiency in the language is determined by:

- Passing score on the Praxis World Language Test, if one is available. (i.e., French, German, Mandarin, and Spanish)

- Passing score on the American Council on the Teaching of Foreign Language (ACTFL) Oral Proficiency Interview (OPI) and Writing Test for Professionals (WPT) tests
See the following website for more information:
http://www.htsb.org/licensing-permits/licensure-tests/

Note: Foreign Language teachers may have expertise in the foreign language but may not have completed the required education certification requirements for the grade-span they are teaching at. For example, a high school Spanish teacher with a bachelor’s degree in Spanish is considered non-HQ if they do not have a degree in secondary education.

<table>
<thead>
<tr>
<th></th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Highly Qualified Foreign Language Teachers</td>
<td>134</td>
<td>81%</td>
</tr>
<tr>
<td>Non-Highly Qualified Foreign Language Teachers</td>
<td>32</td>
<td>19%</td>
</tr>
<tr>
<td>Classes taught by HQ Foreign Language Teachers</td>
<td>809</td>
<td>86%</td>
</tr>
<tr>
<td>Classes taught by non-HQ Foreign Language Teachers</td>
<td>130</td>
<td>14%</td>
</tr>
</tbody>
</table>

Currently, due to budget shortfalls, there is little provided in the way of language teacher development opportunities for in-service teachers.

**STATE POST-SECONDARY PROVISION OF WORLD LANGUAGE EDUCATION**

A wide range of languages is offered within the University of Hawai‘i system. The major concentration of specialized and advanced courses is found within the UH Mānoa College of Languages, Linguistics, and Literature. Students can major in European, East Asian, and Indo-Pacific languages. A wide range of current world languages can be studied, including Arabic, Cambodian, Chamorro, Chinese, French, German, Hindi, Indonesian, Italian, Ilokano, Japanese, Korean, Maori, Portuguese, Russian, Samoan, Spanish, Tahitian, Thai, Tongan, and Vietnamese.

Language majors typically graduate with ACFL Intermediate levels of proficiency, though there are not large numbers of these specialists - no more than a few dozen in any given year even for the more popular languages. The highest levels of proficiency, approaching native-like fluency, are in turn achieved by relatively small numbers of graduates. Not more than about 10 learners in even the most popular languages achieve ACTFL Advanced proficiency. (This is consistent with patterns across U.S. universities overall.)
While numbers of language majors are small, more than two thousand students not majoring in languages are enrolled every semester in courses counting toward completion of the Hawaiian/Second Language undergraduate requirement (two years of a language), completing their course of language study with basic proficiency and cultural familiarity with another language. Other non-majors, aware of the utility of language study for their careers, join language courses at levels ranging from first to fourth year.

**Service to the State of Hawai‘i**

The graduates of the world language programs at UH-Manoa serve the state in significant ways. First and foremost, these graduates form the largest cohort of world language teachers in the state’s public secondary schools, as well as in many of the community colleges and 4-year institutions in the UH System. Graduates of these programs are currently teaching French, Spanish, Japanese, Korean, Samoan, and other languages at public and private schools and colleges across the state (see earlier section on K-12 provision of world language education). In addition, many of these graduates work in the retail and hospitality sectors (e.g., major hotels, high end retail establishments at Ala Moana, Hawaiian Airlines).

The UHM Samoan Program is currently working with Kapolei High School to establish a Samoan Program. With respect to developing specialized training to address the needs of the state, the Samoan Program has created and taught courses on Samoan for Health Care Providers and Samoan for Educators. Specialized courses for Business Chinese are instructed through the Shidler College of Business’ China-focused MBA program and the UHM Japanese Program offers advanced Japanese language internships in the travel industry and in other local businesses on O‘ahu.

Finally, both faculty and graduate students of the College regularly facilitate requests for translation and interpretation services ranging from interpretation of on-campus talks to assisting with foreign visitors who participate in the Honolulu Marathon. For example, the members of the graduate faculty of the Division of French and Italian (LLEA) have provided professional translation services for Hamilton Library, especially the Charlot collection, the Honolulu Academy of Arts, The University of Hawai‘i Press, the Hawai‘i judicial system, conferences at the East-West Center, Bess Press, Hawaiian King Candies, hotels, law firms, and import/export companies. The Samoan Program has established itself as a well known resource for translation and interpretation services for numerous federal and state agencies and departments including state and federal courts, INS, and TSA. Faculty and graduate students of the College of LLL are called upon regularly to serve the hundreds of Hawai‘i residents and UH students who need to have documentation, transcripts, etc. translated.

**New Developments and Resources for the Future**

University of Hawai‘i at Mānoa (UHM) is home to the only Korean Flagship Program (KFP) in the nation. The Flagship mission is to create “global professionals commanding a superior-level of proficiency in a critical language.” The Flagship program, which offers both the B.A. and the M.A. in Korean for Professionals, requires both intensive language and culture instruction at UH-Manoa, and long-term language cultural
immersion overseas where students enroll in a Korean university and/or undertake an internship through our public-private partnership with international organizations and corporations. Graduates who complete the program are ready to work as Korea (area) specialists as soon as they graduate from the program. The director of the KFP notes that the capabilities of these highly-skilled graduates, many of whom are residents of Hawai‘i, are vastly underutilized in the state.

The French program has a new exchange agreement with a French speaking university in Brussels, Belgium, which includes translation and interpreting. A number of UHM students have already benefited from this official faculty and student exchange. Their success will bring better-trained professionals back to the state. In addition, the French program is currently hiring a new faculty member with expertise in translation to enhance their course offerings in this area and to work with the university in Belgium.

The Spanish program has developed new courses in Interpreting and Medical Spanish to better prepare students who wish to work in those two fields. Interpreting will be taught for the first time in Fall 2013 by Patricia Harpstrite, the only Board Certified Court Spanish-English Interpreter in Hawai‘i. The Medical Spanish course will be offered Spring 2014 in rotation with our Commercial Spanish course in the Spanish for the Professions series.

Moreover, the Center for Interpretation and Translation (CITS), the only academic training program for interpretation and translation in Hawai‘i, provides basic training in interpretation and non-fiction translation during the academic year, as well as offering a Summer Certificate Training program in translation and interpretation in English in combination with Japanese, Mandarin, and Korean.

Through these programs, the College provides the training of requisite language skills needed by those preparing to serve the language needs of the state. Limitations of resources have prevented a similar survey of private post-secondary world language provision, but we hope this will be gathered in follow-up meetings after the Language Summit.

HAWAI‘I ECONOMY AND CHANGING DEMOGRAPHICS OF THE STATE

The real GDP of Hawai‘i in 2011 was nearly $58 billion. The largest industry contributing to the GDP, according to NAICS classifications, is real estate at about $10 billion. However, the visitor industry, which spans several NAICS industry classifications, accounts for 15.9% of the GDP, or $10.6 billion. In 2010, visitor activity brought in around $11 billion of direct income. Hawai‘i Business magazine even asserted in its January 2013 issue that tourism “carried” Hawai‘i’s economy during the recent recession, indicating its importance to Hawai‘i. Approximately 28.5% of visitors staying overnight or longer in 2011 were international. Japan contributed by far the

5 Hawai‘i State Databook, Table 13.05
6 From Hawai‘i State Databook, Table 13.01
largest number of visitors coming to Hawai‘i. Other countries from which a majority of visitors arrived are Canada, Australia, Korea, and China.

However, the largest source of employment in Hawai‘i is the educational, health, and social services industry (20.3% of the total employed civilian population 16 years of age and older). In addition, 4 of the top 10 businesses of 2012 in Hawai‘i according to Hawai‘i Business magazine, based on growth annual sales, are health services. Considering Hawai‘i’s diverse linguistic and ethnic population, jobs in this area would require skills in languages other than English.

Hawai‘i’s economy is also bolstered by its immigrant population. In 2010, 18.2% of the population were born in another country, a 3.5 percentage point increase from 1990. And they comprised a good proportion (21.4%) of Hawai‘i’s workforce, as well as unauthorized immigrants contributing to an additional 4.6%. Unauthorized immigrants alone account for approximately $2 billion of economic activity in Hawai‘i and $50.6 million in state and local taxes. Yet, only 86% of children with immigrant parents are considered “English proficient,” leaving open what percentage of the immigrant parents themselves are proficient.

Though they do not explicitly reference language needs, a small number of summative reports issued by the state predict a steadily strengthening Hawai‘i economy. The number of jobs as well as personal income is predicted to grow aided by not only an increase in visitors from a variety of countries but also the success of industries targeted for development by the State government, such as cultural activities, biotechnology, aquaculture, film and video, and health care.

The Hawai‘i legislature recognized the importance of language mastery for its citizens and demanded that the Hawai‘i Department of Education (DOE) “require a course of study and instruction for the first twelve grades to enable all students to meet progressive standards of competency in a language in addition to English.”8 Partially in response to this demand, the Hawai‘i DOE designed the Hawai‘i Content and Performance Standards (HCPS), which are based on national standards as documented in Standards for Foreign Language Learning: Preparing for the 21st Century. However, reports are not yet available about the implementation of HCPS.

In general terms, investment in language education can be valuable. UH economist Dr. Jeff Traczynski (see accompanying handout) finds existing research suggests an estimated rate of return of 5-14% for investment in language education.

**EXPORT COMPONENTS OF HAWAI‘I INDUSTRY**

International exports and trade comprise a large section of Hawai‘i’s economy. Foreign trade sustains many state businesses. Foreign investment accounts for 5.9% of private-

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8 HRS Act 309, as cited in HCPS World Languages Booklet
industry employment in 2007 as well as 5% of the manufacturing jobs. In 2009, 75% of the $563 million of exports went to the Asia-Pacific region, with the largest markets in Singapore, China, South Korea, and Japan. Hawai‘i’s small and medium-sized enterprises are attempting to capitalize on the export trade. 582 small and medium-sized enterprises (defined here as those with fewer than 500 employees) exported from Hawai‘i in 2007. Their businesses accounted for 38% of the total merchandise exports from Hawai‘i as well, which is eight percentage points above the national average.

Small- and medium-sized enterprises (SMEs) are crucial to Hawai‘i’s economy overall. According to tax records from 2002, sole proprietorships accounted for 75.3% of all Hawai‘i businesses, meaning businesses with one owner made up the majority of businesses in Hawai‘i. Partnerships (two owners) accounted for 5.5%, and S-corporations (who must have less than 35 shareholders to be able to file for this status) for 7.5%. It is not inaccurate to say that small enterprises comprise the bulk of businesses in Hawai‘i. Proprietors accounted for 4.7% of Hawai‘i business revenues, predominantly from the real estate and retail industries.

Using a different lens, if one considers small enterprises as those with less than 50 employees, small enterprises employed about 46% of Hawai‘i’s total labor force in 2010. 16.2% of Hawai‘i’s employment was with firms of 9 employees or less. In the 2011 Asia-Pacific Economic Cooperation Conference, the working group for small and medium enterprises affirmed the importance of SMEs to local economic growth, and wanted to encourage their development in international trade beyond the 30% of total exports they generate currently. They cite access to finance and lack of capacity to internationalize, which includes relevant language skills, as two major hurdles for SMEs.

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10 From Hawai‘i State Databook, Table 24.05. See Hawai‘i State Databook, Table 12.28
The section heading here is cautionary. The intention of this handout is to stimulate discussion. While a few developments are in this section tentatively identified as “trends”, we recognize that this is very much subject to confirmation, dispute, and further exploration.

The tourism industry continues to be the most obvious, highly visible indicator of State language needs. Japan, though a mature market, has been identified by some observers as having a resurgence at the high end: more wealthy individuals in Japan have responded to recent environmental concerns by exploring second home purchases and relocation to familiar places outside Japan, such as Hawai‘i.

It has been suggested that China will take some time to fully manifest as a fully significant force in the local tourism market, even if it is already beginning to be seen as such. This is because of continuing developments in visa availability.

South America seems likely to develop as a market of greater interest to the US West Coast. Even Hawai‘i is involved, as a sister city relationship has been developed between Honolulu and Cali (Colombia) which awaits final approval. Whether these developments will have much impact on language needs among Hawai‘i businesses (for Spanish, primarily) remains to be seen.

A subsector of the visitor industry is that part which handles international meetings and conferences, filling the Convention Center and Waikiki hotels. This has special needs for translation services, without which contracts for such meetings cannot be obtained.

We should not neglect the importance of Hawaiian, as the original language of the Islands. While it is a crucial element of Hawai‘i as a whole, it also is an essential element of the hospitality industry, that assists all industries within the tourism sector to look to their roots and provide a more authentic experience to the visitor. Some hotels (e.g., the Mauna Lani Bay Hotel, Big Island) have instituted Hawaiian practices that reflect the language itself. Others, noting the broad recognition of such Hawaiian words as aloha and mahalo, encourage staff who lack world language knowledge to use basic Hawaiian words, with the understanding that staff are unlikely to insult visitors if they use Hawaiian to communicate with them.

The agricultural sector continues to expand its labor needs, and at one level these are unavoidably low-wage jobs (even recognizing technology improvements), not particularly interesting to Hawai‘i’s high school leavers. Many immigrant workers, notably Laotian, Cambodian, and Vietnamese, are found in Hawai‘i’s agricultural sector. (Their hires may be facilitated by the Pacific Gateway Center.) Spanish-speaking immigrants have also been steadily increasing in numbers over the last decade, and it is believed that many find their employment in the agricultural sector.
“Clean tech” industries, which admittedly only represent no more than 5% of the State’s workforce, may be more likely to have international connections and communication needs.

SECOND LANGUAGE PROFICIENCY: TERMS: LOCAL AND NATIONAL

“The ability to use language for functional purposes is referred to as proficiency.”

The Language Flagship refers to the widely-used “ILR” (InterAgency Language Roundtable) scale of 1-5 (5 being native proficiency). (The other major scale in use is that of the American Council of Teachers of Foreign Languages, which uses descriptors such as ‘novice’ ‘intermediate’ ‘advanced’ and ‘superior’.) The typical proficiency of a university student majoring in a language is likely to be no more than 1+ (ACTFL’s “intermediate high” level) and this may well not even be the case for languages that are more difficult for speakers of English, such as Chinese, Korean, and Arabic. This in itself has been one reason for federal attempts to foster more substantial levels of achievement through investing in innovative graduate level language instruction programs.

In the Hawai`i public school system, language acquisition is measured in three stages. Each stage is organized into four sections of evaluation:

- communication (develop language skills),
- cultures (promote understanding and tolerance of the other culture),
- comparisons (compare different languages and cultural systems),
- connections and communities (interact successfully with communities that use the language).

Within each section, benchmarks are set for each of three communicative modes: interpersonal, presentational, and interpretative.11

The Hawai`i State Department of Education recognizes that students may be at different stages of acquisition at different grade levels. Thus, benchmarks for Stage 1 learners (beginner speakers) are modified depending upon when students enter the language program, such as in kindergarten, middle school, or high school. The Hawai`i DOE also provides sample curriculum for each grade level and an implementation plan, so schools can modify their current programs to comply with the standards. Programs at the high school level may include the following languages: Chinese, Filipino, French, German, Hawaiian, Ilokano, Japanese, Korean, Latin, Russian, Samoan, and Spanish.12 There is no documentation yet on the results of implementation of HCPS.

At this time, Hawai`i has no exit exam and relies on credit completion and teacher assessment of students’ projects, homework, classwork, and portfolios to determine eligibility for high school graduation. Though there are assessment tests to ensure

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11 See, HCPS World Languages Booklet
12 From the ACCN Course Description Guide, HI DOE
Hawai‘i’s high schools fulfill national and state standards in reading, mathematics, and sciences, such as for the No Child Left Behind Act, there are no standardized assessment tools for second language skills. The State seems to focus on English proficiency and learning than on promoting second languages.

College students fulfill the University of Hawai‘i at Mānoa’s general second language requirement for graduation by either:
   1) completing four semesters of one language,
   2) successfully completing a competency exam, or
   3) receiving a waiver by demonstrating 202-level language competency.

Native speakers of a language other than English usually receive a waiver. A significant number of students opt to continue their studies to an intermediate level of linguistic proficiency and cultural competence by earning a certificate in a world language. As with high school requirements, there are no exit exams for graduation.

**NEED FOR LANGUAGE SKILLS: SUMMARY OF PRELIMINARY FINDINGS**

The Hawai‘i Language Roadmap Initiative Research Team set forth to complement the input from the Language Summit with interview data from people in businesses (for- and not-for-profit) and government agencies. A variety of informants provided insights into the current and future need for language and cultural skills in their organization; and the opportunity costs to the organization for not having those skills readily available on staff. The following is a summary of preliminary findings from those interviews.

**Hospitality Sector: Lodging, Dining, and High-end Retail**

There is general agreement among respondents that for visitors from East Asia who travel to Hawai‘i, and in particular to Waikiki, as an established international tourist destination, there is an expectation that their language needs will be met by airlines, hotels, restaurants, retailers, banks, and other institutions frequented by foreign visitors. These expectations are met to varying degrees, with resources for addressing Japanese languages needs being most well-developed, and resources for Chinese and Korean being, for the most part, in a state of growth and development.

On the whole, the hospitality industry (especially hotels, restaurants, and high-end retail) predominantly identifies language needs as being associated with services provided to Japanese tourists, and ensures that their facilities are Japanese-accessible through some or all of the following measures: Japanese/English bilingual staff at the front desk, at the concierge desk, at the information desk, and in sales positions. In addition, Japanese versions of the website, informational brochure, and/or map of the premises of the establishment are provided. Notably, some respondents pointed out that there is a significant resident population of Japanese speakers who also are served by the Japanese-speaking staff; interacting with this population requires training that is in some ways distinct from that provided for interacting with visitors from Japan.
There is a general perception that Mandarin Chinese is becoming the next high demand language for the hospitality industry, with the islands seeing 150,000 visitors from China alone last year. Some sectors of the hospitality industry are now actively recruiting Mandarin/English bilinguals, while others have indicated that, in a hiring decision where all other considerations were equal, the job would go to a Mandarin speaking applicant over one who did not have this skill. Several establishments report that they are providing Chinese language training to those members of their staff who communicate directly with Chinese visitors: salespeople in high-end retail shops, front desk workers and restaurant staff in hotels, and, in one shopping mall, the teachers of complementary classes in hula, ukulele, and lei-making. The level of training varies, depending on the position, with communication at even the most rudimentary level -- a few basic or key terms -- being deemed of value to the employee. Notably, many establishments have already developed a Chinese version of their website (including the hotel/restaurant reservations system), and Chinese language versions of visitor maps and/or brochures.

Notably, while many respondents referred to China and Korea as the next languages that will be in high demand in the hospitality sector, none reported hiring a Korean/English bilingual for front desk, concierge, or restaurant services, and none reported providing Korean language training for any sector of their staff. There are, however, a number of hotels and shopping centers that have Korean versions of their websites, and some high-end retailers and hotel sales kiosks at these locations are staffed by Korean/English bilingual salespeople.

A few respondents noted that there are costs associated with developing a bilingual (or multilingual) staff. Some considered these costs to be a financial burden since language training takes an employee away from assisting with customers; while others perceived these costs to be a necessary investment in the quality of service provided by the establishment. A few respondents in the retail sector bemoaned the fact that, once an employee is trained, s/he often will endeavor to parlay his/her new skills and experience into a higher paying position in the hotel industry, thereby creating an ongoing need for training new staff in the retail sector.

For large destination shopping malls, the standard practice is to contract out for cleaning, engineering/repair, security services, and other areas of operations where contact with visitors is less central to the work at hand. In hotels, cleaning staff with limited English proficiency are often trained to use a limited set of Hawaiian words to interface with guests. Thus, there is no world language training required for these areas of employment; however, the matter of having these sectors of the workforce receive training in how to interact with visitors who do not speak English -- for example, security personnel trained to provide directions or recognize an urgent request for assistance in Japanese -- is one that is currently under consideration at a number of establishments.

“I think that we are going to see that being bilingual is going to be more and more important as we move forward and I think not just in key positions at the front desk and maybe at the hostess stand at the restaurant. I think bellmen at some point will need to be bilingual, valets, etc. But I think it is going to become more and more widespread -- that
we are going to need the bilingual capability more so than just having one person or two people. I think it is going to be a much more important criteria that we are going to be looking for."

"In Waikiki, just about anybody in management who deals with the public is at least conversational if not fluent in Japanese.”

“The language proficiency people need depends on the level of service that is provided. .... Here in Hawai‘i, we have many people who are ethnic Chinese, Japanese, or Korean. ... But to be the concierge at the Halekulani, you probably still need training. It’s not that the language skills are an issue, but maybe knowing how to bow, how to take a business card, the courtesy level. You need that next step of service. ”

“The demand for Japanese, Chinese, and Korean will increase over the next five to ten years...These languages are necessary for sales, for providing guest service, for marketing, and advertising.”

**Advertising and Marketing**

As China, Japan, Korea, and Taiwan continue to be the primary targets of advertising and marketing campaigns to sell an establishment's brand overseas and/or to increase visitor numbers, there is a need for people who are both skilled professionals, and highly proficient in all four skill areas of the language (i.e., they can speak, listen, read, and write). With respect to advertising, respondents again indicated that Japanese is the predominant language, with needs for Korean and Chinese on the rise. Staff are needed to translate everything from advertising copy to press releases, and there is also a considerable need for spoken skills in order to negotiate rates with media establishments in East Asia (esp. those who do not have representatives in the U.S.), to coordinate production personnel and materials that are needed in the country where marketing efforts are being conducted, and to hold discussions with the editors, who are working in their home countries in East Asia. While advertising firms tend to have adequate Japanese speaking staff, there is currently a tendency to either use English or to rely on native translators in the country where the advertising campaign will be conducted (i.e., China or Korea). However, once these markets, particularly the China market, begin to develop more rapidly, there will be a greater likelihood of lost business owing to the reduced efficiency of doing business without adequate bilingual (e.g., China/English, Korean/English) staff. It is worth noting that some companies address their advertising needs by hiring an independent contractor.

“The ideal employee would be both competent in their position and also bilingual. Our demand for language ability is quite high. Now that I feel we got the basic functions covered, as support staff I would be looking only for bilingual people, preferably in Chinese or Korean...”

“One challenge is to find a person that speaks Mandarin and it currently seems that Hawai‘i has a shortage of that.”
Airlines

The development of new markets for the visitor industry is often stimulated by the addition of new flight routes to Hawaiian island destinations. In looking beyond the expansion of markets in East Asian, the travel industry notes that there will additional growth in the Asia and the Pacific Islands, such that, in the next 5 to 10 years customers flying to Hawai‘i will be speaking Filipino, Ilokano, Tahitian, French, Samoan . . . and, in turn, customer service agents, flight attendants, and pilots proficient in these languages will be in demand. Currently, however, there is a high demand for Mandarin/English bilinguals.

"We do not have enough language-proficient employees."

Building Industry

Chinese- and Korean-speaking immigrant contractors who are new to the state are the source of greatest language needs, as these individuals need someone to help them understand the contractor licensing laws, building codes, OSHA and EPA regulations, and licensing laws in Hawai‘i, as well as contract specifications, and industry standards. Not having these language skills results in costs that arise from unlicensed contracting, not building to current codes, failing to attend to safety regulations, and EPA regulations, resulting in costs that might otherwise have been avoided. Notably, these costs are on the rise as more home owners use the owner builder permits to get their work done for cash, which is cheaper than using licensed contractors.

“The language that is needed ranges from basic levels to technical information depending on their skill level . . . On the whole, contractors who find skilled workers and who can speak the language have a better advantage in the field.”

Banking

Only one sector of the service industry reported significant language needs for the resident population, specifically for Chinese speakers. One respondent noted that the bank maintains a Chinese/English bilingual staff proficient in conversational Chinese to communicate with customers at its Chinatown Branch; however, for professional needs, such as translating marketing and promotional materials for that branch which will be aired on the local Chinese TV channel they contract the work out. There is an expectation that in the next 5-10 years, Japanese and Korean could be needed in addition to Chinese.

“We have bilingual employees, but on a professional level we will go outside of the bank for translation services, but for something real simple we can do it within the bank.”
Private colleges

Among private colleges, current language needs center around Japanese, Chinese, Korean, and Vietnamese, as well as Spanish, Portuguese, and French, with these languages being used both for recruitment and advertising, as well as for welcoming new students -- i.e., those who will enter an ESL program -- to campus. One respondent reported sufficient staff in Japanese, but indicated significant gaps in other languages. The college incurs significant costs as a result of these gaps. Translation of brochures must be outsourced, and, as brochures quickly become out of date owing to program changes. There are recurring costs; there is the cost of missed business when bilingual staff are not available to give presentations overseas in a language other than English, and it is difficult to help students adjust to Hawai‘i without people who speak their language.

State Government Agencies

In endeavoring to implement Hawai‘i’s Language Access Law (HRS 371-31 to -37), the State found that there was not an adequate pool of interpreters and translators to service Limited English Proficiency (LEP) individuals. The costs of not having these workers is understood to be enormous:

• lack of communication between LEP population and government service providers;
• inability to access government services despite these services being available;
• delays and/or errors in services provided;
• high potential for costly law suits;
• equal access under the law is undermined.

Legislation is currently under consideration by the State Legislature that will address these deficiencies (see above).

“There is a need to recruit additional language service providers, train, and retain them. A trained, bilingual workforce would be ideal.”

Non-profit service providers: Disaster relief and emergency assistance

Language needs in this sector (identified as Chinese, Japanese, and Marshallese) were not perceived as posing a significant challenge for the delivery of services. One respondent reported that only a handful of calls requiring an interpreter were fielded each year, and these calls were handled in a three-way phone conversation using a mainland-based interpreter service which could provide a Chinese or Japanese interpreter on the line in a matter of minutes. Another respondent handled clients’ language needs on an ad hoc basis, relying on community resources, including calling upon local churches or community associations to provide language assistance, or having a family member or friend interpret.
Medical Services

Because there are very few certified medical interpreters in Hawai‘i, major hospitals overwhelmingly turn to mainland-based, telephone-accessed interpreter services to address their considerable language needs. Patients with limited English proficiency include speakers of Ilokano, Filipino, Vietnamese, Korean, Chinese (both Mandarin and Cantonese), Japanese, and Chuukese. While the telephone-based interpreting services are able to provide interpreters in over 100 languages (including those listed above) within minutes, obtaining an interpreter for the less commonly spoken languages, such as Chuukese, can entail a wait of an hour or more. Document translation services may also be provided by the hospital; and as an additional effort to enhance language access, several respondents indicated that important documents such as the advanced healthcare directive are made available in high demand languages such as Vietnamese, Chinese, Ilokano, Japanese, Korean, Samoan, Filipino, and Chuukese.

Despite the contracting of external interpretive services, hospitals do endeavor to maintain some bilingual staff to obtain information quickly and efficiently at the patient’s entry point to the hospital, or, in the case of one respondent, to provide social work support services for patients undergoing cancer treatment. However, as these individuals are not certified, they function predominantly in non-clinical settings, and are never called upon for medical translation services.

Unlike the emergency services and disaster relief sector, hospitals tend to have a policy that family members cannot serve as interpreters for the patient. This policy is based on a number of factors, among which are included: a) the family member’s failure to understand medical language; b) the family member may have his/her own agenda; c) cultural practices might inhibit full and clear communication; and d) the family member might experience emotional pain in having to maintain a neutral stance while breaking news of an unfavorable development or outcome to the patient. These reasons, again, entail that the services of professional and certified medical interpreters be obtained by the hospital.

One respondent at a community healthcare facility relies upon the employment and/or training of certified bilinguals to address the language needs of the patients. New hires come from the community, so their staff reflects the changing composition of the community. Previously Filipino-speaking staff were in demand, but now there are some Chinese and Japanese staff, and several Micronesian staff, including one full-time Chuukese interpreter, reflecting the high demand for this language. With a staff of 80-100, they are able to handle over 20 languages. By conducting annual in-house training for their bilingual staff members, they are able to manage the costs of language access by leveraging the resources available to them in the community.

"...we’ve heard egregious stories in the community about the lack of language access. Hospitals have horror stories where people are having major surgeries and they don’t even understand what’s going on . . . We need to change this; it’s just horrible."
“In California, if you speak Spanish or Chinese you can get a job everywhere because those are threshold languages. But in Hawai‘i, we don’t have threshold languages; we have many patients who speak all these different Asian languages. It’s really difficult to say ‘in order for you to get this job you have to speak one of these top five languages’ because then you limit the number of people who can apply for that position.”

“We are having really critical conversations with patients that they need to understand.”

**Legal Services**

Legal services require interpreters to provide assistance predominantly to the following LEP immigrant populations (in order of descending need): Ilokano and Filipino; Chinese (Mandarin and Cantonese) and Spanish; Japanese, Korean, and Vietnamese; and people from COFA states (Compact of Free Association, specifically, the Federated States of Micronesia (FSM), the Republic of the Marshall Islands (RMI) and the Republic of Palau. These interpreters enable the individual who has come for assistance to receive that assistance. Equally as important, however, is the value of word-of-mouth communication about the presence of a trusted interpreter for expanding community awareness of legal issues and avenues for assistance. When community members know that a particular organization has an interpreter that speaks their language, there is an increase in traffic from the community in question for legal services from that service provider. Thus, one of the critical endeavors for legal service providers is to develop connections between those who offer legal services to immigrants, and immigrant community organizations. Among the greatest hurdles facing those who would offer legal assistance is the ability to open a line of trust-based communication between service provider and community leader(s). Since the values and practices of the American legal system, and the rights afforded individuals within that system, are culturally foreign to many immigrant populations, interpreters must overcome both linguistic and cultural barriers. The bilingual-bicultural model, which focuses on training bilingual community leaders who then serve as cultural liaisons between experts outside of the community and community members, is recognized for its success in enabling such communication in the legal sector.

**IN CONCLUSION: MAJOR QUESTIONS TO BE DEVELOPED**

At this point in the handout, the reader is invited to turn to the development of questions that will lead us to paths for action in our Hawai‘i Language Roadmap. One of the most obvious basic questions with which to begin discussion is:

Are Hawai‘i organizations able to meet their language needs?

If not, how may we begin addressing those needs through plans, policies, programs, and other actions to be positioned to address those needs now and in the future?

There are undoubtedly others . . .
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Hawai‘i Language Roadmap Initiative Research and Writing Team

Dr. Graham Crookes  
Professor  
Department of Second Language Studies  
University of Hawai‘i at Mānoa

Dr. Dina Yoshimi  
Associate Professor of Japanese  
Department of East Asian Languages and Literatures  
University of Hawai‘i at Mānoa

Dr. Susan J. Duggan  
Executive Director  
Hawai‘i Language Roadmap Initiative

Ms. Angela Haeusler  
Graduate Assistant  
Department of Second Language Studies  
University of Hawai‘i at Mānoa

Ms. Kasey Larson  
Graduate Assistant  
Department of Second Language Studies  
University of Hawai‘i at Mānoa

Ms. Kathryn Ranney  
Graduate Assistant  
Public Policy Center / Matsunaga Institute for Peace and Conflict Resolution  
University of Hawai‘i at Mānoa