

# **The History and Impact of an English-Only Movement in the United States – Is There Hope for Language Tolerance?**

**DIPLOMOVÁ PRÁCE**

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## **Bibliografický záznam**

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## **Abstract**

This Master's thesis aims to analyze the circumstances and grounds of the development of an English-Only Movement in the United States of America (USA), which pursues to establish English as the official language on a federal level, to evaluate its role in contemporary language policy in the United States where about half of all states do not have English enacted as the official language, and to confirm or reverse the thesis as to whether or not the English-Only movement is a right-wing conservative initiative and an influential interest group practicing a so-called language imperialism. This thesis describes the contemporary situation in five analyzed states and extends the topic by a language map of New York City as a historical gateway for immigrants into the United States. It also intends to analyze the contemporary language policy in the light of the new immigration law in a situation where the GOP has a majority in both Houses. The paper also has an ambition to introduce the existence, instruments and successes, or failures, respectively, of the movement to Czech professionals dealing with language issues.

In the first part, the paper outlines some important definitions, resources and methods applied herein, and provides a picture of the American identity, values and culture. The second part deals with the arrival and establishment of English in the United States and explains the background of the current issues in language and society. The third part explains the history and structure of key English-Only movements pursuing English as the only official language in the country, including some opposition groups pursuing language tolerance towards minorities, the approach of the society, political parties, civil initiatives and minorities towards the English-Only movement, the impact of the movement's activity on the equality in education of minorities and its pressure on national identity and cohesion of the society. The fourth part describes the language policy situation in five Southwestern states with a large Hispanic minority and the options they provide to English language learners (ELLs). Added to this chapter is an outline of the language map of New York City as a traditional point of entry for immigration and a considerably heterogeneous language space. The fifth part then summarizes the findings and conclusions and confirms or reverses the initial proposition of the (non)existence of the language imperialism.

The paper uses two research methods: 1) a historical method which tracks down the development of the movement and the opposition groups from its foundation to-date; 2) a comparative method focused on the activities of both trends and their impact on language policy.

## **Keywords**

*English, English language learners, language policy, linguistic imperialism, linguistic landscape, official language, the Movement*

## **Abstrakt**

Cílem této práce je zmapování okolností a pozadí vývoje hnutí English-Only ve Spojených státech amerických (USA), které prosazuje uzákonění angličtiny jako úředního jazyka na celostátní (federální) úrovni, vyhodnocení jejich role v současné jazykové politice ve Spojených státech, kde cca polovina států Unie nemá angličtinu ústavně zakotvenu jako úřední jazyk, a potvrzení či vyvrácení teze, že hnutí English-Only je ve skutečnosti pravicové konzervativní hnutí a vlivná zájmová iniciativa praktikující takzvaný jazykový imperialismus. Tato práce analyzuje jazykovou politiku v pěti státech Unie a rozšiřuje téma o jazykovou mapu New York City jako historické brány pro imigraci do Spojených států amerických. Jejím cílem je rovněž analýza současné jazykové politiky ve světle novelty imigračního zákona v situaci, kdy má Republikánská strana v obou komorách Kongresu většinu. Jedním z klíčových záměrů této práce je pak představit existenci, nástroje a úspěchy, případně neúspěchy obou forem těchto hnutí české odborné veřejnosti zabývající se jazykovou politikou.

První část práce nastiňuje klíčové definice, zdroje a použité metody výzkumu a poskytuje náhled na podstatu amerických kulturních hodnot a identity. Druhá část se zabývá okolnostmi rozšíření angličtiny ve Spojených státech a vysvětluje pozadí současných problémů jazykové politiky. Třetí část je věnována historii vzniku, struktuře a činnosti klíčových hnutí za prosazení angličtiny jako jediného úředního jazyka, včetně opozičních hnutí prosazujících naopak jazykovou toleranci ve vztahu k menšinám, přístupu většinové společnosti, politických stran, občanských iniciativ a menšin vůči těmto hnutím, dopadu jejich činnosti na rovné šance ve vzdělávání menšin a tlaku na národní identitu a soudržnost společnosti. Čtvrtá část se pak zaměřuje na jazykovou politiku v pěti amerických státech s početnou hispánskou minoritou a na možnosti, které minoritám poskytují, a rovněž přidává samostatnou kapitolu věnující se historické a současné jazykové mapě New York City jako tradiční brány pro imigraci a tudíž i jazykově značně heterogenního prostoru. Pátá část pak shrnuje poznatky a závěry a potvrzuje či vyvrací výchozí tezi o (ne)přítomnosti jazykového imperialismu.

Pro účely této práce byly využity dvě výzkumné metody: 1) metoda historická, která sleduje vývoj hnutí od jeho počátku do současnosti; a 2) metoda srovnávací zaměřená na činnost obou hnutí a jejich dopad na jazykovou politiku zkoumaných subjektů.

## **Klíčová slova**

*Angličtina, jazyková politika, jazykový imperialismus, jazyková krajina, úřední jazyk, hnutí*

**Rozsah práce: 155,307 znaků (tj. 86 ns)**

## **Prohlášení**

1. Prohlašuji, že jsem předkládanou práci zpracovala samostatně a použila jen uvedené prameny a literaturu.
2. Souhlasím s tím, aby práce byla zpřístupněna pro studijní a výzkumné účely.

V Praze dne 15.6.2012

Romana Workman Víšková

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# 1. PART I

## 1.1 INTRODUCTION

*Language is a central feature of human identity. When we hear someone speak, we immediately make guesses about gender, educational level, age, profession and place of origin. Beyond this individual matter, a language is a powerful symbol of national and ethnic identity. (Bernard Spolsky, 1999)*

Many people are surprised to learn that the United States has no official language. As one of the major centers of commerce and trade, and a major English-speaking country, many assume that English is the country's official language. But despite efforts over the years, the United States has no official language protected by the Constitution. And for most of American history, language has not been a major issue on the American political scene.

English is the *de facto* national language of the United States of America, with 82% of the population claiming it as the first language (formerly “mother tongue”), and with 96% of the population claiming to speak it „well“ or „very well“. It is the primary language used for legislation, regulations, executive orders, treaties, ballots, Federal Court rulings and all other official pronouncements. However, there is no official language existing at the federal level. Even the US Constitution does not mention any official language for the country. The Founding Fathers, which were British nationals, obviously had no need to legislate that English be the official language of the country; therefore, it has always been taken for granted that English IS indeed the national language, and that one must learn English in order to make it in America. Since America has always been considered a multicultural country of immigrants, the absence of any reference to language in the Constitution can be interpreted in two ways: as an absence of commitment to multilingualism, or tolerance of multilingualism.<sup>1</sup>

The Fourteenth Amendment to the US Constitution passed in 1868 reaffirmed the principle of equal protection:

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<sup>1</sup> Spolsky, B.: Language Policy. Cambridge University Press 2004, p. 94.

*“All persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and of the state wherein they reside. No state shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any state deprive any person of life, liberty, or property, without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws.”* [Spolsky 2004].

In 1919, Theodore Roosevelt wrote: *„We have room for but one language in this country, and that is the English language, for we intend to see that the crucible turns our people out as Americans, of American nationality, and not as dwellers in a polyglot boarding house... We must have but one flag. We must also have but one language. That must be the language of the Declaration of Independence, of Washington's Farewell address, of Lincoln's Gettysburg speech and second inaugural.* <sup>2</sup> There have been several proposals to make English the national language in amendment to immigration reform bills, but none of them has become law as the state here is not understood as a representative or a protector of the official culture [Hnizdo 2012]. The United States assumed not only the language from Britain but also the understanding of language and national identity. <sup>3</sup> The situation varies at the individual state and territorial and even municipal<sup>4</sup> levels, with some states following the Federal policy of no official language and others adopting English only, others adopting English as well as local languages<sup>5</sup> and others adopting a policy of *de facto* bilingualism.

The variety of English dialects spoken in the United States is known as American English; along with Canadian English it forms a group of dialects known as North American English. Regional dialects in North America are most strongly differentiated along the Eastern seaboard. The distinctive speech of important cultural centers like Boston, Massachusetts; Philadelphia, Pennsylvania; Charleston, South Carolina; and New Orleans, Louisiana imposed their marks on the surrounding areas. The Connecticut River is usually regarded as the southern/western extent of *New England* speech, while the Potomac River generally divides a

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<sup>2</sup> Warner, 2006.

<sup>3</sup> English has not been enacted the official language in the USA, UK and Australia.

<sup>4</sup> A municipality may also declare an official language – see Miami (English, Spanish and French – due to immigrants from Haiti). Miami is also the very first US city which shows significant dominance of Spanish language and culture in public landscape.

<sup>5</sup> California has agreed to allow the publication of state documents in other languages to represent minority groups and immigrant communities. Languages such as Spanish, Chinese, Korean, Tagalog, Persian, Russian, Vietnamese and Thai appear in official state documents and the Department of Motor Vehicles publishes in 9 languages. The state of Louisiana also officially recognized bilingualism in the middle of the 19<sup>th</sup> century.

group of Northern coastal dialects from the beginning of the Coastal Southern dialect area; in between these two rivers several local variations exist, most famous among them the variety that prevails in New York City and New Jersey. Dialects on the East Coast of the continent are most diverse chiefly because the East Coast has been populated by English-speaking people longer than any other region. Western speech is much more homogeneous because it was settled by English speakers more recently, and so there has been less time for the West to diversify into a multiplicity of distinctive accents. A reason for the differences between (on the one hand) Eastern and (on the other hand) Midwestern and Western accents is that the East Coast areas were in contact with England. The interior of the country was settled by people who were no longer closely connected to England, as they had no access to the ocean during a time when journeys to Britain were always by sea. African American English (as well as Ebonics) contains many distinctive forms that are more homogeneous from region to region than the accents of white speakers, most likely because of their original roots in African regions from which the black slaves were brought into America.

The second most commonly spoken language in the United States is Spanish, which is spoken by more than 12% of the population.<sup>6</sup> The United States has one of the largest Spanish-speaking populations, partly due to its borders with Mexico and its post-war<sup>7</sup> presence in the Philippines and Puerto Rico.<sup>8</sup> As these two languages are in close proximity of each other, a merging of dialects occurs (as with Spanglish). The Southwestern United States has seen long-established communities of Spanish-speaking immigrants from Mexico and Latin America. As opposed to their parents who immigrated to the US, the new generations of Hispanic Americans are already fluent in English. The transition to English dominance occurs at a slower pace at home than it does at work. Just 7% of foreign-born Hispanics speak mainly or only English at home, but about half of their adult children do. By contrast, four times as many foreign-born Latinos speak mainly or only English at work (29%). Fewer than half (43%) of foreign-born Latinos speak mainly or only Spanish on the job, versus the three-quarters who do so at home.<sup>9</sup>

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<sup>6</sup> Official website of the United States Census Bureau, Selected Social Characteristics in the United States 2007 (accessed in 2011)

<sup>7</sup> The Spanish-American war in 1898

<sup>8</sup> The world's largest Spanish-speaking countries are Mexico, Spain, Argentina and Colombia.

<sup>9</sup> Hakimzadeh, Shirin: English Usage among Hispanics in the United States. *Pew Research Center 2007*.

According to the 2000 US census, people of German ancestry make up the largest single ethnic group in the United States and the German language ranks as fifth, followed by Italian, Polish, Greek and Russian.<sup>10</sup> Tagalog and Vietnamese have more than one million speakers in the United States and along with Chinese, Japanese and Korean are now used in elections in the states of Alaska, California, Hawaii, Illinois, New York, Texas and Washington.<sup>11</sup>

We must not forget the Native American population who still speak their native languages, which are part of their cultural heritage; however, the Native American population is slowly decreasing and the languages are almost never used outside their communities. The state of Hawaii is officially bilingual having English and Hawaiian enacted at the state level. The government of Louisiana offers services and documents also in French. All in all, there are currently 381 languages spoken in the United States, of which 169 are indigenous in the area. However, 52 indigenous languages formerly spoken in the country are now extinct.<sup>12</sup>

## 1.2 DEFINITIONS

In the 1950's, sociologists started to use the term "*language planning*" for any effort to modify a language form or language use. However, in the 1980's, the national planning activities seemed to be failing and a new, rather neutral term, occurred – language policy.<sup>13</sup> According to Spolsky<sup>14</sup>, there are three components of language policy of a speech community: its habitual language practices, its language beliefs about language and language use, and any specific efforts to modify or influence that practice by any kind of language intervention, planning or management. This is naturally a political activity where governments or elected parliaments decide which languages are to be used in various public functions, by government, the legal system, media, and within the educational system. The *language policy* may be embedded in constitution or law. In the case of the United States of America, the language policy is a mixture of local laws, language rights and local practices reflecting political opinions of the society on the use of languages in public dealings.

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<sup>10</sup> Official website of the United States Census Bureau, The Language Use and English Speaking Ability 2000 (accessed in 2011)

<sup>11</sup> Election Assistance Commission issues glossaries of election terms in five Asian languages translations to make voting more accessible to a majority of Asian American citizens. 2008.

<sup>12</sup> Grimes, B.F.: *Ethnologue: Languages of the World*. 14<sup>th</sup> edition, 2000.

<sup>13</sup> Spolsky, B.: *Sociolinguistics*. *Oxford University Press 1998*, page. 69.

<sup>14</sup> Spolsky, B.: *Language policy*. *Cambridge University Press 2004*, page 5.

The *language community* refers to the group of individuals who speak English as their first language (formerly referred to as *mother tongue*). Official language is then understood as the language used by public and political institutions and authorities, which may be defined as official, national, administrative or working language, regardless of whether or not it is acknowledged *de iure* and whether or not it is spoken nationwide, regionally or locally [Hnizdo:2012].

*Language imperialism* refers to the theory by Robert Phillipson introduced in its benchmark work "*Language Imperialism*" [1992] in which he claims that the expansion of English is a targeted policy based on the interests pursued by the major English-speaking superpowers, i.e. the United States and the United Kingdom, which results in a threat and even extinction of smaller languages.

### 1.3 RESOURCES AND LITERATURE

This paper is based on two groups of resources. The first group consists of the literature which deals with the role and significance of language in general and with the basic outlines of the spread of English into the United States, such as Bernard Spolsky's "Language Policy", which deals with the language policies in general and also from a political science' point of view, and outlines Phillipson's theory of the so-called language imperialism and de Swaan's theory of global language hierarchy. Another work worth mentioning is Nicolas Ostler's "Říše slova: Jazykové dějiny světa" (*Empires of the Word: A Language History of the World*), which deals with the history of all languages, including English, their fates and likely future. Additionally, we must not forget the work of Vladimír Baar - "Národy na prahu 21. století: Emancipace nebo nacionalismus?" (*Nations at the Beginning of the 21<sup>st</sup> century: Emancipation or Nationalism*), which also reflects important political changes in the world in the last decade of the 21<sup>st</sup> century from the language point of view.

The second group of resources consists of the documents relating to the language policies and language rights in the United States, documents stating the *pros* and *cons* of declaring English as the official language on the federal level, as well as the documents describing the establishment and development of the English-Only movements and other civic initiatives pursuing or opposing the same objective, such as the ACLU and EPIC. The problem with the second group of the resources is that most of them had to be retrieved from the internet, i.e. from the web sites of various institutions and government offices, as well as from JStore,

owing to the fact that the literature on this particular subject is rather scarce in the Czech Republic, be it in Czech or in English. Some of the works relating to the contemporary position of English worldwide referred to in this paper are those by Bořivoj Hnízdo, namely the latest work called “Role angličtiny v globalizujícím se světě” (*The Role of English in the Globalizing World*), which provides a detailed analysis of the role of English and, among other topics, analyzes the theory of language imperialism where English supposedly oppresses smaller languages and acknowledges the exceptional position of English among other languages. The American Center at the Embassy of the United States of America in Prague also provided some valuable references to the subject. I would also like to mention David Crystal’s key work called “*English as Global Language*” and David Graddol’s “*The Future of English*”, which deal with English in terms of education, working environment, media, etc. Some important views may be found in Samuel Huntington’s “Who Are We?”, which deals with the challenges of American identity, Hispanic immigration, patriotism and nativism, and with the actual position of America in today’s world. Statistical data has been mostly retrieved from the official website of the US Census Bureau.

#### **1.4 METHODS AND STRUCTURE**

Given the fact that the topic of this paper has not been reviewed in our environment yet and thus the resources are rather limited, the structure has been built as to provide the fundamental information about the circumstances of the arrival of English into the United States, its development and current situation in the individual states where about half of them have English declared as the official language. The second part then seeks to explain the grounds of establishment of the civil English-Only movements whose objective is to pursue English not just as the *de facto* official language, citing the need to protect English by legal measures, banning multilingual ballots and bilingual education of minorities, and introduce the arguments against the legislation as well as the approach of some of the movements and civil initiatives opposing the English-Only laws on the basis of language tolerance and a prospective disadvantage imposed on people with limited English proficiency. The last part then summarizes the findings and conclusions and seeks to confirm, partially confirm or disprove the existence of the language imperialism pursued by the movement.

The method selected for this paper is the method of a historical analysis, which, based on an analysis of the resources available, follows the development of the English-Only movement from its establishment to-date and its current position in states where English is not

declared an official language. Another key method of this work is a comparative analysis of similar movements and civil initiatives in the USA and the approach of the majority population to their activities in the historical context.

## **1.5 IMPORTANT NOTES FOR UNDERSTANDING THE AMERICAN IDENTITY, CULTURE AND VALUES**

In order to understand the grounds of the establishment of a movement pursuing English as the only official language, we must understand the cultural values and assumptions commonly held by the Americans, such as individualism, sense of national identity (pride of being an American), freedom, competitiveness, equality, informality, materials, directness and assertiveness, to name a few.

In 1949, an American philosopher named R.B. Perry published a book “Typically American”, in which he defines several basic historical influences that form the American character and culture<sup>15</sup>, such as the fact that the United States has developed from mostly British colonies and maintained a certain European heritage, roots and philosophy, and the Protestant Christianity, which had a significant impact on the life in the new colonies.

Individualism is probably the most vital to understand American society and culture<sup>16</sup>. It does not mean the right of an individual to do whatever he or she wishes to the detriment of others; it rather emphasizes the independence, self-reliance and refusal of authority. Research by social scientists indicates that American culture is the most individualistic in the world<sup>17</sup>. Americans are trained to conceive of themselves as separate individuals and they assume that everyone else in the world is, too. They assume that all people are free to make up their mind and control one’s fate. They are generally impatient with people who passively accept conditions that are less than desirable, who submit to them without even trying to change them to their favor, as they believe that future is within their control or at least subject to their influence. They consider the ideal person to be an individualistic, self-reliant and independent. The idea of individual freedom has strong and positive connotations, which may be viewed by other cultures as self-centered and lacking consideration for others.

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<sup>15</sup> Wilkinson, R.: American Social Character. USA, *HarperCollins Publishers 1992*, p. 37.

<sup>16</sup> Lehmanova, Z. et al.: Kulturní pluralita v současném světě. *VŠE Praha, 2000*, p. 35

<sup>17</sup> Datesman, M. et al.: The American Ways: An Introduction to American Culture, p. 7. *Longman 2005*.



On the other hand, Americans have a strong belief that “all men are created equal”, as stated in their Declaration of Independence, albeit they may sometimes violate this ideal in matters of inter-racial relationships or in relationships among people from different social classes. However, the American view of equality may be defined as the equality of opportunities to succeed and achieve the “American dream”, the equality of behavior and manners and the equality of economic and social conditions. This is closely related to their approach to education or training. To an American, formal education is not just for young people - it is for everyone. Many post-secondary students are adults who seek improvements or a change in career, promotion and more career success. Educational institutions offer the so-called “extension classes”, night classes, correspondence courses, televised courses and on-line courses so that people with full-time jobs would have an opportunity to learn. When Americans perceive a social problem, they are likely to establish an “educational campaign”, often on voluntary basis, to induce people to take action. They highly value achievers, people who take great effort to accomplish a physical, measurable task, to “get the job done”.

Needless to say, in a country so huge in territory, there are some regional differences in cultural values as each culture is influenced by the environment, resources and historical experience of the region. Although the technological progress and increased mobility, which is very typical for America, suppress some of the differences, there are typical features remaining in each part of the country. For example, for the Northwest of the country a special emphasis is put on hard work and frugality, especially on the countryside. Change and progress are typical features of big cities, such as New York or Boston. There is a big discrepancy between the values acknowledged in the rural and metropolitan areas. Southwest is typical for its deeply rooted Protestant moral, strong family values and enduring tendencies to racism. Midwest is often described as the most typical region of the United States. External symbols of prestige and power are suppressed and emphasis is put on the democratic equality. Southwest is situated by the Mexican borders, which affects the appearance of the public landscape, and covers a large area originally inhabited by the Mormon population. Hard manual work is considered suitable for certain groups of people only. Physical mobility is also highly valued, which is probably due to the vast open space available in the region. Northwest was originally settled by rather homogeneous Protestant peoples from the Northern Europe, which indicates that hard manual work and frugality would be highly valued, especially given the harsh living conditions up north. Western part of the country has always been an area of a

great optimism and endless progress, mostly likely because of the favorable climate. It may be also described as the “melting pot” of the entire United States, not so much that of the Old World as New York City on the East coast<sup>18</sup>. There is a high tolerance of eccentricity and individualism, since one of the Western states, California, is home to the film industry.

## **1.6 THE ROLE OF POLITICS**

Americans are very proud of their political system, which they deem to be the best one in the world as it protects their individual freedom as one of the top American values. Government authority is divided on the Federal, state and local level; the same applies to the executive, legislative and judicial power. In the political area, the Americans acknowledge three key principles: (1) the rule of law; (2) belief in compromise; (3) separation of politics from other aspects of life.

One of the dominant principles of American political culture is liberalism based on John Locke’s work, especial the idea of freedom. The American liberalism is also associated with other typical features of the American political culture – moralism, idealism and pragmatism. The liberalism, individualism and political pluralism melt into another principle of federalism as the USA is a federation of 50 independent states loyal to the federal unit. The powers of the federal government are defined by the Constitution; its 10<sup>th</sup> Amendment stipulates that all power not explicitly entrusted to the federal government belongs to the individual states. It is important for the purpose of this paper to mention that each state has its own Constitution which must not be at variance with the federal Constitution.

The values and self-attitude of the Americans very much define their relationships with the rest of the world. Their idealistic belief in the exceptionality of their values and institutions causes them at times to act as a Messiah trying to change the world as to make it more approximate to them. This is sometimes perceived by other countries as a cultural imperialism – imposing American cultural values and American way of life upon others.

The tension between the American values of equality and success are somewhat reflected in politics. At the time of political or economic crisis, it is the equality that is usually stressed and the politics is more liberal, whereas at the time of prosperity, the politics turns to more conservative values – probably because the welfare needs to be protected, not shared.

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<sup>18</sup> Lehmanová, Z. et al.: Kulturní pluralita v současném světě. *VŠE Praha*, 2000, p. 36.

So, in a country that began as 13 small colonies clinging to the Eastern seaboard, which eventually expanded across the entire North American continent, seizing Texas, Arizona, New Mexico, and California from Mexico in 1846, the American culture has developed into a very specific and distinctive culture, which significantly contributed to the development of the entirely modern Western civilization, both wanted and hated throughout the world.

## 2. PART II

### 2.1 THE ARRIVAL OF ENGLISH INTO THE UNITED STATES

During the 17<sup>th</sup> and 18<sup>th</sup> century, the colonists of America formed just a part of a huge social migration pending in Europe. People were on the move everywhere. They moved from secluded settlements to villages; from villages to cities; and from homelands to colonies overseas. They moved for a variety of reasons – most of the people responded to a social and economic situation in Europe, and others sought political or religious freedom. People arrived to America from all kinds of places – from England, Germany, Ireland, France, Spain and West Africa, thus making the country the most heterogeneous in terms of language. Most of the newcomers were young men, including convicted criminals sent to America from England.<sup>19</sup> The first settlers thus spoke and wrote mostly English but a national unifying standard applicable to a number of English dialects was actually non-existent. However, it could spread freely as the indigenous languages spoken by the native American tribes could hardly represent a challenge. The English language was also one of the very first attempts to define the national identity of the new nation. All founders saw the dominance of English as an advantage for the new nation but most disapproved of language legislation because early leaders believed that government, especially at the federal level, should not regulate people's speech. As Christopher Gadsden, a leader of Charleston radicals, said: "There should be no New Englander, no New Yorker, on the continent but only all of us, Americans."<sup>20</sup>

One of the key milestones for the spread of English occurred during 1775 – 1783. The English-speaking colonies declared independence from the British government and the USA was born, which was politically a very important event. The federal form of the government proposed in 1777 turned out to be very beneficial as the borders could now expand further to the West and South. Those who disagreed with the new arrangement left for Canada where they established an important English-speaking community in the province of Ontario. In the upcoming century, the main stream of immigration to North America headed just to Ontario and the English-speaking community was thus spreading independently in the USA. In 1783, English was spoken on the entire East Coast.

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<sup>19</sup> Tindall, G.B., Shi, D.E.: *Dějiny Spojených států amerických. Nakladatelství Lidové noviny Praha*, p. 34.

<sup>20</sup> *Ibid*, page 116.

Between 1845 and 1854, the largest-ever wave of immigration occurred in the history of the United States: 2,400,000 people, or 14.5% of the entire population, arrived. In 1860, nearly every eighth American was born abroad – most of them in Ireland (1,600,000), Germany (1,200,000) and Britain (588,000).<sup>21</sup> Although America has always been a country of immigration, the newcomers were not always welcome with warmth. Many native (meaning not the indigenous) Americans felt threatened by the foreigners, their languages and odd customs and religions, and their approach to the newcomers was often rather hostile. Needless to say, many immigrants were illiterate and thus forced to seek cheap and unqualified jobs. However, according to the public census taken in 1840, 78% of the population could already read and write (91% of that was the white population). In the 1830's, none of the existing states of the Union provided any educational system as we know it today, albeit Massachusetts had urged municipalities to open schools nearly two hundred years before that.<sup>22</sup> The situation was different in the South with a large black population, the remnants of the black slaves, which were mostly illiterate. By the 1890's, English was commonly spoken within the territory of 9,303,000 square kilometers, which is the area 30 times larger than the British Islands<sup>23</sup>. However, during the 19<sup>th</sup> and 20<sup>th</sup> century, the second most frequently spoken language of immigration was German (25%)<sup>24</sup>, especially in the state of Pennsylvania. The use of German language significantly diminished with the anti-German sentiments following the end of the First World War, and nowadays it could only be found scarcely in small language communities.

Another large wave of immigrants from Europe arrived to American cities between 1900 and 1910 and formed 41% of new city population in the US. However, these immigrants were not so much urged to leave their homelands because of the economic and political situation at home. American industry, in search of cheap labor, had its barkers abroad and in American ports to hand out enticing advertisement leaflets in various languages to potential employees. According to the Labor Act of 1864, immigration was supported by the Government itself as it allowed the companies to recruit foreign workers and offer them the pay for their trip to America.<sup>25</sup> Since the majority of immigrants spoke very little English, if any, and did not understand the local work conditions, they often became victims of

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<sup>21</sup> Ibid, page 230.

<sup>22</sup> Ibid, page 247.

<sup>23</sup> Ostler, N.: Říše slova: Jazykové dějiny světa. *BB/art s r.o.* Praha 2007, page 523.

<sup>24</sup> Ibid

<sup>25</sup> Tindall, G.B., Shi, D.E.: Dějiny Spojených států amerických. *Nakladatelství Lidové noviny Praha*, p. 411.

exploitation. Individual ethnic groups wanted to maintain the feeling of belonging together and apply the skills they had brought from their homeland, and often sought the same employment. They felt strangers in a strange distant land and, understandably, looked for the places where they could find their countrymen, thus establishing immigrant enclaves, such as Little Italy neighborhoods, Chinatowns, etc. This way they were able to practice their religions, customs and speak their mother tongue as many of them did not speak English, which was also causing animosity and suspicion on the part of the native (non-indigenous) Americans.

The immigrant issue provoked the establishment of the American Protection Association in the 1880's, which promoted a reduction of immigration, more strict requirements for granting American citizenship, prohibition of employing foreigners or Catholics, and the exclusive teaching of “**American**” **English** at schools.<sup>26</sup> In 1891, Republican Henry Cabot Lodge from Massachusetts even requested that illiterate immigrants should be banned from entering the country, despite the fact that their literacy was not required to be proved in English.<sup>27</sup> After the Civil War, the general education system experienced a broader development, which was partly based on the intention to “Americanize” the children of immigrants and speed up the birth of the new America. In 1870, the public schools were attended by 7 million pupils, and this number tripled by the 1920's.<sup>28</sup>

However, if we look at the immigration patterns of the 1900s, we see that the greatest numbers came at the beginning and at the end of the century. During the first two decades of the twentieth century, there were as many as 1 million new immigrants per year, so that by the 1910 census, almost 15 percent of all Americans had been born in another country. In 1921, however, the country began to limit immigration and the Immigration Act of 1924 virtually closed the door and the total number of immigrants admitted per year dropped to only 150,000.<sup>29</sup> A quota system was established as to specify the number of immigrants that could come from each particular country overseas. Immigrants from northern and western Europe were greatly favored. The system remained in effect until 1965, allowing only exceptions

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<sup>26</sup> Ibid, page 416.

<sup>27</sup> ACLU Background on English Only Policies in Congress. Official website of the American Civil Liberties Union, <http://www.aclu.org/immigrants-rights/aclu-background-english-only-policies-congress> (accessed in 2011)

<sup>28</sup> Tindall, G.B., Shi, D.E.: Dějiny Spojených států amerických. *Nakladatelství Lidové noviny Praha*, page 418.

<sup>29</sup> Dantesman et al.: *American Ways: An Introduction to American Culture. Longman 2005*, p. 4.

from countries like Hungary, Cuba, Vietnam and Cambodia. After 1965, the immigration laws began changing again, much owing to the political situation in Europe, allowing the numbers of admitted immigrants raise up to 1 million in the 1990s. In addition to legal immigration, it is estimated that illegal immigration was adding more than a half million per year. At that time, 90 percent of the immigrants were coming from Latin America, the Caribbean and Asia.<sup>30</sup>

## 2.2 CONTEMPORARY SITUATION

In the 1980's and 1990's, the US population grew by 20%, i.e. by fifty million people, and in 2006 it exceeded 300 million people.<sup>31</sup> The race and ethnical structure of the population has also changed – more than 30% of Americans stated African, Asian, Hispanic or Indian origin. Out of the total population, Hispanics represented 13% of people, thus constituting the largest minority in the United States; African Americans represented 11%, Asian Americans 4% and American Indians nearly 1%.<sup>32</sup> These numbers of course do not include hundreds of thousands of non-registered illegal foreigners, mostly from Mexico, Haiti and other South-American countries. In the 2000's, it was the very first time in history when the majority of immigrants did not arrive from Europe but from other parts of the world: from Asia, Latin America and Africa.

Today, English-speaking America stands at the forefront of the technological revolution in the area of communication, know-how, telecommunications, the film and music industry, media, technology, television, air transportation, warfare, computers and, above all, the internet, thus spreading the language naturally to the most secluded parts of the world. What is interesting, though, is the fact that the vast majority of new technologies was actually invented by native English speakers – i.e. Fulton, Wright, Bell, Edison, Ford, to name a few. It was thus inevitable that the public debate about the key technologies must have been led in English. Scientists, engineers and businessmen shared their know-how in English. No other language in the world's history experienced such a steep expansion through technologies. English has always been associated with the effort to become well-off and with the freedom of an individual as it has been the language of the success in material world. One of the unique circumstances of the spread of English is also the fact that it has become the language

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<sup>30</sup> Ibid, p. 5.

<sup>31</sup> Tindall, G.B., Shi, D.E.: *Dějiny Spojených států amerických. Nakladatelství Lidové noviny Praha*, page 755.

<sup>32</sup> Ibid, page 757.

of business at the time when a former English-speaking colony became the world's super power and the knowledge of English thus became essential. The teaching of English is also not just a form of education but a business segment that flourishes in all countries of the world. Along with the teaching comes the provision of other language-related services, such as translation and interpretation, required within the public, judicial, law enforcement and other administration systems.

What must not be forgotten those who speak English as their second language as in this particular area English experienced the greatest expansion. In his study "Decline of the Native Speaker", Graddol [1999] estimates that the number of those who speak English as the second language will exceed the number of the native speakers within fifty years' time, whereas the population of the native speakers shows a declining trend. English as the second language is spoken by approximately 2 to 5 % of the population in the former British colonies (i.e. approximately 200 million people). The areas where English is spoken due to a direct influence of the USA include the Philippines with 50% (36 million) and Liberia with 85% (2 million). As per Europe, it is questionable as to whether it should be classified among the territories directly influenced by the British or by the Americans, and whether European should be considered a foreign or a second language. English had been used as a neutral language of communication within the European Community long before the United Kingdom joined in 1973. Graddol's analysis concluded that approximately 20% of Europeans had spoken English before the 1980's and now it is nearly one third of the entire EU population. He estimates that by 2030s, English will be spoken within the continental Europe by approximately 190 million people.

Nowadays, English serves as an *interlingua*, the language of worldwide communication<sup>33</sup>, and the estimated number of those who speak it as a second language exceeds the number of those who speak it as the first language by 3:1<sup>34</sup>. However, it does not mean that English will remain *lingua franca* forever. Many of the world's great languages have been wiped out for various reasons, although their positions, at their time, seemed to be unshakeable – Greek, Latin, Persian, just to name a few. Many insist that in terms of the

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<sup>33</sup> 54 countries around the world have English as their official language, out of which 27 have made English their sole official language: Antigua & Barbuda, Bahamas, Barbados, Belize, Dominica, Micronesia, Fiji, Gambia, Ghana, Grenada, Guyana, Jamaica, Kiribati, Liberia, Namibia, Nigeria, Seychelles, Sierra Leone, Solomon Islands, St. Lucia, St. Vincent & Grenadines, St. Kitts & Nevis, Trinidad & Tobago, United Kingdom, Uganda, Zambia, Zimbabwe.

<sup>34</sup> Ostler, N.: Říše slova: Jazykové dějiny světa. *BB/art s r.o.* Praha 2007. Page 489.



number of speakers, English is being threatened by Chinese, Arabic or Spanish; however, in my opinion, the contemporary society seems to be more convenience-oriented and seeks simplicity in the complex globalized world; therefore, the dominance of English may still persist for at least some time. Also, since the only remaining superpower speaks English, it is less and less necessary for those who already speak English to learn other languages as the communities of English speakers may be found and easily contacted anywhere in the world. The spread of English thus guarantees an equal position in conversation among the speakers from various language communities and industrial segments, regardless of their level of proficiency.

Changes of the US language policy came along with the enactment of the Civil Rights Act in 1964. Until then, the language policy had been controlled by the individual member states of the Union and language policy was implementable at the Federal level [Spolsky 2004: 98]. In 1967, the US government adopted the Bilingual Education Act (BEA), which, until its abolishment in 2002, had a significant impact on the language policy in the United States. The bill was initiated by Congressmen representing the states with large Spanish-speaking communities (California, Texas, New York, New Jersey, Florida, Arizona and New Mexico) and those with a French-speaking minority (Maine) [Spolsky 2004: 100]. The aim of the bill was to make children from environments where another language was dominant fully literate in English by teaching most subjects at schools in both the child's native language and in English. Throughout the force of the law, bilingual education was challenged, questioned and, eventually, instigated a counter-reaction by the establishment of movements, such as US English, English First or English for Children. It turned out only later on that the bill actually did not quite contribute to the objectives upon which it was drafted [Hnízdo 2012].

Currently, 31 states of the Union have established English as their official language: **Alabama (1990), Alaska (1998), Arizona (2006), Arkansas (1987), California (1986), Colorado (1988), Florida (1988), Georgia (1986, 1996), Hawaii (1978), Idaho (2007), Illinois (1969), Indiana (1984)<sup>35</sup>, Iowa (2002), Kansas (2007), Kentucky (1984), Louisiana (1811), Massachusetts (1975), Mississippi (1987), Missouri (1998, 2008), Montana (1995), Nebraska (1920), New Hampshire (1995), North Carolina (1987), North Dakota (1987),**

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<sup>35</sup> The proposed bill H.B. 1255 (July 1, 2011) was enacted in 2011.

**Oklahoma (2010), South Carolina (1987), South Dakota (1995), Tennessee (1984), Utah (2000), Virginia (1981, 1996) and Wyoming (1996).**<sup>36</sup>

The states with no official language enacted are: **Connecticut, Delaware, Maine, Maryland, Michigan, Minnesota, Nevada, New Jersey, New Mexico, New York, Ohio, Oregon, Pennsylvania, Rhode Island, Texas, Vermont, West Virginia, Wisconsin and Washington.**

To-date, the states of **Michigan** (H.B. 4372), **New Jersey** (Senate Bill 115), **New York** (Senate Bill 1582) and **Pennsylvania** (H.B. 2132)<sup>37</sup> are considering legislature to make English the official language. In 2015, **West Virginia** House Bill 3019 failed to pass the Senate, despite the fact that it received an overwhelming bi-partisan support in the House with 88 members voting yes, and only 4 voting no. If passed in the future, the law would require that all official state business be conducted in English. However, the Bill includes several exemptions. It permits the State government to use foreign language(s) to protect public health and safety, and to provide both learning and legal services to non-English speakers when necessary. The legislation also allows government officials to communicate with their constituents in foreign language(s); while still encouraging them to communicate in English.

The states and territories that are officially bi- or trilingual are Hawaii (English and Hawaiian) (1978), American Samoa (Samoan and English), Guam (Chamorro and English), Northern Mariana Islands (English, Chamorro and Carolinian) and Puerto Rico (Spanish and English) (1993). The *de facto* bilingual states include Louisiana where English and French are legally recognized although there is no official language established; Maine (English and French) and New Mexico (English and Spanish). The status of Puerto Rico is rather odd as the island does not belong to the Union, the inhabitants (98%) speak Spanish as their first language, they do have US citizenship but they do not vote in US Presidential elections and do not pay federal taxes.<sup>38</sup>

On August 1, 2006, the U.S. House of Representatives approved a bill that would make English the official language of the United States. The vote was 259 to 169, with 223 Republicans and thirty-six Democrats voting in favor, and eight Republicans, 160 Democrats,

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<sup>36</sup> Official website of the United States Census Bureau 2000 (accessed in 2011)

<sup>37</sup> The bill seeks to make English the official language of the Keystone State and to restrict the appropriation of certain funds for un-necessary translations. State Rep. Ryan Warner sponsored the bill in August of 2015 and it has since garnered 24 co-sponsors. They are Reps. Metcalfe, English, Reese, Zimmerman, Heffley, Metzgar, Sankey, Kaufmann, Marisco, Sonney, Roae, Cox, Tallman, Irvin, M. K. Keller, D.Costa, Saylor, Klunk, Krieger, Helm, Knowles, Tobash, and Dush. The Bill is currently in the State Government Committee. The Pennsylvania State legislature reconvened on the first Tuesday in January (01/05/2016).

<sup>38</sup> Hnázdo, B.: Role angličtiny v globalizujícím se světě. *Metropolitní univerzita Praha 2012*, p. 57.

and one independent voting against. The debate was intense, acrid, and partisan. On March 25 2006, the Supreme Court agreed to review a case involving an Arizona law that would require public employees to conduct government business only in English, apart from some narrow exceptions for purposes like health and public safety. Arizona is also one of the states that have passed "Official English" or "English Only" laws. The appeal to the Supreme Court followed a 6-to-5 ruling, in October of 1995, by a federal appeals court striking down the Arizona law.<sup>39</sup> These events suggest how divisive a public language issue could become in America -- even if it has until now scarcely been taken seriously. Some claim that America may be threatened by immigration but not by language as such. The push for an official language may have a lot to do with the nimbyism of the mainstream inland American population which perceives to be threatened by the ever-growing immigration, especially the Hispanic one. On the other hand, there is a deeply rooted tradition of civil rights, which includes the right to speak one's own language. The sponsors of the "Official English" legislations are mostly very conservative and usually members of the Republican Party. In a survey carried out by ProEnglish advocates, except for Mr. Huntsman whose position was not available, all presidential candidates running for the Republican Party in the 2012 elections<sup>40</sup> voted in concert for English to be made the official language of the country.

Needless to say, there are counter movements in the US that oppose the enactment of English as the official language, such as American Civil Liberties Union (ACLU), which has published a paper detailing reasons why such a move should be opposed, citing undemocratic grounds of such law and abridging the rights of non-English citizens who use English as a second language. The ACLU also believes that English-Only laws could violate the Constitutional protection of fair trial, especially in courts where English translations would not be provided, and equal protection of rights. Another interesting organization is EPIC (English Plus Information Clearing House), which maintains that learning English is important but so are the needs and rights of speakers of other languages<sup>41</sup>. It challenges the approach of U.S. English and its allies for the vast amount of money spent for pursuing the legislation and basically no money whatsoever spent as to support and encourage English learning and proficiency.

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<sup>39</sup> King, R.D.: Should English Be the Law? *Atlantic Online*, April 1997.

<sup>40</sup> Mr. Paul, Mrs. Bachmann, Mr. Gingrich, Mr. Santorum, Mr. Romney and Mr. Perry.

<sup>41</sup> Baron, D.: *The English-Only Question: An Official Language for Americans?* Yale University Press, 1991.

So, what could be the chances of English becoming official language of the United States? Any language bill will face tough odds in the Senate, because some western Senators have opposed English Only measures in the past for various reasons, such as a desire by the Republicans not to alienate the growing number of Hispanic Republican voters, the majority of which are uncomfortable with mandated monolingualism. Former Texas Governor George W. Bush and ex-President of the United States, too, said forthrightly that he would oppose any English Only proposals in his state. Several of the Republican candidates for President in 1996 (an interesting exception was Phil Gramm) endorsed versions of Official English, including Newt Gingrich. While serving as Governor of Arkansas in 1987, Bill Clinton had signed an English Only bill into law; however, as President, he described his earlier action as a mistake, citing a veto-proof majority in his defense.<sup>42</sup> At that time, the state's population was less than 1 percent foreign-born. In 1996, the Clinton Administration indicated that it would veto the English Language Empowerment Act, should it reach the President's desk. In that year, the foreign-born population in the state of Arkansas reached approximately 9 percent<sup>43</sup>.

The controversy over Official English is intersected by many issues: immigration (above all), the rights of minorities (Spanish-speaking minorities in particular), the *pros* and *cons* of bilingual education and the costs thereof, tolerance, how best to educate the children of immigrants, and the place of cultural diversity in school curricula and in American society in general. At a local and regional level, English is a highly emotional cause and many public officials rather choose not to disturb the status quo in language policy. However, if supporters of "Official English" would be organized well enough and succeeded in addressing and convincing general public, they might eventually have the case. On the other hand, if the ever growing immigrants and minority groups get more involved in the political process on both local and national level, the lawmakers would be naturally less likely to support legislation that could alienate them.

The next chapter describes the most influential English Only movements and the opposition groups in the United States, the objectives they pursue, methods of their operation,

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<sup>42</sup> *ibidem*

<sup>43</sup> Schildkraut, D.: Official English and the States: Influences on Declaring English the Official Language in the United States. *Political Research Quarterly*, Vol. 54, No. 2 (Jun., 2001), p. 455.

and examines whether or not they bear any signs of right-wing conservatism and linguistic imperialism.

### 3. PART III

#### 3.1 ENGLISH-ONLY MOVEMENT

The term "English-Only" was originally introduced by supporters of a 1984 California initiative opposing bilingual ballots, a stalking horse for other official-language measures. Leaders of the movement have since rejected such a label, pointing out that they have no objection to the use of foreign languages in the home. But the phrase is a fair description of the goals of the movement so far as public life and language space are concerned.

The English Only movement, also known as Official English movement (the two names are used almost interchangeably) refers to an organized political pursuit of the use of the English language only in official government operations and documents with the primary aim to establish English as the only official language in the United States, either through an amendment to the U.S. Constitution, through state legislation, or through repeal of laws and regulations permitting public business to be conducted in a language other than English. U.S. English, an advocate group for "Official English", claims that "*the passage of English as the official language will help to expand opportunities for immigrants to learn and speak English.*"<sup>44</sup> The English-Only movement is thus not a single entity but consists of several organizations and civil initiatives that share and pursue the aforesaid goal. For the purpose of this paper, they will be referred to jointly as the English-Only movement, unless they will be specified individually.

There were several English-Only movements in the past, starting with the acquisition of French-speaking Louisiana and resulting from the Mexican-American war, when the United States acquired about 75,000 Spanish speakers. An 1847 law authorized Anglo-French lecturing in public schools in Louisiana and in 1849 the California Constitution recognized Spanish language rights. French language rights were abolished after the American Civil War. In the late 1880's, Wisconsin and Illinois passed English-Only lecturing laws for public and parochial schools. After the Spanish-American war, English was declared "the official language of instruction in the school room" in Puerto Rico. English was then declared the official language in the same way in the Philippines after the Spanish-American war in 1898. For the first five decades of the 20<sup>th</sup> century, English was spreading as a result of the policy enforcing English as the only language of communication, which was in compliance with the

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<sup>44</sup> Official website of the US English organization, [www.us-english.org](http://www.us-english.org) (accessed in 2011)

formation of the “American” nation and with the multicultural concept of American identity. Proponents of “Official English” contend that historical experience shows that linguistic diversity threatens political cohesion and stability, while the opponents counter-argue that enshrining the superior status of English in the Constitution would state that linguistic minorities are inferior and unwanted in America. However, according to some studies, the predominance of English usage is not in danger as the vast majority of immigrants does want to learn English voluntarily because they understand it as a vehicle of social integration and economic mobility, and does so regardless of the often insufficient provision of English instruction for adults.<sup>45</sup> Polls indicate that English is and should remain a defining feature of American society, be it official or not. Fully 94% of the respondents in the February 1988 California Poll agreed that speaking and writing English was important to “in making someone a true American”. In a 1986 Roper survey, 81% of the national sample agreed that “anyone who wants to stay in this country should have to learn English”<sup>46</sup>. Historically, the vast majority of immigrants to the U.S. have become monolingual English speakers within two or three generations after arrival there. The demographer Calvin Veltman has observed that the traditional three-generation period for a complete shift to English is now being shortened to two generations, most likely because of the technologies that are currently available and due to the global use of the internet. A recent RAND Corporation study also showed that more than 90% of the first-generation Hispanics born in California have native fluency in English, and that only about 50% of the second generation still speak Spanish.

It is obvious that both sides seek to use the psychological power of legitimate symbols, such as national unity, upward mobility and equality, and blame the opposition for the deterrent and shameful attempts of separatism, prejudice and ethnic strife. Neither one of them, however, obviously wish to alienate the minority groups as they constitute a considerable electorate groups. Therefore, what is often described as a “language conflict” is probably just a conflict over the allocation of resources and general accessibility to socioeconomic well-being and mobility.

The facts summarized above suggest that the movement achieves most of its goals simply by raising the issue when the times are right, namely around election periods. At the

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<sup>45</sup> Leibowicz, Joseph: The Proposed English Language Amendment: Shield or Sword? *Yale Law and Policy Review* 3:519-50, 1985.

<sup>46</sup> Citrin, J. *et al.*: The Official English Movement and the Symbolic Politics of Language in the United States. *The Western Political Quarterly*, Vol. 43, No. 3 (Sept. 1990), p. 550.

local level, the public discussion of English-Only has encouraged numerous private acts of discrimination. In recent years, for example, dozens of firms and institutions have adopted English-Only workplace rules that bar employees from using foreign languages even when speaking among themselves or when on breaks. More generally, the mere fact that politicians and the press are willing to take the proposals of English-Only seriously tends to establish the basic premise of the movement: that there is a question about the continued status of English as the common language of American public discourse. In the end, the success of the movement should be measured not by the number of official-language statutes passed, but by its success in persuading people, including many who are unsympathetic to the English-Only approach, to accept large parts of the English-Only account of the situation of language in America. Despite the insistence of English-Only advocates that they have launched their campaign "for the immigrants' own good," it's hard to avoid the conclusion that the needs of non-English speakers are a mere pretext, not a rationale, for the movement. At every stage, the success of the movement has depended on its capacity to provoke widespread indignation over allegations that government bilingual programs are promoting a dangerous drift toward a multilingual society. The movement's supporters seem to have little interest in modifying that story to take the actual situation of immigrants into account. To take just one example, there are currently long waiting lists in most cities for English-language adult classes, around 50,000 people in the Los Angeles County alone, but none of the English-Only bills that have been introduced in the Congress makes any direct provision for funding of such programs. Moreover, U.S. English advocates like to describe bilingual programs as a mere "linguistic welfare."

One indication of just how broadly the movement transcends any immediate, practical concerns about immigrants is the success it has had in regions where issues like immigration and multiculturalism seem to be of fairly remote concern. Of the states that have passed Official-English laws in recent years, only four (California, Florida, Arizona, and Colorado) have large immigrant populations. The remainder consists of Western states like Montana, North and South Dakota, and Wyoming; Indiana and New Hampshire; and all of the Southern and borderline states, except for Louisiana (apart from Florida, the only state in the region with a substantial numbers of non-English speakers). The breadth of support for these measures actually seems to increase as its local relevance diminishes – for example the 89% majority that the measure won in an Alabama referendum and the unanimous or near-unanimous legislative votes for English-Only measures in states like Arkansas, Georgia,



Tennessee, Kentucky, and Virginia. These are definitely not the places where voters could feel any imminent threat to English from other foreign languages, or where we would expect to see voters or legislators giving much attention to immigration at all. This conclusion may be supported by the last survey conducted by the Pew Research Center for the People & the Press and the Pew Hispanic Center in February – March 2006 in five metropolitan areas that have experienced differing rates of immigration in recent years: Phoenix (Arizona), Las Vegas (Nevada), Chicago (Illinois), Raleigh-Durham (North Carolina) and Washington D.C. Immigration emerged as a dominant local concern only in Phoenix, which is located near a major entry point for illegal immigrants, where 55% of respondents say it is a very big problem. In the other four metropolitan areas, traffic congestion rated as a much bigger problem than immigration<sup>47</sup>.

Also, wherever convenient, English-Only advocates tend to oppose the entirely apolitical private-sector uses of foreign languages. They have urged the California Public Utilities Commission to prohibit Pac Tel from publishing the Hispanic Yellow Pages; they have opposed the FCC licensing of foreign-language television and radio stations; they have proposed boycotts of Philip Morris for advertising in Spanish and of Burger King for furnishing bilingual menus in some localities. For all their talk of "cherished diversity," English-Only advocates are in their way more intolerant of difference than their nativist predecessors. "This is America; speak English," English-Only supporters like to say. The irony of all this is that obviously there was never a culture or a language so little in need of official support. What seems to be the most distressing about the movement is not so much the insult it offers to minorities and immigrants as its evident lack of faith in the ability of an English-language culture to make its way in the open market, and this is happening at the very moment of a triumph of English as the world's *lingua franca*.

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<sup>47</sup> America's Immigration Quandary: No Consensus on Immigration Problem or Proposed Fixes. US Politics & Policy, Pew Research Center, <http://www.people-press.org/2006/03/30/americas-immigration-quandary/> (accessed in 2011)

### 3.2 THE U.S. ENGLISH FOUNDATION

The U.S. English appeals to the binding tissue of American identity as follows: *The mission of U.S. ENGLISH is to preserve our common bond by making English the official language of government in the United States and by promoting opportunities for people living here to learn English* [U.S. ENGLISH, 1995a].

The U.S. ENGLISH Foundation is a non-partisan educational foundation based in Washington, D.C., which distributes information on English teaching methods, sponsors educational programs, develops English instructional materials, represents the interests of Official English advocates before State and Federal courts, and promotes opportunities for people living in the United States to learn English. It is the most influential national group promoting Official English. The Foundation contends that learning English is the best way to get ahead both academically and socially. Although some English learners require special language assistance, the Foundation believes that the assistance should be short-term and transitional<sup>48</sup>. It strives to connect English language learners with free or low cost classes and lessons and its main goal is to ensure that English continues to serve as an integrating force among the many ethnic groups in America and remain a vehicle of opportunity for new Americans<sup>49</sup>. To accomplish that goal, the U.S. ENGLISH Foundation has established to help improve the teaching of English to immigrants, allow them to enjoy the economic opportunities available in America; to research language issues and policies within the United States producing briefings to educate all citizens; to study language policy and its effects around the world, so that the lessons learned in other countries could be applied to the United States; and to raise public awareness about the importance of English as a common language in the United States. It is funded by private donations. The U.S. ENGLISH Foundation is a separate organization from U.S. ENGLISH, Inc., which pursues to pass legislation related to English as a common language.

The U.S. ENGLISH Foundation was established in 1983 by Canada-born Senator Samuel Ichiye Hayakawa, Professor of English and later on President of San Francisco State College. In 1976, Dr. Hayakawa was elected to the U.S. Senate from California as a

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<sup>48</sup> Official website of the US English Foundation, <http://www.usefoundation.org/> (accessed in 2011)

<sup>49</sup> Very interesting public discussion on the topic may be viewed at: <http://www.theworld.org/2010/10/the-english-only-movement-in-america/>

Republican. He was the first one to introduce the English Language Amendment. Concerned about the growing problems caused by the language barrier, Hayakawa founded U.S. ENGLISH upon leaving the Senate in 1983. “Bilingualism for the individual is fine, but not for a country,” Hayakawa said in his support of a common official language. He served as honorary Chairman of U.S. ENGLISH until his death in 1992. From 1983 to 1990 he also served as Special Advisor to the Secretary of State for East Asian and Pacific Affairs. The current Chairman of the Board and CEO is Mauro E. Mujica (since 1993) who was born in Chile and claims to have a first-hand understanding of the obstacles the non-English speakers face upon their arrival to the United States.

The U.S.ENGLISH Foundation sponsors a yearly scholarship award to a student focusing on the teaching of English as a Second Language (ESL) and offers free on-line English learning programs, such as Mingoville, which is used to teach English in more than 60 countries.

U.S. ENGLISH Director of Government Relations, Tim Schultz, was recently interviewed by the BBC to discuss the Official English movement in America, the growing prevalence of Spanish as well as the importance of encouraging immigrants to adopt English. In the interview<sup>50</sup>, Schultz argues that English is what keeps America — a land of immigrants and therefore a home of many languages — intact and homogeneous. He believes that Spanish in particular is quickly becoming an unofficial official language here. He says government agencies use Spanish and other languages without thinking about the message they are sending. What they should be doing, he says, is using English so that non-English speakers are encouraged to learn the language, and succeed in their adopted homeland. Finally, he also acknowledges that bigots and racists may be among the supporters of English Only but as far as he’s concerned, they do not form the mainstream, nor does he share their views.

Clearly, there are many different and complex opinions existing even within the U.S. English movement alone, with some rejecting (and others supporting) linguistic chauvinism, nativism, xenophobia and language imperialism. However, the English Only and the opposing English Plus both agree on one important issue: that children should become fluent in English

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<sup>50</sup> The world in words 107: The English-Only Movement in America, October 28, 2010, <http://www.theworld.org/2010/10/the-english-only-movement-in-america/> (accessed in 2011)

as early as in the kindergarten, because full English proficiency is of key importance for opening doors to higher education, business and commerce, and that it facilitates the entry on the workforce market.

### **3.3 ENGLISH FIRST FOUNDATION**

English First is a national, non-profit grassroots lobbying organization founded in Springfield, Virginia, in 1986. As the two initiatives named above, it seeks to make English the official language in America, to give every child a chance to learn English and to eliminate costly and ineffective multilingual policies. The objective of English First is to lead the charge for federal ballots, making English the official language of the United States and providing protection from frivolous lawsuits and money losing mandates due to political correctness. English First's sole purpose is to pass legislation making English the official language of the United States. The focus of English First for the next two years, in the 112th Congress, will be the following five pieces of legislation:

1. English as the official language of the United States of America.
2. Voting ballots in English only for federal candidates.
3. No obligation for government or business to use any language other than English.
4. Lower healthcare costs by using English only and removing the translator mandate.
5. Defund any lawsuit versus any state concerning language for English only.

Its focus is making sure that the society can move forward together having the opportunity to live the American dream, which can only happen with the command of the English language<sup>51</sup>.

In 2011, Senator Jim Inhofe (R-OK) and Representative Steve King (R-IA) introduced the “English Language Unity Act”, which would make English the official language of the United States. With the help of active members of English First, Rep. King’s bill (H.R. 997) was introduced with 60 original co-sponsors<sup>52</sup>.

During GOP debates in the fall of 2011, ultra-conservative presidential candidate and former US Senator Rick Santorum said that English should be the national language in

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<sup>51</sup> Official website of the EnglishFirst, <http://englishfirst.org/> (accessed in 2011)

<sup>52</sup> Ibid

America.<sup>53</sup> Santorum, whose father was a first-generation immigrant from Italy, believes all immigrants should learn English. He also does not favor bilingual education, and roundly opposes the federal DREAM Act legislation<sup>54</sup> that would give undocumented immigrants who have grown up in the US a chance to obtain citizenship if they earn a college degree or serve in the military. Likewise, he is a fierce critic of state-level DREAM acts, like those in Texas and California, where undocumented students who have grown up in the states and graduated from their high schools may be granted in-state tuition at public colleges and universities.

What is remarkable about the English First public display, however, is the fact that it proudly announces its attempts to achieve its goal, i.e. to pursue English as the official language, through the government officials in the House, such as Lou Barletta, Mo Brooks, Scott Tipton, etc.; however, as opposed to the other groups and initiatives, if we try to search for any contact person or a founding entity behind the movement or even links to its funding, the web site is silent and discloses no contact information whatsoever, except for the option to leave a message.

### **3.4 ENGLISH LANGUAGE ADVOCATES (PROENGLISH)**

ProEnglish<sup>55</sup> is a non-partisan, non-profit self-governing project of U.S.Inc. with a seat in Arlington, VA, and active members in all states. It is supported by voluntary donations and grants mainly from individual donors (not from any federal or state governments). It is described as the nation's leading advocate of official English defending English at the federal, state and local level, works through the courts and in the court of public opinion to defend English's historic role as America's common, unifying language and persuade lawmakers to adopt English as the official language at all levels of government.

ProEnglish was founded in 1994 under the name "English Language Advocates". Its first project was defending an Official English initiative passed by the voters of Arizona, after the State of Arizona refused to appeal a decision overturning the initiative in federal court. In addition to research and conducting a wide variety of public education activities, ProEnglish

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<sup>53</sup> Maxwell, Lesli A.: English Should Be Official Language, Santorum Says. Official website of Education Week, January 4, 2012, [http://blogs.edweek.org/edweek/learning-the-language/2012/01/rick\\_santorum\\_the\\_ultra-conser.html](http://blogs.edweek.org/edweek/learning-the-language/2012/01/rick_santorum_the_ultra-conser.html) (accessed in 2012)

<sup>54</sup> Development, Relief and Education for Alien Minors is a legislative proposal first introduced in the Senate on August 1, 2001, by Dick Durbin and Orrin Hatch, and reintroduced to the Senate on May 11, 2011. The bill would provide conditional permanent residency to certain illegal aliens who must meet several conditions, among them being graduates from an American high school with a GED.

<sup>55</sup> Official website of ProEnglish, [www.proenglish.org](http://www.proenglish.org) (accessed in 2012)

specializes in providing pro-bono legal assistance to public and private agencies facing litigation or regulatory actions over language. Its key principles include assisting students with limited English proficiency to learn English as quickly as possible, while also strongly encouraging the study of foreign languages as an academic discipline. ProEnglish also requests that all candidates for U.S. citizenship should be required to demonstrate knowledge of English and an understanding of American system of government at a level sufficient to vote in English. Also, naturalization ceremonies, including the Oath of Citizenship, must be conducted in English; however, the right to use other languages must be respected. ProEnglish's agenda includes adopting laws or constitutional amendments declaring English the official language of the United States, and of individual states (meaning those who have not done so yet), defending the right of individual states to make English the official language of government operations, ending bilingual education (e.g. foreign language immersion programs) in public schools, repealing federal mandates for the translation of government documents and voting ballots into languages other than English, and opposing the admission of territories as states unless they have adopted English as their official language.

As far as bilingual education is concerned, ProEnglish's opposition is based on the assumption that it failed despite 30 years of the experiment. According to ProEnglish, segregation by language and ethnicity does not lead to a higher academic performance and actually results in social isolation of the students involved. ProEnglish believes that a politically powerful bureaucracy continues to promote bilingual education for ideological reasons, for higher school funding and extra teaching jobs; it also believes that with 327 languages now represented in the US, the mission of American schools is not to maintain family languages but to give students an opportunity to succeed as US citizens. Instead of bilingual programs, ProEnglish promotes English Immersion teaching, now called "Structured English Immersion" (SEI). In these programs, students spend one full school year (or longer, if necessary) learning to speak, read and write in English and to master the vocabulary needed as to learn all school subjects in English.

Another topic commonly pursued by English-Only proponents including ProEnglish is bilingual (or multilingual, as the case may be) ballots, mostly due to excessive costs and the fact that if a citizen is eligible to vote, he/she should have a sufficient proficiency of English.

The same applies to the driver's license exams which should be also conducted only in English<sup>56</sup>.

To conclude, there are several joint features apparently shared by the English Only movements. They all strongly oppose bilingual ballots, bi- or multilingual government documents and bilingual education, mainly based on their conservative values stating that English is a binding issue of American identity and also due to high costs associated with translations and employment of teachers able to provide instruction in minority languages. On the other hand, these movements also acknowledge the fact that immigrant children as well as adults should be given a chance to learn English and be provided a time-limited assistance in learning English as early as possible in order to avoid their prospective unemployment and a resulting burden on the social welfare system. Some of them even sponsor scholarships or free or low costs classes and lessons of English and raise public awareness of the importance of English, which has been always associated with social welfare, as oppose to Spanish, which, in the view of many proponents of English Only, still remains the language of unqualified or even illegal hard working "blue collars". Their arguments and activities may certainly bear some signs of intolerance, linguistic chauvinism and xenophobia, but, in my opinion, they do not show the signs of language imperialism as Phillipson submits it for their policies do not seem to threaten or even pursue extinction of the minority languages.

### **3.5 OPPOSITION GROUPS**

Considering the traditional feel of Americans for human rights and bold personal involvement in civil issues, it is not surprising that there is a considerable opposition against the English Only movements. More than forty civic, religious, and professional organizations have passed resolutions opposing the English Only movement and supporting English Plus. Supporters include for example the National Council of Teachers of English<sup>57</sup>, the National Education Association<sup>58</sup>, the Teachers of English to Speakers of Other Languages<sup>59</sup>, the

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<sup>56</sup> For example, California offers driver's license exams in 32 languages; Connecticut in 21 languages, Georgia in 14 languages, Kentucky in 23 languages, Massachusetts in 25 languages, and Rhode Island in 17 languages; on the other hand, Florida with large minority groups offers the exams in 3 languages only (English, Haitian and Spanish/Spanish Creole); Hawaii only in English; Louisiana, Pennsylvania, Texas and Virginia in English and Spanish. The only states who provide the exams in English only are Arizona, Hawaii, Kansas, Maine, New Hampshire, Oklahoma, South Dakota, Utah and Wyoming.

<sup>57</sup> Official website of the National Council of Teachers of English, [www.ncte.org](http://www.ncte.org)

<sup>58</sup> Official website of the National Education Association, [www.nea.org](http://www.nea.org)

Modern Language Association<sup>60</sup>, the American Council of Teachers of Foreign Languages<sup>61</sup>, the Center for Applied Linguistics<sup>62</sup>, the American Psychological Association<sup>63</sup>, the National Council for Black Studies<sup>64</sup>, the League of United Latin American Citizens<sup>65</sup>, and the National Council of Churches of Christ<sup>66</sup>. Both NCTE and NEA have published books that explain their positions on English Only legislation and provide background material necessary to guard against language restrictionism. They perceive the English Only a nativist organization that ignores civil rights tradition in the US, fails to promote the integration of language minority citizens in the American mainstream society, neglects the need of American business people to communicate with foreign markets, restricts the governments' ability to reach all citizens and promotes divisiveness and hostility towards those whose first language is not English.

In addition to that, there are also several organizations involved that focus not just on the language policy, such as American Civil Liberties Union<sup>67</sup> founded in 1920, a non-partisan non-profit organization whose mission is to defend and preserve individual rights through litigation, lobbying, community education and legal assistance. In addition to supporting civil liberties for immigrants to the United States, its current positions include, among others, opposition against the death penalty, support to gay marriages, elimination of any kind of discrimination, etc.

### 3.6 ENGLISH PLUS

The strongest policy alternative responding to English Only has been established by the English Plus organization, which is worth mentioning in more detail. Although it is commonly identified with opposition to the English Only, it was actually conceived as a reaction to attacks on bilingual education by then-Secretary of Education William J. Bennett<sup>68</sup> who declared that *“we have lost sight of the goal of learning English as the key to equal*

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<sup>59</sup> Official website of the Teachers of English to Speakers of Other Languages, [www.tesol.org](http://www.tesol.org)

<sup>60</sup> Official website of the Modern Language Association, [www.mla.org](http://www.mla.org)

<sup>61</sup> Official website of the American Council of Teachers of Foreign Languages, [www.actfl.org](http://www.actfl.org)

<sup>62</sup> Official website of the Center of Applied Linguistics, [www.cal.org](http://www.cal.org)

<sup>63</sup> Official website of the American Psychological Association, [www.apa.org](http://www.apa.org)

<sup>64</sup> Official website of the National Council for Black Studies, [www.ncbsonline.org](http://www.ncbsonline.org)

<sup>65</sup> Official website of the League of United Latin American Citizens, [www.lulac.org](http://www.lulac.org)

<sup>66</sup> Official website of the National Council of Churches of Christ, [www.nccusa.org](http://www.nccusa.org)

<sup>67</sup> Official website of the American Civil Liberties Union, [www.aclu.org](http://www.aclu.org)

<sup>68</sup> Combs, M.C.: Language Loyalties. A source book on the Official English Controversy. *University of Chicago Press* 1992.



*educational opportunity*". Shortly thereafter, a Miami-based civil rights organization called the Spanish-American League against Discrimination (SALAD) issued a detailed response to Mr. Bennett which would become a blueprint for the English Plus approach<sup>69</sup>. The term "English Plus" started to be used as a symbol of the support for bilingual education and a way to stress the importance of a second language for native and non-native English speakers.

In early 1987, a diverse group of organizations and individuals met in Washington, D.C., to discuss the need to centralize information on language rights and to develop language policy alternatives. As a result thereof, the English Plus Information Clearinghouse (EPIC) was established in October 1987 as a coalition of approximately thirty organizations under the sponsorship of the National Immigration, Refugee and Citizenship Forum and the Joint National Committee for Languages. Its goal contained three single objectives: to foster informed debate on language policy in the United States; to produce greater public awareness of the English Only movement; and to promote positive, alternative policies.

As a language advocacy movement, English Plus does support the acquisition and use of English by all U.S. citizens and residents for it emerged as a viable response to the growing xenophobia in the North America. The intent was to promote greater acceptance of language diversity in the United States in order to encourage a broader American cultural development and more international perspectives. It is based on the concept that all individuals in the US should have the opportunity to become proficient in English and one or more other languages. What it means for non-native speakers is the opportunity to develop sufficient competence in English and their native language through bilingual programs, such as Dual-Language and Heritage Language Immersion Programs. The proponents of the movement believe that there is nothing wrong with the United States being a multilingual society as it has always been a multilingual nation. The movement has provided a means for advancing policies supporting linguistic pluralism at the state and local levels and its resolutions declaring that proficiency in more than one language is beneficial to the nation, that English needs no official legislation to support it, and that proficiency in other languages should be encouraged, have been passed in the U.S. states of New Mexico, Oregon, Rhode Island, and Washington. The resolutions also disputed the idea that English is threatened by other languages.

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<sup>69</sup> Not English Only, English Plus! *Bilingual Education Issue Analysis*," Oct. 15, 1985; SALAD press release, Miami, Dec. 4, 1985.

The English Plus proponents point to the evidence suggesting that immigrant groups are, in fact, very motivated to learn English. Such evidence includes results of a 1992 survey of 2,817 Americans of Mexican, Puerto Rican, and Cuban descent, which showed that more than 90% of the respondents believe U.S. citizens and residents should learn English. What the English Plus proponents see as the key issue is the lack of opportunity, not lack of motivation, which is the primary barrier to acquiring English. In their view, this is confirmed by the thousands of prospective ESL students who are regularly turned away because there are not enough classes to accommodate them. English Plus supporters agree with English Only proponents that the proficiency in English is indispensable and that opportunities must be provided for all U.S. residents to learn English. They do not believe, however, that a constitutional amendment will accomplish these goals, and they argue that Official English laws are counterproductive because they restrict the rights and access to essential services of individuals who are not yet proficient in English.

Nonetheless, even the English Plus has its critics. In August 1988, the Labor Council for Latin American Advancement passed a resolution<sup>70</sup> opposing “such groups as U.S. English and English Plus that have been organizing a movement to amend the U.S. Constitution to make English the official language of the country”, thus clearly confusing the role of the English Plus with that promoted by the English Only. More serious reservations, however, came from some language-minority activists who regard English Plus as assimilationistic, arguing that it fails to emphasize the rights to maintain non-English languages and cultures, and that it imposes English at the expense of other languages. It is clear that the issue of bilingualism within a multilingual society easily becomes a symbol of civil disunity. When such nationalistic sentiments are engaged, people are likely to evaluate specific bilingual programs according to whether or not they facilitate the amplification of English-speaking skills.

### **3.7 SUMMARY**

As it follows from the facts outlined above, both sides have their strong proponents, explanations and opposition; however, the general public mostly tolerates and supports the preservation and maintenance of one’s ethnic heritage, especially within the regions with a

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<sup>70</sup> Labor Council for Latin American Advancement, *Resolution No. 10*, passed at its national meeting, San Antonio, Aug. 25-27, 1988.

large minority population, such as California, and assumes rather liberal views in this respect. Moreover, radical opinions on public life issues are often perceived undesirable in American society, as they are generally linked to intolerance and racism and are in direct conflict with civil freedoms. Disagreement then centers rather on the extent to which government policy should actively promote the use of languages other than English, how much public funds and tax payers' money should be expended on bilingual education, and on whether official English discriminates against minority groups. Funding as such has always been a very sensitive issue. What is necessary to accept, however, is the fact that both language policy and language planning are always political, and that monolingual countries are rather exceptional anywhere in the world. To the majority of the US population, English obviously does represent an important symbol of national identity. On the other hand, regardless of their ethnicity, most Americans seem to take English for granted and are often surprised, either in their home country or when travelling abroad, that some people may still not be proficient enough in speaking it. For those who believe that being American means especially the capacity to speak English, the appeal to the Official English movements may be interpreted as a sign of nationalism and a conservative approach. There is no doubt that English-Only movements are indeed a right-wing initiatives associating mostly Republican voters and pursuing deeply conservative values of what it means to be American; however, no signs of language imperialism have been discovered. Given the ever-present freedom of choice, people have been consistently and somewhat automatically choosing English as the common language of the nation and there are no obvious or underlying signs of a threat to the language through immigration or otherwise. In fact, evidence shows that English enjoys a great vitality in the US as well as throughout the world.

## **4. PART IV**

### **4.1 CURRENT SITUATION IN SOUTH-WEST STATES WITH LARGE MINORITY POPULATION**

As mentioned above, there are currently 31 states in the United States in which English-Only legislation has been adopted, and 4 of them have legislation still pending. This chapter focuses on the language policy situation in 5 selected states with a large Spanish speaking population, i.e. Arizona, California, Florida, New Mexico and Texas. Added to the group is also New York City as the historical primary gate for immigrants arriving to the United States from other parts of the world, thus creating a largely heterogeneous language space. Another reason why New York City has been part of the analysis is its recent pro-English language legislation (Senate Bill 1582) (see chapter 2.2). Although New Mexico and Texas do not have the English Only legislation, they are included in the group because of the higher proportion of speakers of non-English languages within the population, which is largely due to the geographic proximity to the Mexican border, in order to see how they handle the limited proficiency in English and English learner's issue in comparison with the states that do have English Only legislation. In addition, these two states also represent the "entry points" for many immigrants, both legal and illegal. The chapter contains some important statistical data on the Hispanic population in the individual states and describes the situation in their education system and in public language space.

For the purpose of this paper I have used the definition of "Hispanic" established by the U.S. Census Bureau and the U.S. Office of Management and Budget (OMB). According to their guidelines, "Hispanic" is an ethnic classification rather than a racial category; that is, people can be identified both by Hispanic origin and by race. The OMB defines Hispanic or Latino as "a person" of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin regardless of race."<sup>71</sup> Therefore, I follow the same guidelines in this paper and use the term "Hispanic" to refer to persons of Hispanic, Latino or Spanish origin.

Hispanics in the U.S. represent the largest minority and the number tends to increase in every single state of the Union each year, partly to due to a baby boom on the Hispanic side and a decline in the non-Hispanic white population. The most rapid growth of the Hispanic

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<sup>71</sup> Rayer, Stefan and Wang, Ying: Methodology for Constructing Population Projections by Age, Sex, Race, and Hispanic origin for Florida and its counties for 2014 - 2014, *Bureau of Economic and Business Research, University of Florida*, June 2015, page 1, [http://edr.state.fl.us/Content/population-demographics/data/Methodology\\_Projections\\_ARSH.pdf](http://edr.state.fl.us/Content/population-demographics/data/Methodology_Projections_ARSH.pdf)

population has occurred in particularly in the South where industrial expansion and a housing boom attracted immigrants from the neighboring Spanish speaking states looking for work. In the states such as Arkansas, Alabama, Tennessee, Kentucky, the Carolinas and Georgia, the Hispanic population has doubled in the past decade, and Georgia has now the 10<sup>th</sup> largest Hispanic population in the country<sup>72</sup>. What is different, however, in comparison with the past two or three decades, is the fact that the growth now comes from native births, not so much from the immigration alone anymore. Samuel Preston, a professor of sociology at the University of Pennsylvania, claims that Hispanics in the United States now also have a longer life expectancy than non-Hispanics, living on average two years longer than other groups. Adding to a higher fertility rate, the nation's diversity is likely to keep accelerating. According to William H. Frey, a demographer at The Brookings Institution in Washington, D.C., the median age of the Hispanic population is 27 compared to 41 in white population; today, one-third of the Hispanic population is under the age of 18, compared to one-fifth of the non-Hispanic white population. It is clear that education is of key importance in order to eliminate disparities between Hispanic and non-Hispanic populations and to help establish a strong, well-educated middle class of the Hispanic community which will not pose a burden for social security system.

Another issue worth mentioning is the fact that the Hispanic community now also represents a larger part of voting electorate. According to a report released by the Pew Hispanic Center, more than 6.6 million Latinos voted in the last 2010 midterm election, and the number is expected to increase due to rapid population growth. Pew also pointed out that Hispanics tend to vote solidly Democratic.

## **4.2 STATISTICAL DATA<sup>73</sup>**

As of July 2009, the estimated Hispanic population of the United States reached 48.4 million, making it the nation's largest ethnic minority (compared to the data collected in the 1990 Census, which showed 22.4 million – i.e. less than half of the current total). In addition, there are approximately 4 million residents of Puerto Rico. It is also the fastest growing minority - between July 2008 and July 2009, the Hispanic population increased by 3.1%. By 2050, it is expected to reach 132.8 million, which will constitute 30% of the nation's population by that date. In 2009, 26% of Hispanic children were younger than 5 years of age.

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<sup>72</sup> America's Growing Hispanic Population: Investing in the Future Mainstay of Our Labor Force (accessed 27 April 2011), <http://knowledge.wharton.upenn.edu/article.cfm?articleid=2758>

<sup>73</sup> Hispanic Americans: Census Facts, <http://www.infoplease.com/spot/hhmcensus1.html> - the 2009 data

As per education, 62% of Hispanics of 25 years and older had at least a high school education in 2009 and 13% had a bachelor's degree or a higher degree, whereas 935,000 of them in the same age range had Master's, professional or Doctorate degree. Hispanics also made 12% of full-time college students (both undergraduate and graduate), and 20% of elementary and high school students combined.

## **4.3 SITUATION STATE BY STATE**

### **4.3.1 ARIZONA**

#### **4.3.1.1 Official Language Status**

The state of Arizona has recently achieved a national visibility for its anti-immigrant policies, in spite of its close linguistic and cultural ties to Mexico. English has been enacted as the official state language since 2006. Proposition 106 [2006]<sup>74</sup> amending the Arizona Constitution stipulates English as the official language of the Government, including all laws, public proceedings, rules, publications, orders, actions, programs, policies, departments, boards, agencies, organizations and instrumentalities of the state or political subdivisions thereof. English is to be used for the performance of any official function or action on behalf of the state or a political subdivision thereof or as required by state law, but it does not include the teaching of or the encouragement of learning languages other than English as the state of Arizona has adopted English only instructional policies. In this particular matter, Arizona shows a remarkable linguistic hegemony compared to other states that usually tolerate or even encourage the acquisition and use of other languages, such as New Mexico.

#### **4.3.1.2 Demographic data**

Statistically, in the 6,482,505<sup>75</sup> population, 3,523,487 people speak English and 927,395 speak Spanish or Spanish Creole (other languages spoken in the state include Navajo, German, Chinese, French and Tagalog). The areas with the highest density of Spanish or

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<sup>74</sup> Official website of ProEnglish organization, [http://www.proenglish.org/index.php?option=com\\_content&view=article&id=95](http://www.proenglish.org/index.php?option=com_content&view=article&id=95) (accessed in July 2011)

<sup>75</sup> 2011 estimate by U.S. Census Bureau

Spanish Creole speakers are Santa Cruz (61.66% - 91.6%) and Yuma (33.43% - 61.88%)<sup>76</sup>. 25.9% of people speak a language other than English at home.<sup>77</sup>

#### 4.3.1.3 Education

Proposition 203 passed in Arizona in 2000, which mirrored a similar California initiative<sup>78</sup>, restricted the provision of bilingual education in Arizona and the state now requires all English language learners to be educated through Structured English Immersion (SEI) programs developed by the Arizona English Language Learners Task Force<sup>79</sup>. Some dual language schools do operate in the state, as well as a few bilingual programs under waivers, but the numbers are rather small and the state of Arizona does not publish them<sup>80</sup>.

The Structured English Immersion programs are designed as 4-hour English Language Development blocks - the idea is to separate the English language learners from the regular curriculum and to teach them the English language as quickly as possible until they become proficient enough to join the mainstream curriculum. The teachers thus do not teach other subject matter, such as math, science, social studies etc., but English language only. Students with some English proficiency are also isolated from English speakers in a classroom with other students with comparable English language proficiency<sup>81</sup>. It is indeed questionable, however, whether this measure could actually increase the students' proficiency any better, rather than letting them mingle with their English speaking peers and thus pick up the language more naturally.

The Office of English Language Acquisition Services (OELAS) under the Arizona State Department of Education also provides guidance, assistance and support to all of Arizona school districts and charter schools according to the educational needs of the state's English language learner (ELL) population in individual counties. The aim of these programs is also to accelerate ELLs' English language development and linguistic preparation for grade-level academic content. The programs are implemented at both the elementary and

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<sup>76</sup> Official website of the Modern Language Association, <http://arcgis.mla.org/mla/Default.aspx> (accessed in July 2012)

<sup>77</sup> Language Use and English-Speaking Ability: 2000. *Census 2000 Brief*, October 2003.

<sup>78</sup> Proposition 227 passed in 1998 by Ron Unz.

<sup>79</sup> Clark, K.: The Case for Structured English Immersion. *Educational Leadership*, vol. 66/7, April 2009.

<sup>80</sup> Gandara, P., Orfield, G.: Why Arizona matters: the historical, legal and political contexts of Arizona's instructional policies and U.S. linguistic hegemony. *Language Policy*, vol. 11, no.1, Feb. 2012, p. 11. Springer 2012.

<sup>81</sup> In the last century, schools in Arizona often practiced the so-called "Mexican Rooms" where Latino students were separated from their white peers.

secondary levels, using the 4-hour blocks consisting of English language development (which includes Conversational English and Content Area Vocabulary, English Grammar, English Reading and English Writing) and all materials and instruction in SEI programs are in English. For this reason, teachers and instructional support staff are not required to be able to speak a language other than English<sup>82</sup>. Teachers use instructional methods that treat English as a foreign language and most SEI programs are designed to last one academic year or until the students are ready to be classified as fluent English proficient – during that time, they are eligible for support services. In addition, federal law requires that students who have been reclassified be monitored for a two-year period thereafter.

However, it must be pointed out that Arizona is one of the lowest spending states in terms of school funding in the United States. According to a 2009 report published by Education Week, it ranked 38<sup>th</sup> out of 50 states in 1990, and by 2000 it had achieved 49<sup>th</sup> place. Arizona is also the only state to receive the majority of its revenues from local funds. It poses a significant challenge to the school system as Arizona also has a high percentage of poor children in its schools whose parents lack a post-secondary degree. This means that thousands of English learners receive education that may not improve their chances of succeeding academically and consecutively on the job market, thus facing a lifetime of poverty and disadvantage.

## **4.3.2 CALIFORNIA**

### **4.3.2.1 Official language status**

California has the English-Only legislation since 1986 (Proposition 63), which declares English the common language of the State of California. Also, the residents of California are granted personal right of action, which means that any person who is a resident or does business in the state may sue the state to enforce this action. From 1986<sup>83</sup>, California law also required all non-English speaking children to be placed into bilingual education programs. In 1998, the law was replaced by Proposition 227 impeding bilingual instruction and limiting it to only approximately 5 percent of elementary students, and providing for access to English immersion programs. In addition, recipients of federal funds in California must provide services in multiple foreign languages.

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<sup>82</sup> Gandara, P., Orfield, G.: Why Arizona matters: the historical, legal and political contexts of Arizona's instructional policies and U.S. linguistic hegemony. *Language Policy*, vol. 11, no.1, Feb. 2012, p. 11. Springer 2012.

<sup>83</sup> Proposition 63.



In spite of the official English language, Spanish is widely spoken throughout the state (28,101,052 speakers<sup>84</sup>), especially in Imperial County (61.88% - 91.6%) and in the counties of Tulare, Merced, Madera, San Benito, Monterey and Colusa (all between 33.43% up to 61.88%)<sup>85</sup>. However, many state, city and local government agencies continue to print official public documents in other languages, such as Vietnamese, Chinese and Tagalog, and California drivers can actually choose from the abundance of 31 languages when taking the written exam for a standard C-class driver's license<sup>86</sup>.

#### **4.3.2.2 Demographic data**

California's white population counts at 57.6%, compared to 37.6% of persons declaring Hispanic or Latino origin<sup>87</sup>. In 2010, 39.5% spoke a language other than English at home.<sup>88</sup> Spanish language is widely spoken in Imperial county (62 - 92 %), Los Angeles (34 - 62 %), Tulare, Madera, Merced, Monterey and San Benito county (34 - 62 %).<sup>89</sup>

#### **4.3.2.3 Education**

In 2008 - 2009, California enrolled the largest number of public school Limited English Proficiency students, i.e. 1,512,122, followed by Texas (713,218), Florida (257,776), New York (229,260) and Illinois (208,839)<sup>90</sup>.

The state of California is rather generous in offering a number of programs and services to help students with limited English proficiency. These programs are focused not only on students of elementary or high schools but also on parents and immigrants. The California Department of Education also operates the Clearinghouse for Multilingual Documents, which is a secure database assisting local educational agencies to locate parental notification documents translated into various non-English languages.

English learners have available language instruction educational programs, which either focus on developing literacy in English and in another language, or they may use

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<sup>84</sup> MLA Language Map, <http://arcgis.mla.org/mla/Default.aspx>

<sup>85</sup> *ibid*

<sup>86</sup> Official website of the California Department of Motor Vehicles, [http://www.dmv.ca.gov/dl/dl\\_info.htm#languages](http://www.dmv.ca.gov/dl/dl_info.htm#languages) (accessed in July 2012)

<sup>87</sup> Official website of the United States Census Bureau, California Quick Facts, <http://quickfacts.census.gov/qfd/states/06000.html> (accessed in July 2012)

<sup>88</sup> Language Use and English-Speaking Ability: 2000. Census 2000 Brief. October 2003.

<sup>89</sup> MLA Language Map, <http://arcgis.mla.org/mla/Default.aspx>

<sup>90</sup> Official website of the National Clearinghouse for English language acquisition, <http://www.ncela.gwu.edu/faqs> (accessed in July 2012)

programs focusing on English alone. These programs<sup>91</sup> include e.g. the **Two-way Immersion or Two-way Bilingual** program where the goal is to develop skills and proficiency in both a native language (L1) and English (L2). It is designed for students with an English background and students from one other language background. Instruction is given in both languages, usually starting with a smaller proportion in English and gradually moving to half of the instruction in each language. Students usually stay in this program throughout elementary school.

**Dual Language** program is focused on students from one language group developing full literacy skills in two languages – L1 and English. It is usually the same as two-way immersion or two-way bilingual program.

**Early Exit Transitional** program helps develop English skills as quickly as possible, without delaying learning of academic core content. Instruction begins in L1 but rapidly moves to English. Students are usually moved into mainstream classroom with their English-proficient peers as soon as possible.

**Heritage Language or Indigenous Language** program helps develop literacy in two languages. The content is taught by teachers fluent in both languages. This particular program is targeted to students who are non-English speakers or those who have limited literacy skills in L1. Its aim is to support endangered minority languages, i.e. often those spoken by American Indian students.

**Late Exit Transitional, Developmental Bilingual or Maintenance Education** supports development of some skills and proficiency in L1 and strong skills and proficiency in L2 (English). Instruction in lower grades is in L1 and gradually transitions to English. Students typically move into mainstream classrooms with their English-speaking peers. In each program, the students are required to develop a certain degree of literacy in their native language.

Programs that focus on developing literacy in English only<sup>92</sup> include **Specially Designed Academic Instruction in English (SDAIE), Content-based English as a Second**

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<sup>91</sup> Official website of the National Clearinghouse for English language acquisition <http://www.ncela.gwu.edu/files/uploads/5/LIEPs0406BR.pdf> (accessed in July 2012)

<sup>92</sup> Official website of the National Clearinghouse for English language acquisition, <http://www.ncela.gwu.edu/files/uploads/5/LIEPs0406BR.pdf> (accessed in July 2012)

**Language** (ESL), **Sheltered Instruction Observational Protocol** (SIOP), or **Sheltered English**, where the goal is to achieve proficiency in English while learning content in an all-English setting. Students in these programs come from various language and cultural backgrounds and instruction is adjusted to their proficiency level and supplemented by visual aids.

**Structured English Immersion** (SEI) aims at achieving fluency in English with only LEP students in the class. All instruction is in English and is adjusted to their proficiency level to make it understandable. The 2011 data<sup>93</sup> show that a total of 700,291 (i.e. 48.6%) of English learners in California are enrolled in this program.

**English Language Development** (ELD) or **ESL Pull-out** is also aimed at achieving fluency in English. Students leave their mainstream classroom to spend part of the day receiving ESL instruction, often focused on grammar, vocabulary and communication skills, not academic content. No support is typically provided for students' native languages. The 2011 data show that there are 1,421,583 of English learners receive various combinations of different ESL programs<sup>94</sup>.

**ESL Push-in** is also focused on fluency in English but students stay in mainstream classroom and receive instruction in English with some native language support if needed. The ESL teachers provide explanation and translation of topics if necessary.

According to California Department of Education, in the 2010-11 school year there were approximately 1.4 million English learners in California public schools, which constitutes 23.3 per cent of the total enrollment in California public schools. A total of 2,325,748 students speak a language other than English in their homes, which is about 37.4 per cent of the state's public school enrollment. The majority of English learners (71%) are enrolled in the elementary grades, i.e. kindergarten through grade six. The rest (29%) are enrolled in the secondary grades, i.e. grade seven through twelve<sup>95</sup>.

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<sup>93</sup> Official website of the California Department of Education, <http://www.cde.ca.gov/ds/sd/cb/cefelfacts.asp> (accessed in July 2012)

<sup>94</sup> Official website of the California Department of Education <http://www.cde.ca.gov/ds/sd/cb/cefelfacts.asp> (accessed in July 2012)

<sup>95</sup> Official website of the California Department of Education <http://www.cde.ca.gov/ds/sd/cb/cefelfacts.asp> (accessed in July 2012)

### 4.3.3 FLORIDA

#### 4.3.3.1 Official language status

In 1988, the state passed an amendment to their state's constitution making English the state's official language, which is spoken by approximately 11.5 million people. The next most spoken language is Spanish or Spanish Creole. Prevalence of French over Spanish may be seen in the northern parts of the state.

#### 4.3.3.2 Demographic data

According to the 2011 estimate, the population of Florida counts at 19,057,542 people, out of which 75% is reported as white population, 22.5% is of Hispanic origin and 16% is black<sup>96</sup>. The three largest racial/ethnic groups in Florida are non-Hispanic whites, non-Hispanic blacks, and Hispanics. These three groups accounted for 95.5 percent of Florida's population in 2010<sup>97</sup>. It is expected that by the end of 2015, the population of Florida will reach 20 million, thus becoming the third most populous state<sup>98</sup>. Between April 1, 2000 and April 1, 2010, the statewide net migration accounted for 81.6 percent of the population growth, and the net migration caused all the growth in 22 counties in the state (typically in central Florida counties, such as Levy, Dixie, Marion, Pasco, Brevard, Sarasota, Charlotte, Glades, etc.) within the same period<sup>99</sup>. The county with the greatest Hispanic population is Miami-Dade (65 percent in 2010), which is also the 8<sup>th</sup> largest county in the U.S.

As far as the language is concerned, in 2009 almost 4.6 million Floridians spoke a language other than English at home, of which about 2.0 million spoke English less than "very well".<sup>100</sup> In the same year, 18.8% of Florida's population was foreign born – about 10.7% in Europe, 9.9 % in Asia, and 77.6 % in the Americas<sup>101</sup>.

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<sup>96</sup> Official website of the US Census Bureau, Florida Quick Facts, <http://quickfacts.census.gov/qfd/states/12000.html> (accessed in July 2012)

<sup>97</sup> Rayer, Stefan and Wang Ying, Methodology for Constructing Population Projection by Age, Sex, Race, and Hispanic Origin for Florida and its counties for 2014 – 2014, page 1, [http://edr.state.fl.us/Content/population-demographics/data/Methodology\\_Projections\\_ARSH.pdf](http://edr.state.fl.us/Content/population-demographics/data/Methodology_Projections_ARSH.pdf)

<sup>98</sup> Florida: Demographics. Presented by the Florida Legislature Office of Economic and Demographic Research, April 20-21, 2011, [http://edr.state.fl.us/Content/presentations/population-demographics/DemographicOverview\\_4-20-11.pdf](http://edr.state.fl.us/Content/presentations/population-demographics/DemographicOverview_4-20-11.pdf) (accessed in May 2012)

<sup>99</sup> Demographic Overview, April 20, 2011

<sup>100</sup> 2010 Census, Select Policy Council on Strategic & Economic Planning, October 21, 2009, [http://edr.state.fl.us/Content/presentations/population-demographics/Census2010\\_10-21-09.pdf](http://edr.state.fl.us/Content/presentations/population-demographics/Census2010_10-21-09.pdf) (accessed in May 2012)

<sup>101</sup> Education Budget: Conference Update, the Florida Legislature Office for Economic & Demographic Research, January 19, 2012,

#### 4.3.3.3 Education

According to the Florida Education Code, limited English proficient students receive instruction at school in English; such instruction is designed to develop the student's mastery of the four basic language skills, such as listening, speaking, reading and writing, as rapidly as possible. The Code defines "limited English proficiency" in reference to an individual as a person who was not born in the United States and whose language is a language other than English; an individual who comes from a home environment where a language other than English is spoken at home; or an individual who is an American Indian or Alaskan native and who comes from an environment where a language other than English has had a significant impact on his/her level of English language proficiency and who, as a result thereof, has sufficient difficulty to speak, read, write or listen to the English language instruction<sup>102</sup>. The law requires the school boards to develop and submit a plan for providing English language instruction for limited English proficient students to the Department of Education for review and approval, identify limited English proficient students and offer them reclassification into the program and provide them with instruction in English for Speakers of Other Languages (ESOL) or in their home language in the basic subject areas of reading, mathematics, science, social studies and computer literacy, maintain a student plan, provide qualified teachers, provide equal access to other programs for eligible limited English proficient students based on need, and provide for parental involvement in the program. The programs are subject to periodical evaluation and monitoring. Similar to Arizona, the students are followed up on for a two-year period after having exited from the ESOL program. However, a student whose English competency does not meet the criteria for proficiency even after the 2-year period in the ESOL program may be reported for a longer period (the programs are funded from the federal budget). In some counties, parents and students who do not speak English are assisted at the time of registration by the Student Assignment Specialists who speak English, Spanish, Haitian Creole, French, Portuguese and Arabic, and school website information is also available in multiple languages (usually in English, Spanish and Haitian Creole).

The methods used in the ESOL programs include bilingual education in which the student population includes both native speakers of English and speakers of another language.

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<http://edr.state.fl.us/Content/presentations/education/EducationConferenceUpdateJan2012.pdf> (accessed in May 2012)

<sup>102</sup> Official internet site of the Florida legislature, the 2012 Florida Statutes, K-20 Education Code, [http://www.leg.state.fl.us/statutes/index.cfm?mode=View%20Statutes&SubMenu=1&App\\_mode=Display\\_Statute&Search\\_String=English+language&URL=1000-1099/1003/Sections/1003.56.html](http://www.leg.state.fl.us/statutes/index.cfm?mode=View%20Statutes&SubMenu=1&App_mode=Display_Statute&Search_String=English+language&URL=1000-1099/1003/Sections/1003.56.html) (accessed in May 2012)

In a second bilingual education method the student population is just LEP who speak the same language. The third method is designed for students who speak different languages where a bilingual method is not possible. These students participate in the so-called “sheltered” instruction where science, math and social studies are taught in English in the classroom but the students have identical native language textbooks to use at home.<sup>103</sup>

As per foreign languages taught in schools, many school districts have established developmentally appropriate or exploratory foreign language and home language instructional programs in elementary and middle schools. The aim of these programs, however, is not to help achieving communicative proficiency but motivating students to participate in a foreign language program in the future by exposing the students to foreign languages and cultures. According to data provided by the Modern Language Association, the counties where Spanish and Spanish Creole are spoken and taught the most are those located in the south of the peninsula, such as Miami-Dade, Hendry, De Soto, Hardee and Osceola (between 62 to 92 percent). In Miami, the French Heritage Language program was established to answer the needs of the Haitian community. It offers French heritage language programs to students of Francophone background.<sup>104</sup> French is also represented in part in the south-Florida counties of Miami-Dade, Monroe, Collier, Broward, Palm Beach and Orange (2.3 to 4 %).<sup>105</sup>

#### **4.3.4 NEW MEXICO**

##### **4.3.4.1 Official language status**

New Mexico has a non-binding “English Plus” resolution, officially endorsing multilingualism, passed by the legislature. In March 1989, at the urging of the New Mexico State Task Force on Modern and Classical Languages, the New Mexico legislature adopted House Joint Memorial 16, a non-binding resolution “Supporting Language Rights in the United States”. It became the first state to adopt an English Plus resolution based on the assumption that English in the United States is not endangered and thus needs no official legislation to support it. New Mexico encourages proficiency in English and in other languages and also does not allow referenda or voter initiatives on language rights.

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<sup>103</sup> Official website of the Florida Department of Education, English Language Learners, <http://www.fldoe.org/default.asp> (accessed in 2012)

<sup>104</sup> The largest competition in French language organized in the USA opens next week. Official website of Consulate General of France in Miami, March 8, 2012, <http://www.consulfrance-miami.org/spip.php?article2397> (accessed in 2012)

<sup>105</sup> Official website of the Modern Language Association, <http://arcgis.mla.org/mla/default.aspx> (accessed in 2012)

#### 4.3.4.2 Demographic data

According to the 2011 estimate by the U.S. Census Bureau, the population of New Mexico currently counts at 2,082,224 people, out of which 68.4 % are white, 2.1 % are black, 46.3 % claim to be of Hispanic or Latino origin and 9.4 % are Native Americans.<sup>106</sup> 36.5 % of people speak a language other than English at home. The most common second language is Spanish and indigenous languages, such as Navajo, Keres and Zuni.

#### 4.3.4.3 Education

Since 2010, the New Mexico Public Education Department has been preparing for the application of the so-called Common Core State Standards<sup>107</sup> (so far) to English Arts and Mathematics in all public schools as to implement a set of standards of what students must understand and be able to do, and also to prepare students for the demands of the modern 21<sup>st</sup> century workplace. Given the diverse population within New Mexico, the program addresses, among others, culturally and linguistically diverse students and those who are English language learners (ELLs). The aim is to have all students learning advanced skills, starting in the earliest grades, as to succeed in education and training after high school, and fostering cultural competence and language proficiency by promoting the spirit of diversity within New Mexico. The program goals, which are actually focused on ALL students, not just on ELLs, include becoming bilingual and bi-literate in English and in another language while preserving endangered minority languages, using two languages as mediums of instruction within programs, and establishing a parent advisory committee, representatives of the language and culture of students, who will take part in assisting and advising in the development and evaluation of the program. This means that all teachers are required to master the same curriculum in each content area.

The education of Hispanic students in New Mexico is provided for by the New Mexico Hispanic Education Act (HB 150)<sup>108</sup> amending the Public School Code and sponsored by Rep. Rick Miera (D).<sup>109</sup> The purpose of the Hispanic Education Act, which is relatively

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<sup>106</sup> Official website of the United States Census Bureau, New Mexico Quick Facts, <http://quickfacts.census.gov/qfd/states/35000.html> (accessed in 2012)

<sup>107</sup> Official website of New Mexico. Common Core and Standards, English Learners, <http://newmexicocommoncore.org/pages/view/25/english-language-learners/11> (accessed in 2012)

<sup>108</sup> Official website of LegiScan, New Mexico House Bill 150, Hispanic Education Act, <http://www.nmlegis.gov/Sessions/10%20Regular/final/HB0150.pdf> (accessed in 2012)

<sup>109</sup> Education of Indian students is provided for by the Indian Education Act (23A, 2003), which is similar in the purpose and achievement goal to the Hispanic Education Act. It was designed to support tribes in implementing curricula in Native American languages, culture and history with the aim to improve test scores in reading and

new (it has come to effect on July 1, 2010), is to influence the educational success of Hispanic students to close or at least narrow the achievement gaps and increase their graduation rates, encourage their parents to get involved in their children's education, provide mechanisms for parents, public schools, public post-secondary institutions, the Department of Education, and state and local policy makers to improve the educational opportunities of Hispanic students, as nearly 56% of all students in New Mexico are Hispanic. Each year, the Department in cooperation with Higher Education Department submits a preschool through post-secondary statewide Hispanic education status report to the Governor, which includes data the collected from each school district's public and charter schools concerning Hispanic students' achievements at all grades, their attendance for all grades, graduation rates, the number of Hispanic students and the number and type of bilingual and multicultural programs in each school district and charter school. The report also includes the data, which is otherwise submitted to the Higher Education Department, such as the data on Hispanic student enrollment, Hispanic student retention and Hispanic student completion rates. Needless to say, the enactment of the Act met with opposition, stating limited state budget and lack of funds; also, some raised a question as to whether it does not constitute unfair support of one ethnic group to the detriment of another, or whether it is really necessary to enact a special law despite the fact that the programs have already been provided.

However, according to a 2010 American Community Survey, approximately 270,000 New Mexico adults between the ages of 18 and 64 do not have a high school diploma, and an additional 132,000 adults have English as a second language proficiency need. The Higher Education Department provides 27 local programs consisting of free English language and GED classes. All books and learning materials are provided free of charge. In the 2010-11 academic year, there were 21,000 students enrolled in these programs; however, due to the limited funding, only around 5 % of the eligible adult population is able to enter. Hispanic females constitute the majority in these so-called Adult Basic Education programs in New Mexico with 40 % of the total students served in the same academic year.<sup>110</sup> The Department also offers various development programs covering math, reading, writing, English as a Second Language, learning differences, etc.

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math. The implementation is supported by the Indian Education division created under the PED and the Indian Education Advisory Council. Despite the act, the graduation rate for Native American students continues to lag behind Hispanic students at just under 50 percent.

<sup>110</sup> The New Mexico Department of Education Annual Report 2011, page 15.



## 4.3.5 TEXAS

### 4.3.5.1 Official language status

Texas does not have English as the official language of the state; however, English is the language of legislation, education, the judicial system and is used in other official statements. However, all government agencies must provide information on their web sites also in Spanish.<sup>111</sup> On the other hand, in 2007, the City Council of Oak Point, a city of 2,200 people located 30 miles northwest of Dallas, passed a resolution making English the official language of this North Texas town on the basis of saving public funds for translating government documents into Spanish. The resolution prohibits the council from passing policies or ordinances limiting the role of English as a common language of the city. A similar resolution was adopted by the nearby Dallas suburb of Farmers Branch in November 2006.<sup>112</sup>

In May 2011, the Texas House Committee approved an Official English bill HB 301 establishing English as the official language of Texas and requiring that official acts of the government be performed in English, which means any action of the state or a political subdivision thereof that carries the authority of law, any official document recorded or maintained on or after September 1, 2011, by the state or a political subdivision thereof, including tax records, professional licenses, deeds, real estate records or other judicial document. However, the act does not prohibit the use of another language for public safety, health or justice, instruction in foreign language courses, instruction designed to aid students with limited English proficiency in their transition and integration in the mainstream educational system, or prohibit a court or an administrative agency from admitting into evidence a record from another jurisdiction and originally written in another language, provided that such court or agency determines the record necessary for the proceedings or hearing. It is also mentioned that the act may not be used to dictate language policies for operation and administration or organizations or business in the private sector.<sup>113</sup> The bill was reported out of the House Committee on State Affairs and is still pending.

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<sup>111</sup> Government Code 2054.116

<sup>112</sup> The Houston Chronicle, June 19, 2007.

<sup>113</sup> Official website of LegiScan, Texas House Bill 301, relating to the establishment of English as the official language of Texas and the requirement that official acts of government be performed in English, <http://www.legis.state.tx.us/BillLookup/Text.aspx?LegSess=82R&Bill=HB301> (accessed in 2012)

#### **4.3.5.2 Demographic data**

According to the 2010 census, Texas has had a population of 25,257,114 people, out of which 18,716,520 were white (70.4%), 9,533,880 were of Hispanic origin (37.6 %), and 2,970,243 were black (11.8%). 34.2% of the people speak a language other than English at home. According to the Modern Language Association (MLA) Language Map, Spanish language logically prevails in counties along the Mexican border, such as Hudspeth, Presidio, Val Verde, Zavala, Hidalgo, etc. The prevalence of English, on the other hand, increases towards the border with Oklahoma, Arizona and Louisiana.

#### **4.3.5.3 Education**

The first Anglo-American public school law in Texas was enacted in 1840, providing for a certain amount of land in each county to be set aside for building public schools. The Texas constitution in 1845 provided that one-tenth of the annual state tax revenue be set aside as a perpetual fund to support free public schools. Today, local school districts receive approximately \$765 million a year from the Permanent School Fund established in 1884.<sup>114</sup> There are some 1,039 independent school districts in Texas. Through Senate Bill 7, the state has also introduced the 2002 federal education plan “No Child Left Behind” passed during J. W. Bush’s administration. Each year, campuses and districts receive an accountability rating based on the percentage of all students and the four student groups (i.e. white, Hispanic, African American and economically disadvantaged) that pass the state’s assessment tests at grades three through eleven, and also considers the overall student dropout rate and that in each individual student group.

The primary and secondary public education is administrated by the Texas Educational Agency, which is in charge of distribution of state and federal funding to public schools and performs other supporting and administrative functions.

The Texas Education Code stipulates that every student in the state who has a home language other than English and who is identified as limited English proficient must be provided a full opportunity to participate in bilingual education or English as a second language program. The law requires that each school district identifies limited English proficient students based on criteria established by the state, provide bilingual education and

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<sup>114</sup> Official website of the Texas Education Agency, <http://www.tea.state.tx.us/index4.aspx?id=148> (accessed 2012)

English as a second language programs as integral parts of the regular program, and seek certified teaching personnel to ensure that limited English proficient students are afforded a full opportunity to master the essential skills and knowledge required by the state. The goal of bilingual education programs is to enable limited English proficient students to become competent in the comprehension, speaking, reading and composition of the English language through the development of literacy and academic skills in both the primary language and English. On the other hand, the goal of English as a second language programs is to enable limited English proficient students to become competent in the comprehension, speaking, reading and composition of the English language through the integrated use of second language methods. Both programs use instructional approaches designed to meet the special needs of limited English proficient students.

Each school district, which has 20 or more limited English proficient students enrolled in any language classification in the same grade, must offer a bilingual education program, starting in prekindergarten through elementary grades (i.e. at least prekindergarten through Grade 5). Limited English proficient students for whom a district is not required to offer a bilingual education program attend an English as a second language program, regardless of the students' grade level and home language, and regardless of the number of such students. Districts may actually join with other districts in order to provide bilingual education or English as a second language programs. If, for whatever reason (e.g. lack or insufficient number of certified teachers), the school is unable to provide a bilingual education program, it may request an exception from the commissioner of education and approval of an alternative program. Each student's proficiency is determined by the language proficiency assessment committee as to enroll the student into an appropriate program according to his/her grade level. There are four types of bilingual education programs offered to ELLs:

- A. Transitional bilingual/early exit model serves to students identified as limited English proficient in both English and Spanish, or another language, and transfers the student to English-Only instruction. This model provides instruction in literacy and academic content areas through the medium of the student's first language, along with instruction in English oral and academic language development. Non-academic subjects such as art, music, and physical education may also be taught in English. Students may exit to all-English instruction at the end of Grade 1 or five years after enrollment. A student who has met exit criteria may continue receiving

services, but the school district will not receive the bilingual education allotment for that student.

- B. Transitional bilingual/late exit model serves to students with limited proficiency in both English and Spanish, or another language, and transfers the student to English-Only instruction. Academic growth is accelerated through cognitively challenging academic work in the student's first language along with meaningful academic content taught through the student's second language, English. The goal is to promote high levels of academic achievement and full academic language proficiency in the student's first language and English. A student enrolled in a transitional bilingual/late exit program is eligible to exit the program no earlier than six years or later than seven years after the student enrolls in school. A student who has met exit criteria may continue receiving services, but the school district will not receive the bilingual education allotment for that student.
- C. Dual language immersion/two-way model is a bi-literacy program model that integrates students proficient in English and students identified as limited English proficient. This model provides instruction in both English and Spanish, or another language, and transfers a student identified as limited English proficient to English-Only instruction. Instruction is provided to both native English speakers and native speakers of another language in an instructional setting where language learning is integrated with content instruction. Academic subjects are taught to all students through both English and the other language. Program exit will occur no earlier than six years or later than seven years after the student enrolls in school. A student who has met exit criteria may continue receiving services, but the school district will not receive the bilingual education allotment for that student. The primary goals of a dual language immersion program model are the development of fluency and literacy in English and another language for all students, with special attention given to English language learners participating in the program; the integration of English speakers and English language learners for academic instruction, in accordance with the program design and model selected by the school district board of trustees. Whenever possible, 50% of the students in a program should be dominant English speakers and 50% of the students should be native speakers of the other language at the beginning of the program; and the

promotion of bilingualism, bi-literacy, cross-cultural awareness, and high academic achievement.

- D. *Dual language immersion/one-way model* is a bi-literacy program model that serves only students identified as limited English proficient. This model provides instruction in both English and Spanish, or another language, and transfers a student to English-Only instruction. Instruction is provided to English language learners in an instructional setting where language learning is integrated with content instruction. Academic subjects are taught to all students through both English and the other language. Program exit will occur no earlier than six years or later than seven years after the student enrolls in school. A student who has met exit criteria may continue receiving services, but the school district will not receive the bilingual education allotment for that student. The primary goals of a dual language immersion program model are similar as those stated under clause C above.<sup>115</sup>

#### **4.3.6 NEW YORK**

##### **4.3.6.1 Official language status**

New York State currently has Bill 1582, which has already passed the Senate and the Assembly. If approved, the bill would deem English to be the official language of the government of the state of New York in order to better serve the diverse ethnic, cultural and linguistic backgrounds of New York state citizens. The bill was introduced by conservative Republican Senator Michael F. Nozzolio and co-sponsored by John A. DeFrancisco. They justify the submission of the bill by stating that *“the legislation would encourage the rudimentary command of the English language to help our citizens. Absent of rudimentary command of English, citizens of the state of New York are unable to make their voices heard in the legislative process, effectively exercise their right to vote, or fully understand the rights afforded them by the United States and New York Constitutions. Such citizens also have a more difficult time finding gainful employment, affordable housing, health insurance and otherwise availing themselves of the full benefits of American life for themselves and their*

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<sup>115</sup> Texas Education Code, Section 89: <http://ritter.tea.state.tx.us/rules/tac/chapter089/ch089bb.html> (accessed in 2012)

families. *English is already the official language of 30 states, including New Hampshire and California*".<sup>116</sup> The bill is now awaiting action in the Senate Investigations and Government Operations Committee.

A4333 is the New York state Assembly Official English bill. The New York assembly Official English bill was introduced on January 30, 2015 by Assembly member David DiPietro and cosponsored by Assembly members Dean Murray, Jane Corwin, and Stephen Hawley. It is currently awaiting action in the Government Operations Committee. The New York State Legislature reconvened on January 6th and meets on selected dates from January through June.<sup>117</sup>

#### **4.3.6.2 Demographic data**

According to the 2015 census estimate, New York State has had a population of 19,795,791 people, which ranks it among the most populous states in the United States. Out of this number, 70.4% is white population, 18.6% Latino and Hispanics, 17.6% black and 8.5% is Asian. On the other hand, American Indian population reaches only 1% of the population. With its population of 8,405,837, New York City is the most populous city in the United States – it has grown by over 1 million people since 1990. Over 3 million of New York City's residents are foreign-born, and over one-quarter arrived in 2000 or later. Over 2.4 million Hispanics reside in New York City alone, more than any other city in the United States. In 2013, the top 20 countries of birth for the foreign-born New Yorkers included Dominican Republic, China (including Hong Kong and Taiwan), Mexico, Jamaica, Guayana, Ecuador, Haiti, Trinidad & Tobago, India, Russia, Bangladesh, Korea, Colombia, Ukraine, Poland, Philippines, Italy, Pakistan, United Kingdom and El Salvador.

Originally home to the indigenous Lenape people, then settled by the Dutch, conquered by the English and populated by waves of migrants from every country ever since, the five boroughs that make up New York City - the Bronx, Brooklyn, Manhattan, Queens, and Staten Island - are home to every major world language. Half of all New Yorkers speak a language other than English at home<sup>118</sup>. An estimated **200**<sup>119</sup> languages are spoken in New York City, which is

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<sup>116</sup> Official website of the New York State Senate: <https://www.nysenate.gov/legislation/bills/2015/s1582> (accessed in January 2016)

<sup>117</sup> Official website of the English Language Advocates, 2015 – 2016 state legislation, [www.proenglish.org](http://www.proenglish.org) (accessed in January 2016)

<sup>118</sup> Official website of the Department of City Planning, New York City: [http://www.nyc.gov/html/dcp/html/census/pop\\_facts.shtml](http://www.nyc.gov/html/dcp/html/census/pop_facts.shtml) (accessed in January 2016)

considered one of the most diverse cities in the world. According to the recent data provided by Census Bureau's American Community Survey, just 51% of New Yorkers speak only English at home, and the other 49% speak other world languages. It is not surprising that Spanish and Chinese are the leading foreign languages spoken in the city. Other languages include Russian (approximately 186 thousand speakers), French Creole (106 thousand), Italian (94 thousand), Yiddish (86 thousand), Korean (80 thousand), African languages (65 thousand), Polish (60 thousand), Arabic (53 thousand), Tagalog (51 thousand), and less than 1,500 speakers are Native Americans. Some experts believe that some of the minority languages currently spoken in New York City may be actually extinct in 20 or 30 years' time. In 2010, the City University Graduate Center organized an endangered languages program called the Endangered Language Alliance, which, in addition to dozens of Native American languages, applies field techniques to map ethnic enclaves in New York City with languages such as Aramaic, Khaldic and Mandaic from the Semitic family; Bukhari (a Bukharian Jewish language, which has more speakers in Queens than in Uzbekistan or Tajikistan); Chamorro (from the Mariana Islands); Irish Gaelic; Kashubian (from Poland); indigenous Mexican languages; Pennsylvania Dutch; Rhaeto-Romanic (spoken in Switzerland); Romany (from the Balkans); and Yiddish<sup>120</sup>. According to the program outcomes, New Yorkers who speak such nearly extinct languages often outnumber those in their original homeland.

#### **4.3.6.3 Education**

In York City, English language learners (ELLs) are provided bilingual programs (Transitional Bilingual Education and Dual Language) that strengthen students' native language development and content knowledge while they build their social and academic English skills through elementary, middle and high school. Available are also English as a New Language (ENL) programs that use strategies for English language development with native language support so that students develop language and content knowledge in English.

The Division of English Language Learners and Students Support (DELLSS) at the Department of Education of the New York State<sup>121</sup> aims to provide a rich educational experience for all English Language Learners in collaboration with school communities,

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<sup>119</sup> Dr. Mark Turin, a British anthropologist and linguist at the University of British Columbia, believes there are actually up to 800 languages spoken in New York City.

<sup>120</sup> Roberts, Sam: Listening to (and Saving) the World's languages, in New York Times, April 29, 2010, page A1.

<sup>121</sup> The New York City Department of Education is the largest school district in the US, serving 1.1 million students in over 1,800 schools.

families, and all key stakeholders. DELLSS provides ongoing support and guidance in the effective implementation of bilingual and ENL programs through staff development, resources and technical assistance which incorporate data and research based practices. DELLSS also ensures educational equity by adhering to all applicable federal, state, and city policies as well as informing future policies. The aim is to have all English Language Learners graduating with a high-quality education that is equitable, rigorous, and supportive, while respecting their cultural and linguistic heritage, and prepare them for college, careers, and leadership in a global society.

Similarly to the states analyzed above, the Transitional Bilingual Education and Dual Language program includes the necessary English as a Second Language (ESL), Native Language Arts (NLA), and English Language Arts (ELA) instructional units according to the state law. In 2011 – 2012, the Department of Education along with the Office of English Language Learners launched a cooperation in the Understanding Language program at Stanford University. This partnership led to the involvement in Understanding Language's first pilot of a Common Core-aligned unit of study for ELLs, which took place during the 2011-12 Title III Summer Enrichment Program. In addition, the Department of Education also organizes and sponsors events and workshops for parents of English language learners, including Adult Education classes. As per additional education resources, the New York State Education Department Office of Vocational and Educational Services for Individuals with Disabilities created the Intensive Teacher Institute in Bilingual Special Education (ITI-BSE) to address the shortage of certified bilingual and English as a second language (ESL) special education teachers, bilingual teachers of the speech and hearing handicapped, and bilingual pupil personnel professionals. This state-funded program provides tuition assistance for fifteen credits of specialized coursework and facilitates the certification process for these professionals who are currently working in New York public schools or approved preschools. The ITI-BSE Program, which is housed at Eastern Suffolk BOCES, cooperates with school districts, preschools and institutions of higher education (IHEs) throughout the state.

The Department of Education also provides free early childhood education by means of the Pre-K For All initiative, which offers full-day pre-kindergarten options to all New York City 4-year olds. All pre-K programs observe the same high standards and must adhere to New York State's curriculum expectations. Families may apply to the programs at the NYC Department of Education district schools, Pre-K Centers, and full-day NYC Early Education



Centers (NYCEECs) by means of a single application for all selected programs. The Pre-K program is a free program that runs five days per week from September through June. Most pre-K options are on a full-day schedule (6 hours and 20 minutes). However, some 5-hour and half-day (2 hours and 30 minutes) options are also available. Children receive instructions focused on developing the foundational knowledge and skills outlined in the New York State Prekindergarten Foundation for the Common Core learning standards. It is possible to apply to any pre-K programs in NYC and children are considered for placement at each program applied for based on a priority order. Naturally, it is aimed to make pre-K available to every eligible child, but the number of applicants often exceeds the number of seats available in some programs, and placement in a particular pre-K program is thus not guaranteed. The programs are available in four settings: at public elementary schools, at community-based organizations' premises that contract directly with the NYCDOE to provide pre-K, at Pre-K Centers, which are dedicated exclusively to pre-K students and led and operated by NYCDOE staff either in existing district school buildings or standalone NYCDOE sites, and at charter schools that contract directly with the NYCDOE and are chosen through a rigorous evaluation process.

Aside of the state-funded institutions, there is a civil society worth mentioning called the Advocates for Children of New York<sup>122</sup>. Found in 1969 by a group of parents and community activists in Queens, this volunteer organization first provided trainings on the legal rights of students and assisted families with school-related problems, particularly inappropriate suspensions. In 1976, it merged with the Alternative Solutions for Exceptional Children (ASFEC) and adopted its current name. In 1990s, the organization started to work with the New York Immigration Coalition on the “Transforming Education for New York’s Newest” project, in order to address educational issues facing immigrant families. Regardless of their immigration status, it helps immigrant families to navigate the New York school system, represents immigrant students and parents in school administrative hearings, help parents enroll their children in effective English Language Learner (ELL) programs, and assists older immigrant youth in finding appropriate school placements, and works closely with immigrant-serving community-based organizations. In addition, the organization also cooperates with New York Lawyers for Public Interest to ensure immigrant parents of students with disabilities receive the translation and interpretation services they need to participate

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<sup>122</sup> Official website of the Advocates for Children of New York:  
[http://www.advocatesforchildren.org/who\\_we\\_serve/immigrant\\_students\\_and\\_english\\_language\\_learners](http://www.advocatesforchildren.org/who_we_serve/immigrant_students_and_english_language_learners)  
(accessed in January 2016)

meaningfully in their children's education. Their advocacy has spurred a number of major reforms, including the creation of alternative high schools specifically for ELLs, initiatives to reverse the citywide decline in bilingual programming, and improvement to translation and interpretation services for immigrant parents.

#### **4.4 SUMMARY**

As it follows from the facts stated above, out of the 6 examined states, the friendliest place for an English language learner would be undoubtedly New York City, which has always been a historical gateway for immigration and thus is accustomed and, above all, prepared to deal with the population speaking hundreds of various world languages. New York has built and operates a complex blanket education system aimed at arriving immigrants and their children, while supporting and promoting their linguistic and cultural heritage.

New York is followed by New Mexico, a state with the historical Spanish presence since the foundation of a Santa Fe mission by Spanish conquistadors in the 17<sup>th</sup> Century. It openly endorses multilingualism and encourages proficiency in other languages, considering it an advantage in achieving professional success. New Mexico also provides English language and GED classes to those in need with instructional materials free of charge. Except for Arizona, all of these states offer some form of bilingual education programs with a different scope but the same objective, albeit California, the state with the largest population of English language learners, adheres to its Proposition 227, which limits bilingual education in the state's public schools, it uses a number of approaches to teach English through English immersion and offers generous supporting services not only to English language learners but also to any limited proficient speaker who come into contact with the local authorities. Texas does require English for communication with authorities but basically does not prohibit other languages and offers bilingual education programs as well. In terms of education of English learners, all of the selected states offer some kind of immersion and dual education programs based on the federal "No Child Left Behind" legislation in order to integrate English learners into mainstream society, and they all deal with similar issues, such as insufficient English proficiency of minority students, high drop-out scores, not enough students continuing in college education, low involvement and poverty of the students' families, insufficient funding of schools, etc.

What seems to be equally important in all six states is the early enrollment of Hispanic children in pre-school and other childhood programs as the early years are obviously of key importance for learning the language and thus for later academic success. Hispanics are less likely than their peers in other ethnic groups to take part in early-childhood programs designed to prepare young children in the knowledge and skills they need for school, probably due to some cultural reluctance to send children as young as 3 to preschool. Availability of places in preschools and, above all, the costs of preschool are also major barriers as preschools are usually run by private entities. An analysis by the Editorial Projects in Education Research Center of preschool-enrollment data from the U.S. Census Bureau's American Community Survey (2008 – 2010) shows that, on average, 39 percent of Latino 3- and 4- year olds were enrolled in preschool over that period, compared with 52 percent of African American children and 48 percent of white children. As may be expected, Asian children have the highest rate of participation – 54 percent<sup>123</sup>. Sometimes, perhaps due to a low language proficiency, the parents do not even know about these programs.

The Every Student Succeeds Act (ESSA), which is currently on the way to the President Obama's desk for signature, also includes important policies that recognize the needs and diversity of English Learners (ELs) in an effort to close the ongoing achievement gap between them and other students. The bill, which reauthorizes the Elementary and Secondary Education Act, also crucially maintains accountability for how ELs are achieving—a hallmark of the last reauthorization, known as the No Child Left Behind Act mentioned in the previous chapter.

All six states also deal with the issue of whether the so-called undocumented students should have the same access to public higher education since they have no legal status in the country, despite the fact that they often grow up there and that the DREAM Act legislation allows eligible undocumented students to pay in-state tuition rates in colleges and universities. In January 2012, the Texas Higher Education Coordinating Board ruled that the state's higher education institutions must send annual notices to undocumented students reminding them to pursue legal status by contacting federal authorities. The notices started to be sent in the summer 2012.<sup>124</sup> In April 2012, Republican Senator Marco Rubio from Florida proposed a bill that would allow young undocumented immigrants to remain in the USA but would not

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<sup>123</sup> Education Week, <http://edweek.org/ew/articles/2012/06/07/34/> (accessed in 2012)

<sup>124</sup> Education Week, [http://blogs.edweek.org/edweek/learning-the-language/2012/01/tx\\_colleges\\_must.html](http://blogs.edweek.org/edweek/learning-the-language/2012/01/tx_colleges_must.html) (accessed in 2012)

let them become citizens, as opposed to the DREAM Act that would let young people without legal status to become citizens if they attend college or join military service. For example, one of the most controversial provisions of the challenged Arizona anti-immigrant law requires local police to check the immigration status of people they stop, for traffic violation, for example, if they have a “reasonable suspicion” that the person is in the United States illegally<sup>125</sup>. To many, it suggests straight racial profiling and discrimination and is protested accordingly. However, in Alabama, a similar law that is currently under court challenge by the Obama administration even required school principals to check on the immigration status of enrolling students and report the data to the state Department of Education. If passed, such controversial laws may have a very negative impact since many families have a mix of legal statuses within, and the law would cause separation of families and is likely to drive immigrants into the shadow economy even more.

#### **4.5 FEW IMPORTANT NOTES ON THE IMMIGRATION ISSUE**

According to the Migration Policy Institute, there is an estimated 11 million unauthorized immigrants living in the United States. Some of them are eligible for the original and expanded Deferred Action for Childhood Arrivals (DACA) programs, as well as for the Deferred Action for Parents of Americans and Lawful Permanent Residents (DAPA) programs. While the DACA program unveiled in 2012 remains in effect, the DACA extensions and DAPA program announced in November 2014 by President Obama were enjoined by a federal judge in Texas in February 2015, and the decision affirmed twice by the Fifth U.S. Circuit Court of Appeals. The U.S. Supreme Court will likely hold oral arguments in April 2016 and issue a ruling by the end of June. The high court’s decision will determine whether the Department of Homeland Security (DHS) may begin implementing the deferred action programs in the final months of the Obama administration. For example, there is in total 3,034,000 unauthorized population in California, and about 50% of them are eligible for DACA or DAPA. Texas has 1,464,000 unauthorized people, with approximately 51% eligible for the programs. About 867 thousand unauthorized immigrants live in New York alone, and 38% are eligible for the programs. Florida has approximately 605 thousand unauthorized immigrants, with 38% of them eligible. Arizona has as little as 264 thousand unauthorized

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<sup>125</sup> Arizona Senate Bill SB 1070, <http://www.azleg.gov/legtext/49leg/2r/bills/sb1070s.pdf> (accessed in 2012)

immigrants, with 52% of them eligible, and 70 thousand live in New Mexico, out of which 51% are eligible<sup>126</sup>.

The currently proposed United States Immigration Reform initiative is specifically targeting the problem of 12 to 20 million undocumented workers in the United States. The Immigration Reform is primarily focusing on the number of immigrants, both legal and illegal currently in the United States. Organizations and politicians that use the term “Immigration Reform” to support a decrease in immigrants include: American Immigration Reform, NumbersUSA and Congressman Tom Tancredo. There are also several groups and politicians that support immigration to the United States, including: Senator John McCain, Congressman Chris Cannon and the National Immigration Forum<sup>127</sup>.

The tough anti-immigration laws, however, seem to be at variance with the latest immigration trends. According to a Pew Hispanic Center report, Hispanic immigration, especially the influx from Mexico, takes a historical reversal as more Hispanics are going back to Mexico than coming into the United States. Mexicans have always been more or less dominating the U.S. immigration patterns but started to decline in 2006 as a result of recession. Stricter border enforcement, deportations and tough state immigration laws, such as the Arizona statute now being challenged before the Supreme Court, might have also contributed to the decline. According to the report, from 2005 to 2010, 1.4 million Mexicans came to the USA, which is down by more than half – compared to the 3 million who came in during 1995 to 2000. About the same number moved back to Mexico within the same period, which is roughly a double the number who had done so 10 years before. The decline in the influx of Mexicans may also be explained by the scarcity of jobs in the United States, especially in the construction industry, and by a long-term decline of birth rates in Mexico. The trend is unlikely to take a turn in the near future, albeit the question remains what would happen if the economy in the United States begins to create jobs again and if some of the state laws get overturned.

In 2013, a new immigration bill was considered by the Senate involving six areas of the immigration reform: border security, detention, and enforcement; worksite enforcement; visa reforms; earned legalization of unauthorized immigrants; strengthening the U.S.

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<sup>126</sup> Official website of the Migration Policy Institute: <http://www.migrationpolicy.org/programs/us-immigration-policy-program-data-hub/unauthorized-immigrant-population-profiles> (accessed in December 2015)

<sup>127</sup> Official website of the U.S. Immigration Reform initiative: <http://www.usimmigrationreform.org/> (accessed in December 2015)

economy and workforce; and integration of new Americans. The new proposal offers a gradual path to legal status for unauthorized immigrants through an earned legalization program instead of a sweeping one-off legalization. Other notable elements of the current proposal include specific border security goals and benchmarks measures for success; mandatory E-Verify participation for employers who can check the immigration status of their employees online; biometric green cards and work authorization cards for noncitizens; a new merit-based visa program and a W-visa program for low-skilled jobs; the elimination of the diversity visa and sibling preference category; and a significant expansion of employment-based visa programs. Similar to the past proposals from 2006 and 2007, the 2013 bill also seeks to enhance border infrastructure, reduce visa backlogs, encourage high-skilled immigration, and establish an independent advisory body tasked with recommending future admission levels.

However, in December 2015, a very interesting move occurred as some of the most substantial immigration policy changes enacted by Congress in more than a decade, touching on everything from high- and low-skilled temporary worker visas to border and visa security enhancements and the immigration courts, were quietly tucked into a must-pass spending bill signed into law in December, with little in the way of public debate<sup>128</sup>.

The immigration provisions were actually part of the 2016 Consolidated Appropriations Act, which funds the entire federal government for the full fiscal year, for the first time since 2011. Though agreement on the legislation was considered a breakthrough in itself, more surprising but much less widely publicized was the extent of the immigration-related provisions the bill contains. What is remarkable though is the fact that recently elected House Speaker Paul Ryan (R-WI), in one of his first announcements as the top House Republican, pledged he would not bring up immigration reform legislation for the remainder of the Obama presidency. The inclusion of immigration provisions in the must-pass appropriation legislation could potentially signal a new approach for legislative change in the contentious immigration arena. The bill affects a number of important elements in immigration policy, such as increases and changes in both low-skill and high-skill visas, stricter requirements for the visa waiver program barring from VWP participation individuals who since January 2011 have traveled to Syria, Iraq, Iran, or Sudan and development funding for Central America addressing the root causes of immigration from the region. However,

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<sup>128</sup> Official website of the Migration Policy Institute: <http://www.migrationpolicy.org/article/little-debate-congress-enacts-broad-range-immigration-changes-spending-bill> (accessed in January 2016)

what is the most important in terms of the latest immigration topic is the fact that the Obama Administration's original DACA program may now continue and its proposed DAPA and DACA expansions may proceed through the courts without attempts to block their operation. However, as the immigration issue has been recently gaining momentum in Europe and the consequences of unparalleled uncontrolled immigration are becoming more than clear, it may be expected that the immigration laws in the US and measures to be taken will remain at the center of a close government and public attention still in the years to come, especially in the light of the Presidential election in 2016.

## **5. PART V**

### **5.1 CONCLUSION**

Language policies in the U. S. states are as heterogeneous as the American society itself. Since there is no regulation on the federal level, each state, county and in some cases even a city or municipality may determine what language, if any, will be used in official communication with authorities and in mainstream education institutions. English language is one of the most important elements of the American identity, an exclusive identity of a nation of the original English-speaking protestant settlers as claimed by the so-called neonativists, which requires that immigrants as individuals accept political framework of a liberal society, but, at the same time, they are allowed to keep their own cultural identity. Because civil involvement in the life of a community and society has always been strongly represented, it is only natural that some movements and initiatives have formed to pursue English as the official language of and a unifying instrument for the entire American society, which are then naturally opposed by other equally represented groups endorsing the freedom of choice, speech and language tolerance. Both may have the case to a certain degree. Proponents of English-Only claim that linguistic diversity threatens cohesion, linguistic tradition and stability of the society, while the opponents counter-argue that enshrining the superior status of English at the federal level would suggest that linguistic minorities are inferior and unwanted in America. However, vast majority of immigrants to the U. S. has become monolingual speakers of English within a generation or two and it might be even faster a process today as people usually come to live to America more prepared and aware of the fact that it would be quite hard to get by without speaking the language.

This paper thus attempted to outline the reasons behind the establishment of the English-Only movements in the traditionally liberal American society, and to introduce their impact on the American society and language policies. It was ascertained that the proponents and supporters of the movement tend to use psychological power of strongly conservative values, provoke the feelings of prejudice, hostility and intolerance towards the newcomers, induce practical concerns about growing numbers of immigrants and the need to safeguard and defend the country against the alien cultural elements they bring in, especially at the time of elections. It was documented that the movement addresses mostly Republican voters and, more surprisingly, enjoys a broader support within the regions where issues like immigration and multiculturalism are of fairly remote concern, while the Hispanic community steadily tends to vote for Democratic Party. It has been also ascertained that all six states with high immigration population examined in this paper offer a wide choice of immersion and/or bilingual programs for English learners in order to help them integrate into the mainstream society. However, the analysis of the output and success of the individual programs is beyond the scope of this paper and would require a more in-depth analysis. The facts collected during the research also support the initial proposition that the English-Only movement may be defined as a right-wing conservative initiative pursuing strongly conservative values, while the opposition to the movement pursues liberal, i.e. democratic, views of multilingualism, multiculturalism and tolerance. The theory of language imperialism as we understand it for example from the British colonial period described by Phillipson, i.e. the targeted pursuit to favor one language to the detriment of minority languages, or that we experienced in the former Soviet bloc when teaching Russian was mandatory from elementary through high schools up to universities (often with dubious effect), cannot be proved with a 100% certainty. The English-Only movement may have succeeded in helping to change language legislation in some states but, at the federal level, there is no strictly planned language policy and the preservation of English in the United States seems to be a rather natural process. Moreover, English learners and immigrants arriving to American with plans to study and life in the country nowadays seem to be more than well aware of the key role of English proficiency for their career and life achievements. Also, with the spread of Spanish speaking media and the strength and growing political influence and voting strength of the Hispanic community, it is unlikely that the United States would ever be able to become a monolingual state. Practicing language imperialism in today's globalizing world would thus have dubious effects.



The United States has been always linguistically diverse, even before it became the United States. During the Colonial period, immigrants arriving to the continent spoke most if not all European languages, yet the English language prevailed due to the first British and Irish colonial settlers, and was seen as an advantage for the new nation. There was a common understanding among the early leaders that government, especially at the federal level, should play no role in regulating people's speech. So it seems that laws aimed at restricting the use of a language are not really just about the language itself but more or less reflect the attitude towards the speakers of that language and their position within the society, in our case the Hispanics. In addition, the only languages that could be considered endangered in today's United States are languages of the Native Americans as some of them do face extinction indeed. However, this might be rather a result of the sociolinguistic environment in which these languages are spoken. English is obviously far from being threatened in the United States as the English-Only movements try to suggest. In addition, people who face language barriers every day understand better than anyone else how important is to be proficient in English in America. They do not need any English-Only laws to get motivated to learn it, albeit it is a commonly known fact that some earlier generations of Italian and Chinese settlers survived in the United States without speaking a word in English. What is much more important for the English learners today is the access to affordable English classes and adult education programs and adequate government funding. It is certainly quite surprising that the proponents of English-Only laws do not offer any such alternative and their supporters seem to have little interest in modifying the actual situation of immigrants, describing bilingual programs as "linguistic welfare". None of the English-Only bills so far introduced in the Congress actually offers any direct provision for funding these programs.

Here in Europe, we understand the advantage of speaking foreign languages all too well, with the EU having 27 official languages, the costs of translation and interpreting services at the EU institutions thus being sky high, and language classes are part of the curriculum of nearly every educational institution as early as in kindergartens. Becoming literate and having skills in a foreign language represents an integral part of the elementary education today, and speaking the language of the global leader has always been a ticket to elite society. And even for America, English alone may not even be sufficient in today's globalized world. If America should have any common language policy, it should promote language learning and offer more opportunities to English learners. We all may agree that skills in many languages enhance international competitiveness and even national security,

which is equally important for the United States currently involved, albeit remotely, in several international conflicts. Therefore, immigrant languages should be viewed as enriching resources, not as an issue. It does not mean that a society culturally so diverse has to be a divided society.

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## **List of attachments**

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**Attachment no. 2: California language map**

**Attachment no. 3 – Florida language map**

**Attachment no. 4 – New Mexico language map**

**Attachment no. 5 – Texas language map**

**Attachment no. 6 – New York State language map**

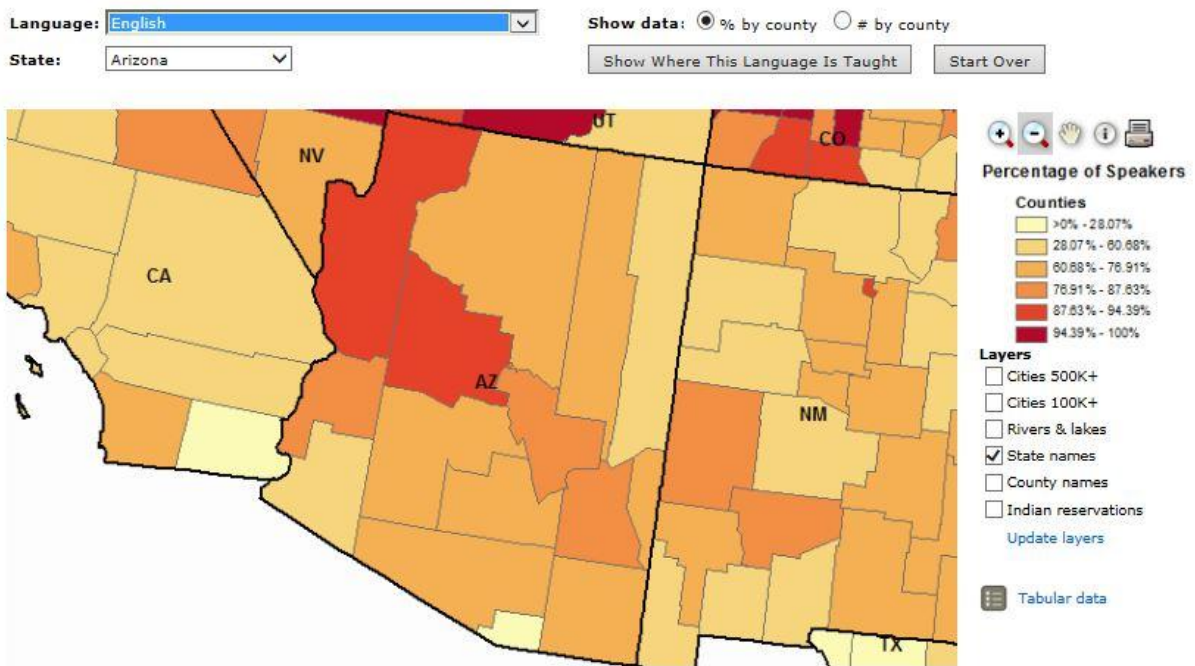
**Attachment no. 7 – New York City language map**

**Attachment no. 8 - New York City non-English, non-Spanish language map**

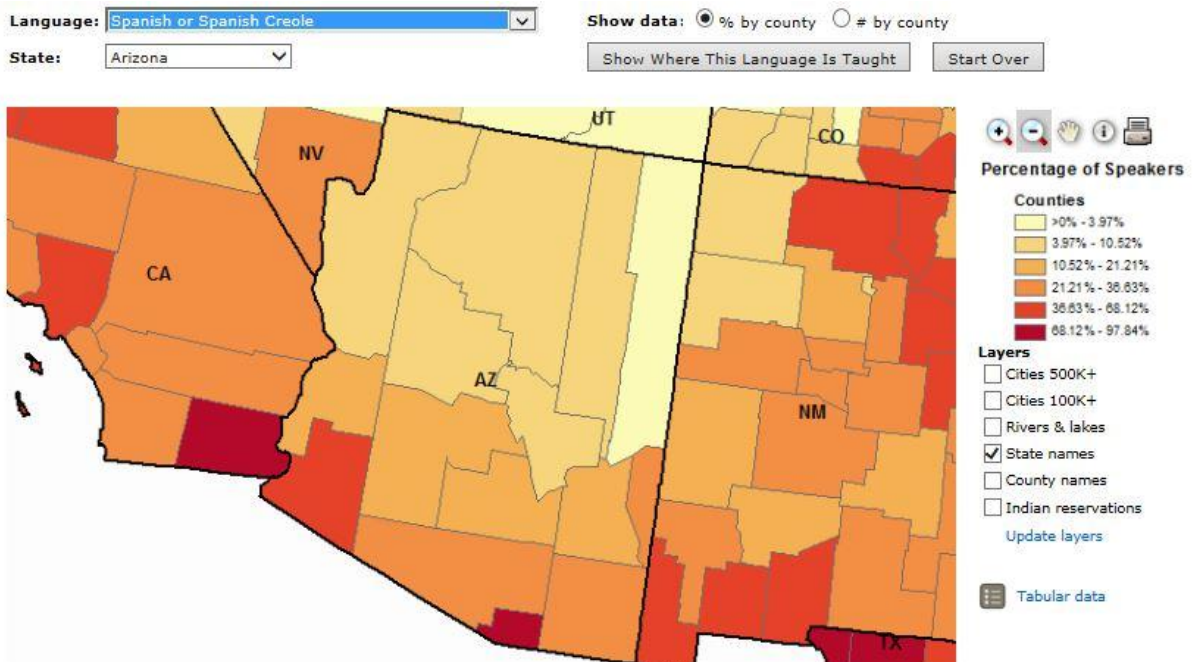
**Attachment no. 9 – U.S. language map – concentration of English speaking population**

## Attachment no. 1: Arizona language map

### Concentration of English speaking population



### Concentration of Spanish speaking population

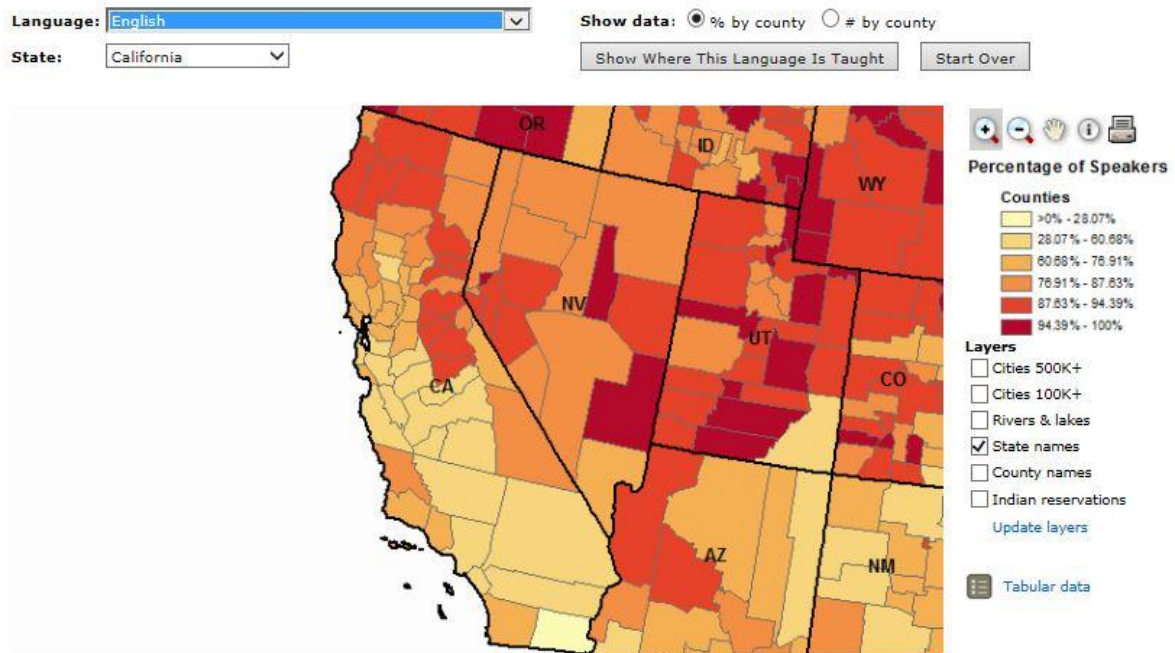


Source: Modern Language Association 2016

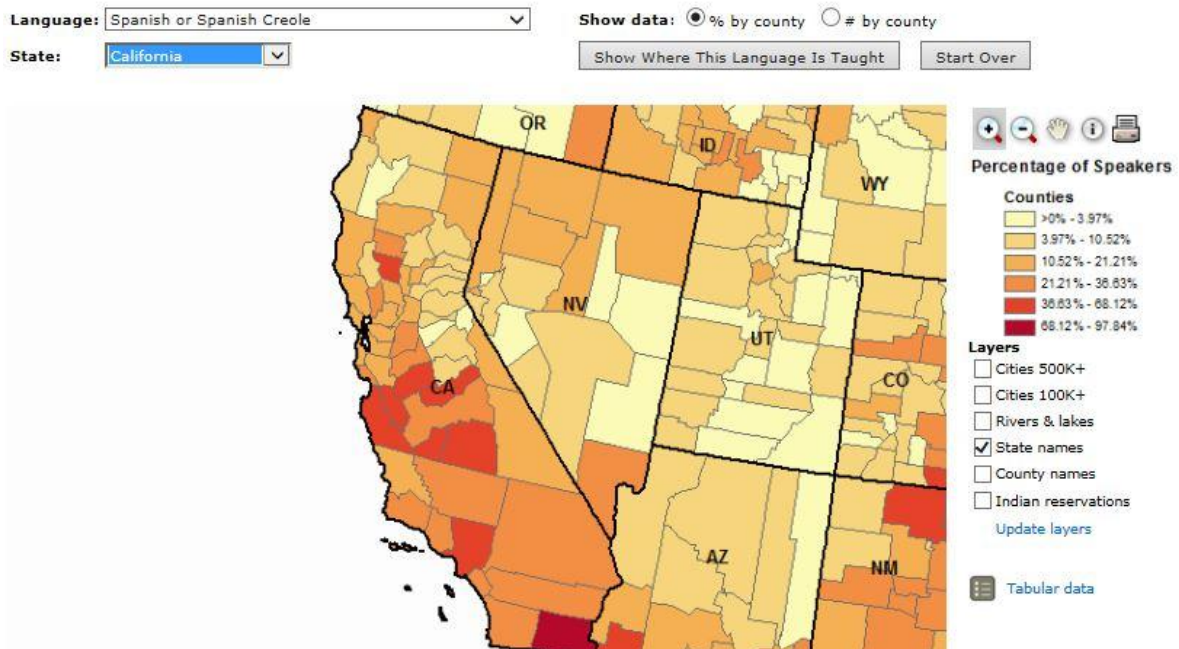


## Attachment no. 2 – California language map

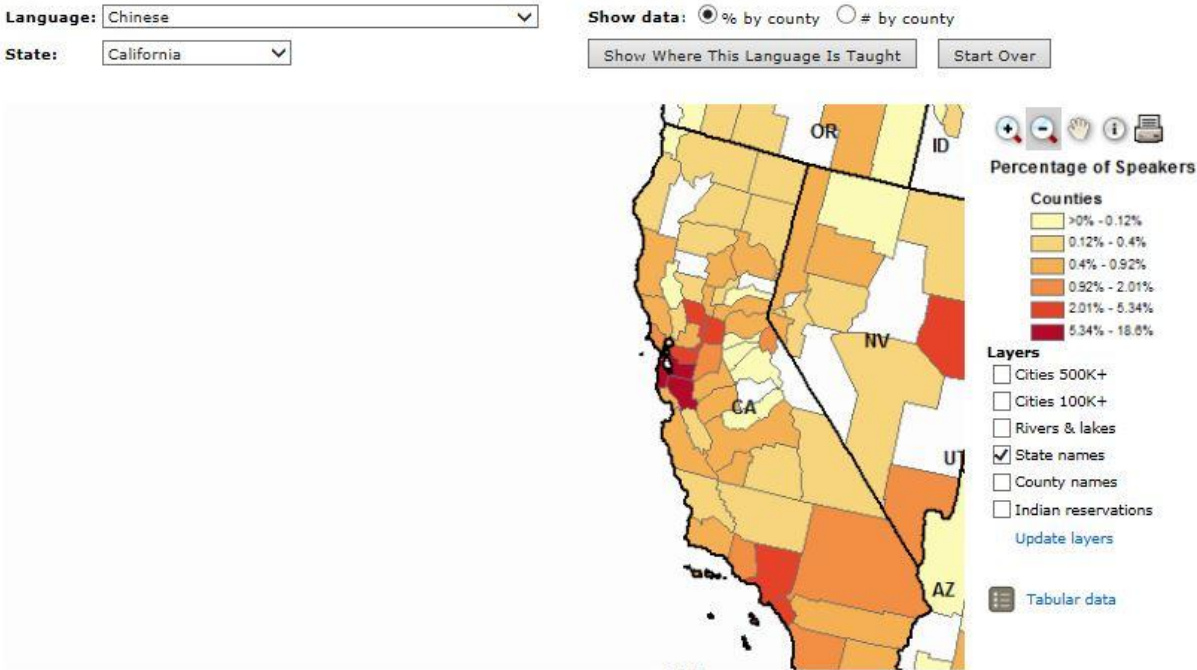
### Concentration of English speaking population



### Concentration of Spanish speaking population



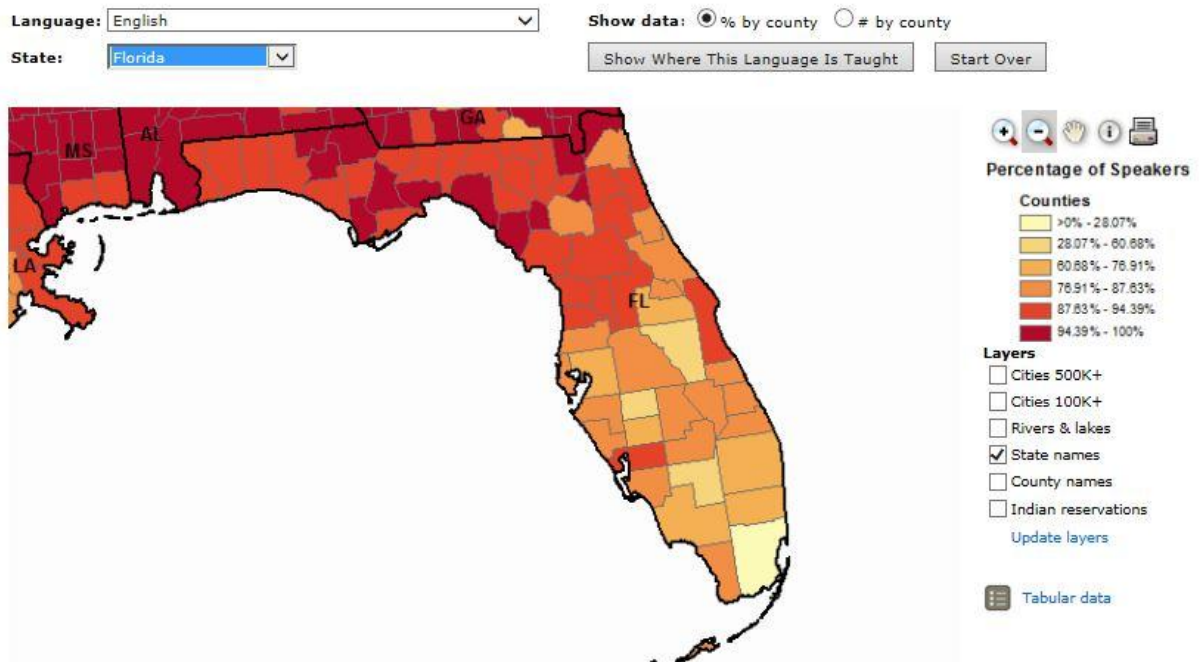
# Concentration of Chinese speaking population



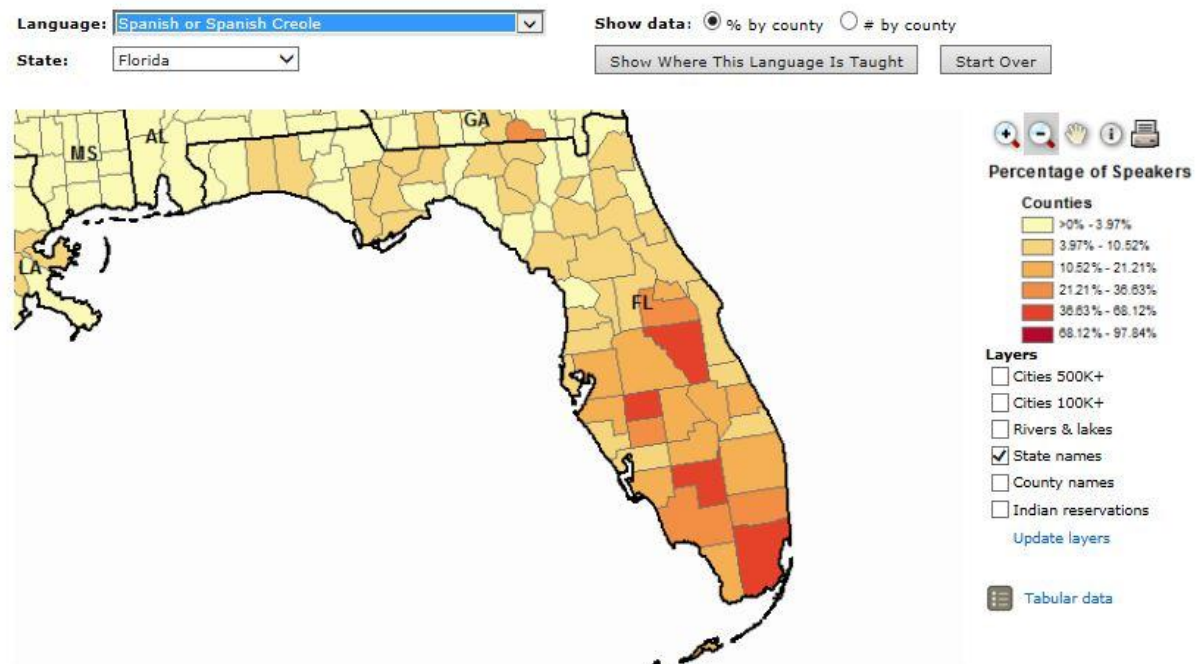
Source: Modern Language Association 2016

### Attachment no. 3: Florida language map

#### Concentration of English speaking population



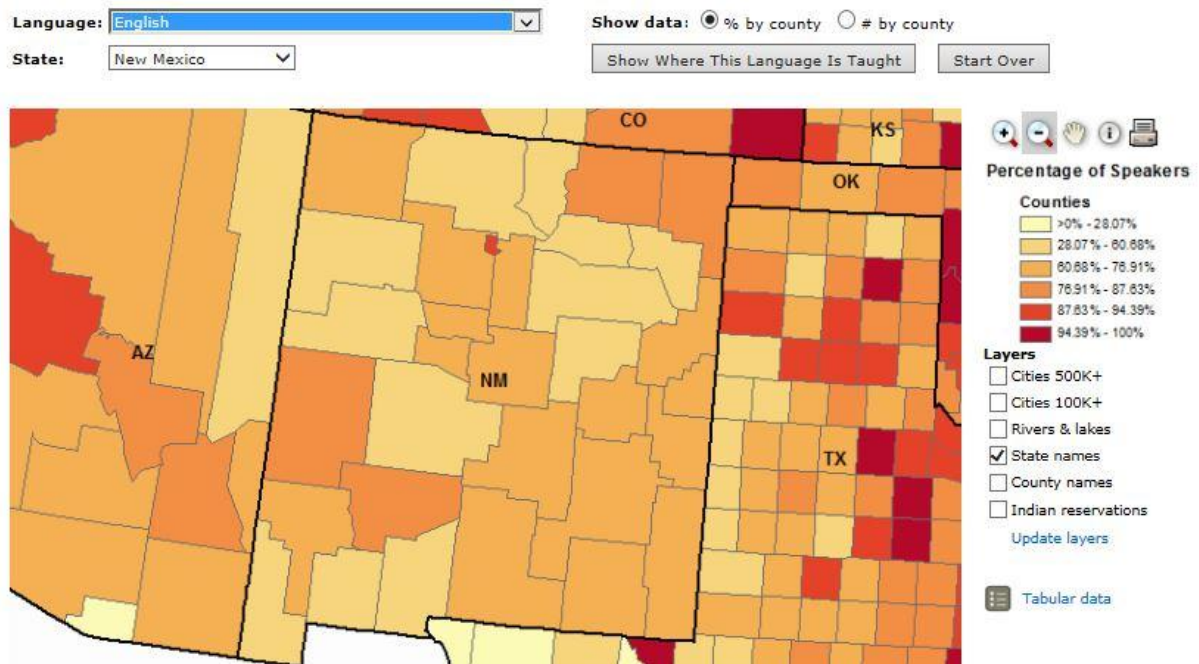
#### Concentration of Spanish speaking population



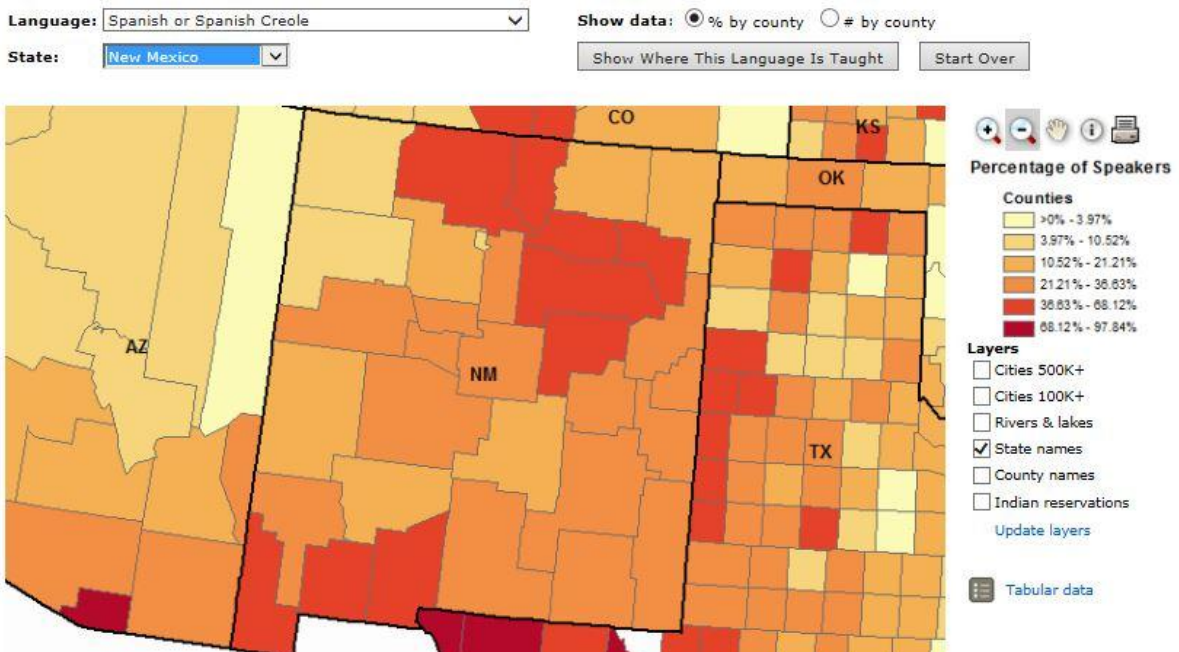
Source: Modern Language Association 2016

## Attachment no. 4 – New Mexico language map

### Concentration of English speaking population



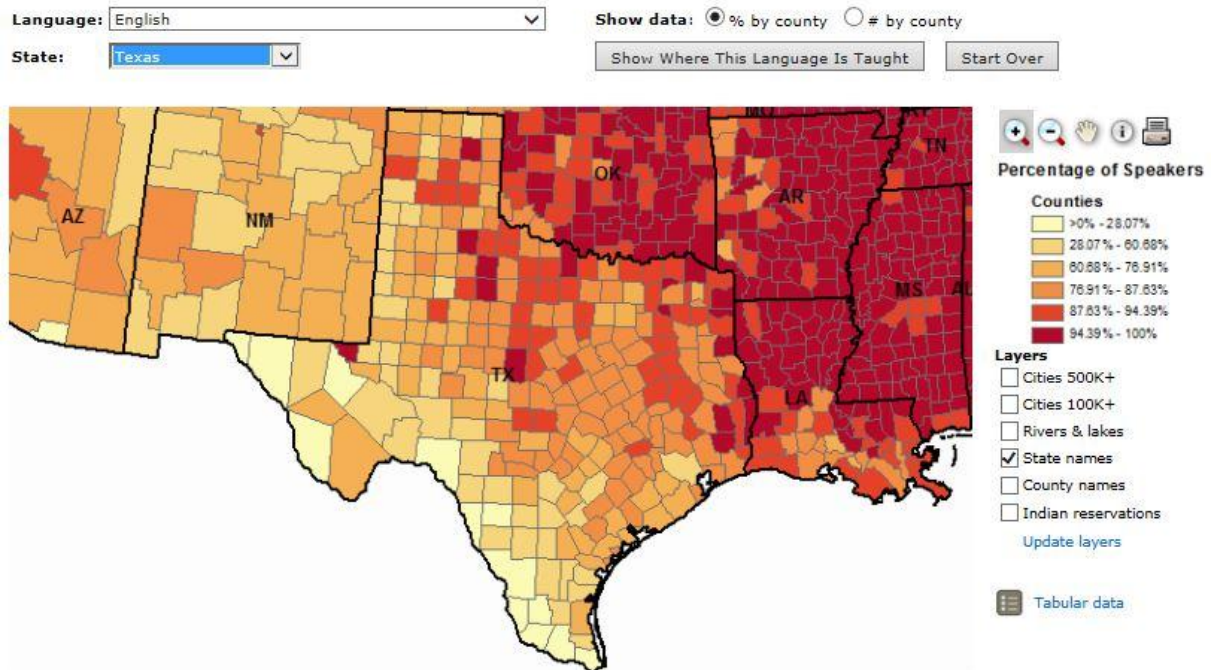
### Concentration of Spanish speaking population



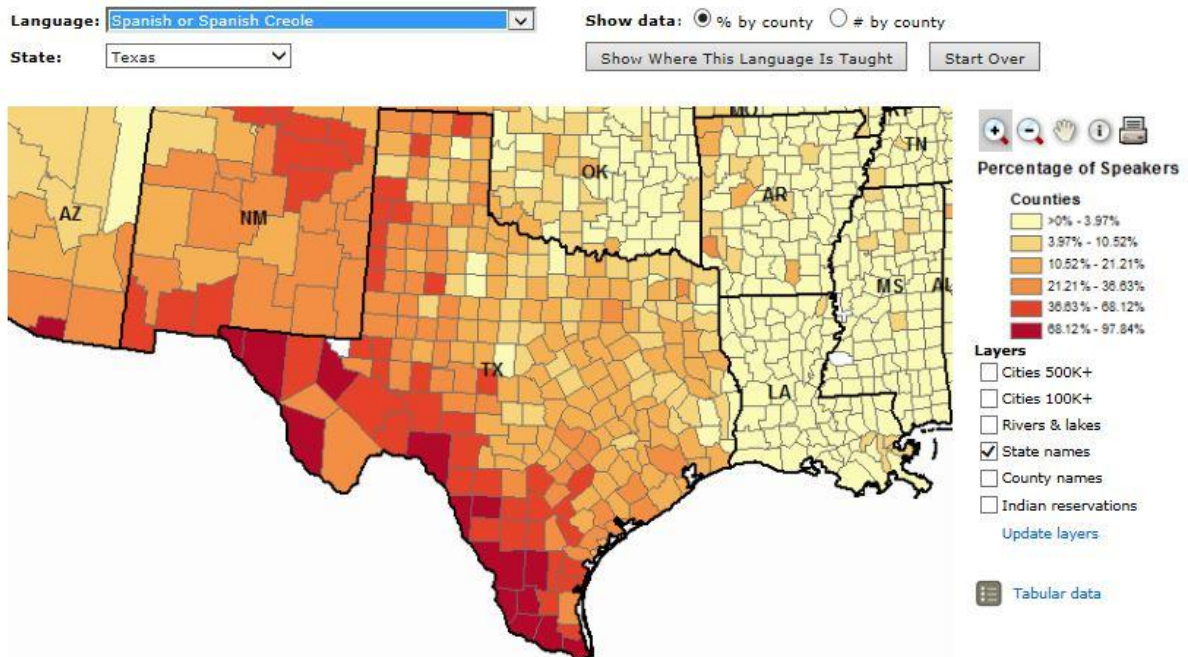
Source: Modern Language Association 2016

## Attachment no. 5 – Texas language map

### Concentration of English speaking population



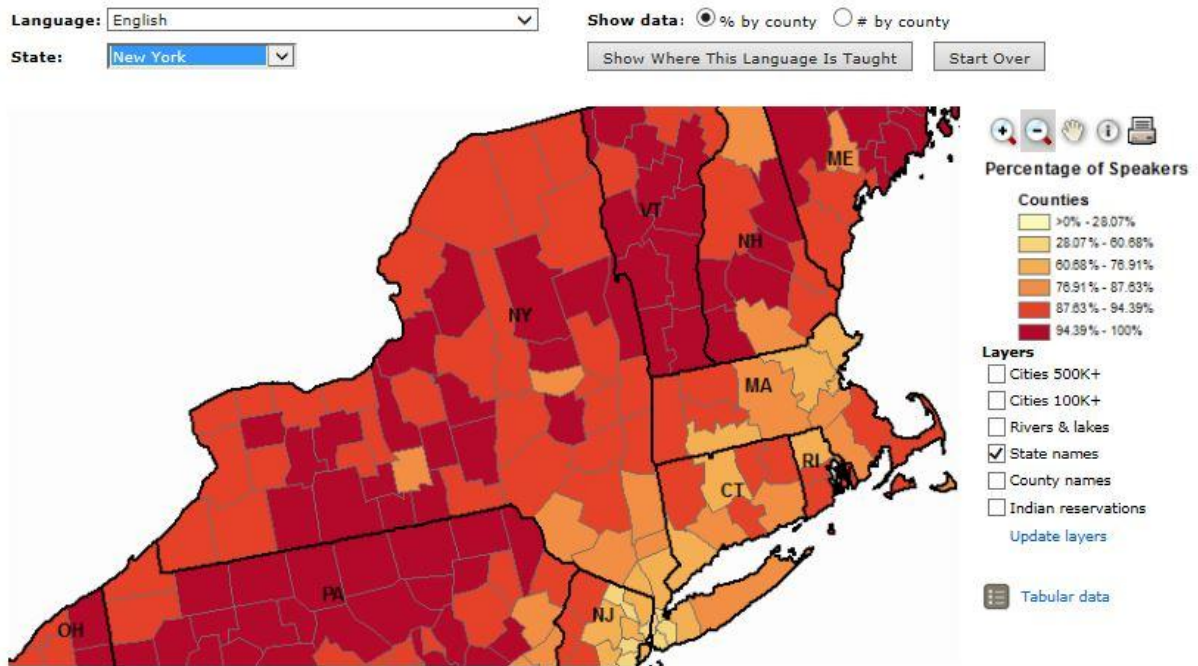
### Concentration of Spanish speaking population



Source: Modern Language Association 2016

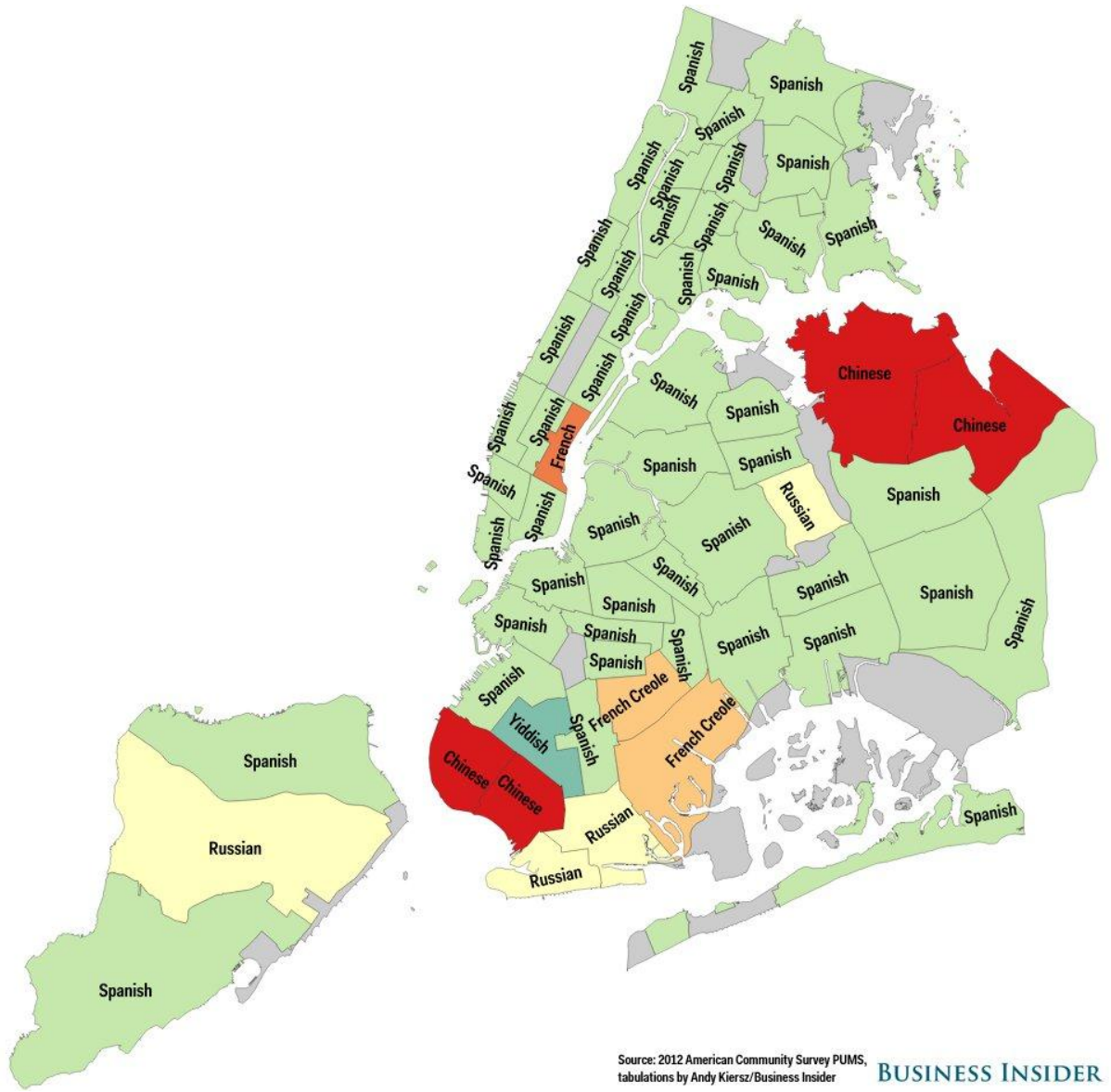
## Attachment no. 6 – New York State language map

### Concentration of English speaking population



Source: Modern Language Association 2016

**Attachment no. 7 - New York City language map**



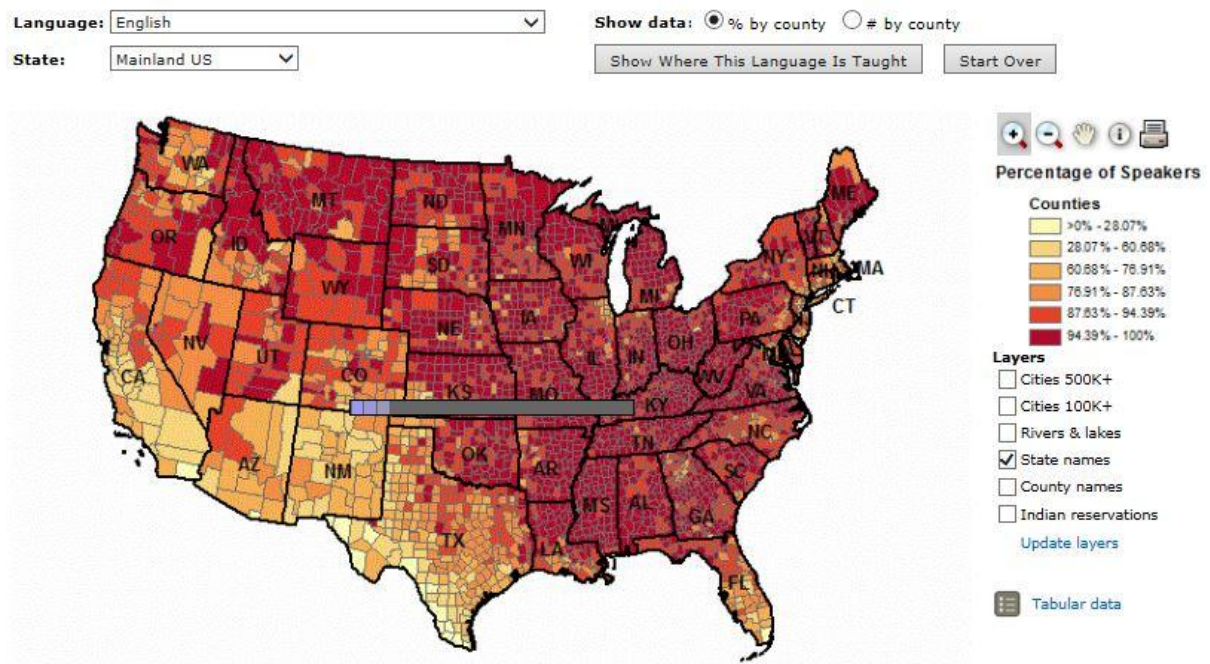
**Attachment no. 8 – New York City non-English, non-Spanish language map**



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## Attachment no. 9 – U.S. language map – concentration of English speaking population



Source: Modern Language Association 2016