Acknowledgements

British Council would like to thank all the contributors to this collection of papers and to the wider group of delegates who participated in the first Access English EBE Symposium in Jakarta (June 2009).

Thanks are also due to the organisers of the Symposium, in particular Mina Patel (Strand Manager of EBE), Sanni Susanti and Christian Duncumb (British Council Indonesia), and to Dr Philip Powell-Davies, who acted as Symposium Facilitator and edited this collection of papers.

Foreword

English is the dominant language of international business, scientific and technological research, and global communications. It also functions as a linking language in many multi-cultural and conflict settings. The nature, functions and status of the English language are all exercising a major impact on education policy across all continents and influencing reforms in curriculum, teaching methodology, and educational outcomes.

For Ministries of Education in Asia, this has meant a radical re-thinking about education policy and planning, particularly where the role of English is concerned. There is pressure for improved levels of English language fluency and in many cases this has prompted a move towards more integrative methods of teaching and learning, as well as the exploration of the use of English to teach subjects such as science and maths. Many countries in Asia, Europe and Latin America have already experimented with teaching one or more subjects through English, through pilot programmes and national initiatives.

It is with the aim of supporting informed decision-making in this area that the British Council conceptualised the Access English EBE project. EBE (English Bilingual Education) is used by the British Council as a generic label referring to school-aged children learning content subjects through English. The cognitive, linguistic and cultural impacts of EBE on the individual and the community are potentially immense, as several of the papers in this collection make clear. Educational innovation of any kind, however, is not without political, cultural and educational challenges and risks.

It was for the purpose of discussing these very issues that the British Council brought together key decision makers and planners from Ministries of Education and academics from universities for a 3-day symposium in Jakarta in June 2009. Delegates from ten countries discussed the benefits and concerns around the implementation of EBE, and the implications of such provision within the education system and the wider community. The result was a rich and engaging Symposium which explored country-level experiences of experimenting with EBE, and related these to issues of national identity, language policy, the needs of the workplace, and the interests and concerns of parents and communities.

It was clear that English bi-lingual education (in whatever form) does not easily encourage consensus about its potential benefits, and the presentations, panel discussions and working groups did not shy away from exploring these in detail. Delegates were agreed on one aspect of the debate – the need for more in-depth research into the policy and planning implications of implementing such approaches, and the need to develop capacity at the policy level to link educational reform to national social, human and economic development.

These Proceedings capture the essence of the EBE Symposium and we hope they will provoke a wider audience to both appreciate the examples and arguments put forward, and engage in the debates. The papers included cover global, national and regional perspectives, enriched by research findings from the perspectives of policy and classroom practice. The papers do not necessarily reflect the views of the British Council.

Mina Patel
Philip Powell-Davies

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Teaching English, Future Challenges

"If we teach today as we taught yesterday, we rob our children of tomorrow," John Dewey [1859-1952].

John Whitehead

The role of English as a world language is central to globalisation. We live in a fast changing world where nations and people require English for communication and understanding across borders and to be part of the global economy. Two major outcomes of this widespread use of English as a global language are well documented: firstly, this development is having an effect on the [English] language itself and, secondly, the fact that governments across the world need to help their young people learn English quickly and effectively has significant implications for the way we teach and learn English. The English teacher's role in the 21st century has to move with the times.

David Graddol[1] has looked at the impact of English as a global language and suggests that language planners and curriculum policy makers need to take into account a variety of factors:

- The need for English is unchallenged (although this does not mean, of course, English to the exclusion of other languages but rather English as an additional language in many contexts)

- Given that L2 speakers of English outnumber L1 speakers by something like 3 to 1, competence in English is favoured over 'nativeness'

- The increasingly rapid demand for many more teachers of English means we need to design new training models, new approaches to learning and much better use of technology both for teachers and learners

- We need to look a lot more at what happens outside the classroom.

Developments in thinking about the learning and teaching of English are already taking place. There is a recognition that English is fast becoming a basic skill, like IT – many employers across the world take English for granted when they are recruiting staff. There is a move away from explicit language teaching towards more emphasis on communication and integrating content and language teaching so that students learn both language and content at the same time. More university courses across the world are being offered with English as the medium of instruction and the standard of competence in English for university entrants is going up. Technology is playing a major role in helping teachers teach and helping learners learn. This puts a responsibility on teachers to move with the times and to continue to learn – not using IT in teaching, for example, arguably does students a disservice.

A 21st century curriculum for teaching English needs to prepare learners to live and work in the fast-moving world. It has to enable young people to become successful learners, confident individuals and responsible citizens[2]. Now is the time to review our education goals and what happens in our classrooms.

The sharing of these ideas, research undertaken, pilot projects and good practice is essential as well as a commitment to carry out more research. The British Council's Access English programme for East Asia, which grew out of the successful Primary Innovations Project and which works in partnership with ministries of education across the region, is planning to transform the teaching and learning of English in East Asia. Strand 1 of this programme, the research strand, brings together senior policy makers, researchers and specialists from across the region and from the UK to work collaboratively and creatively to find solutions to the challenges ahead. We seek to encourage and disseminate research and its applications for our classrooms to support and inspire our teachers and learners.

The Jakarta Symposium has provided a real stimulus to this purpose and provided a number of clear areas for support to policy formulation and research in the Region. Many of these ideas are developed in the papers contained in these Proceedings.

[1]Graddol D (2006) English Next, The British Council London
[2]The Global Dimension in Action: A curriculum policy guide for schools, Qualifications and Curriculum Authority 2007

Access English EBE Symposium: Setting the Context

Dr Philip Powell-Davies

Overview

This paper outlines the planning and content of the EBE Symposium. It discusses the key topics that arose at the Symposium and captures these in country level plans as well as collating them to the regional level in terms of common themes, opportunities and challenges.

The paper also captures a number of significant learning points arising from the Symposium which can be used to enhance decision-making as the project progresses:

- The importance of focus and ensuring that the content of events and project activity is linked to its overall purpose, which in turn supports the achievement of the objectives of the Access English EBE project. Working with its partners, the British Council (BC) will need to formulate a strategy where it can add value in key areas such as supporting the development of policy-making capacity.

- There is a need to have monitoring and evaluation tools to feed into learning and review reports which focus on the appropriacy of the content of projects, their processes and impact as they develop over time.

- Common interests and needs have emerged across the region especially in the areas of consultancy support at the policy level and in specific areas of strategic communications and stakeholder management and engagement. The BC could use its comparative advantage in providing access to this through an integrated approach that builds a consistency methodology across the region and feeds into on-going project research, monitoring and evaluation.

- An understanding of local/regional context is important in framing both policy and forms of activity. This requires a subtle and nuanced approach to research and project development.

- There is a clearly articulated need for capacity building in the area of strategic communications and advocacy to support the work of this and similar projects. This could be used to develop the skills of both BC staff and partners.

Access English

Access English is a three-year programme designed to make a difference to language learning opportunities in the East Asia region. It aims to achieve this through supporting education reform agendas working through policy makers, and offering training and developmental opportunities to teachers of English across the region.
The British Council's primary partners across the region are ministries of education, in order to 'appropriately and sustainably meet the needs of a diverse region', with the longer-term aim of enabling deep and lasting change.
The EBE seeks to support policy makers and professional leaders through promoting and framing research to provide the data, conceptual frameworks, ideas and solutions to draw on in developing the most effective implementation possible of English language teaching and learning in the region.

EBE Project Rationale

Across East Asia, English is recognised as a priority both at educational policy level and by parents keen to invest in their children's future. What all the countries of the region share is a need for support in developing national approaches to the teaching and learning of English and to identify what is required for its successful implementation. They also face similar challenges such as relatively low levels of policy and planning capacity and expertise; low proficiency in English among teachers; limited repertoire of skills relevant to teaching English and teaching through the medium of English; inappropriate or out-dated materials and inadequately developed teaching education systems especially in the provision of in-and pre-service teacher training.

Project Development

Through 2007-2009 strong relationships were built up with MoEs across the region largely as a result of the Primary Innovations project which held seminars in 2007 & 2008 and conducted a great deal of activity in participating countries. A series of 10 consultancies and 10 events were held and regional research in primary English was disseminated to 2000 professionals throughout the region. This positioned the BC well as a partner, resulting in ministries in Malaysia and Indonesia, for example, requesting BC support for reviews of policy, curricula and training programmes.

Development of the project concept to date

Several factors have influenced the development of the project in its early stages:

o Groundwork carried out in 2007-09 under the Primary Innovations project– seminars, research, workshops and publications

o Needs assessment and research data from a study of three countries in the region carried out by Hywel Coleman

o EBE project learning – including meetings and review reports on both the content and desired impact of the project

o Impact of regional strategy needs - building long-term relationships and enhancing the quality of those relationships; positioning the organisation as a partner in positive social and institutional change, and so on.

The project management team will need to be aware that other factors will exert an influence on this project as it develops, and this is entirely appropriate for a process project of this kind:

o On-going monitoring and evaluation data

o Lessons learnt from regional working with distributed leadership and differentiated roles

o Knowledge sharing within and between the different strands of the Access English project.

The EBE Team

The team is composed of:
Strand 1 Manager – Mina Patel, a freelance consultant based in Malaysia,
British Council Project Board – John Whitehead, Christian Duncumb, Dave Ellison & Christopher Wade, and 8 in-country BC coordinators who have varying percentages of their time assigned to the development of the project.

Symposium Roles

Responsibility for various elements of the symposium was designated as follows:
Logistics – Mina Patel Project Manager, Sanni Susanta, Education Officer, BC Indonesia and a number of assistants.
Symposium design – Mina Patel and Dr Philip Powell-Davies
Symposium facilitation – Philip Powell-Davies
Symposium hosts – Mina Patel, Christian Duncumb
Symposium rapporteurs – Alan Mackenzie, Budsaprapat Thatavakorn, Caroline Meek, Mike Bowles, Jane Boylan, Tricia Thorlby, Jansen Mayor, Mina Patel, Philip Powell-Davies

Invited speakers

Professor Richard Johnstone - Emeritus Professor University of Stirling
Teresa Reilly - BC Spain, project manager
Hywel Coleman - independent consultant
John Clegg - independent consultant (via internet link)

Lead speakers

Dr Suyanto - Director–General Primary and Secondary Education, Ministry of Education, Indonesia
John Whitehead - Director Thailand, British Council
Itje Chodidjah – Education Consultant, BC Indonesia
Dr Pompimon Prasongporn – Academician, Office of Basic Education Commission, Ministry of Education Thailand
Dr Lee Boon Hua – Principal Asst Director Curriculum, Ministry of Education Malaysia
Shariffa Begum – Curriculum specialist, Ministry of Education Singapore
Kalthom Ahmad – Curriculum specialist, Ministry of Education Singapore
Dr Chantal Hemmi – British Council Tokyo
Concordia Llobrera – Supervisor, Dept of Education, Philippines

Profile of Delegates

The mix of delegates was generally appropriate to the aims of the symposium, particularly from the point of view of raising awareness of the English teaching and learning issues at policy and planning level and identifying what the priorities are for education systems in the participating countries.

Several of the delegates had national and international profiles in education; a number represented ministry departments at Director and Deputy Director level; heads of university departments were also present as well as ELT specialists and representatives of city government offices tasked with planning and implementation of education change agendas.

Symposium Topics

The EBE Symposium was intended to fulfil three main purposes:

- Provide a forum for discussion of the issues around bilingual or English basic education
- Provide delegates with the opportunity to share knowledge and experience of the implications of teaching and learning through English
- Inform the future development of the project in the period 2009-2010.

The symposium was structured around 6 plenary sessions focusing on issues such as educational change, language policy and planning, wider cultural dimensions of teaching and learning through English, and issues of identity. These were led by leading practitioners and academics from the UK and the region. These were complemented by 6 presentations on EBE practice across the region led by senior ministry officials and academics from the region; an Open Space in which a further 8 country presentations were conducted; a Panel Discussion involving the invited speakers and senior figures from the region; and a long session, 'Next Steps', on Day 3 in which country groups identified which themes arising from the Symposium were most relevant to their situation and where specific action was required to take issues forward. The principal topics focused on during the three days included :

- The role of English in social and economic development
- The desirability and practicality of teaching and learning through English
- The need for more detailed and long-term research to understand the context in the region, specifically : policy, planning, resourcing issues, methodology, teaching skills, curriculum development,
- Capacity building of education officials

- Processes of educational change
- Sustainability of innovations
- Monitoring and evaluation of project innovations
- Teacher education – in-service and pre-service – and continual professional development
- Standards and benchmarking
- Assessment
- Regional networking and programme design.

Symposium Themes

A number of themes emerged as common areas of interest and focus across the region – see diagram1. This became clear from the presentations and discussions. On the final day of the symposium delegates worked on core areas to take forward as part of a multi-strand programme approach. The following notes give a sense of where the emphases were placed and how the BC is placed to develop them. Many of these remain as questions for the project management teams to discuss. The themes are discussed in more detail below.

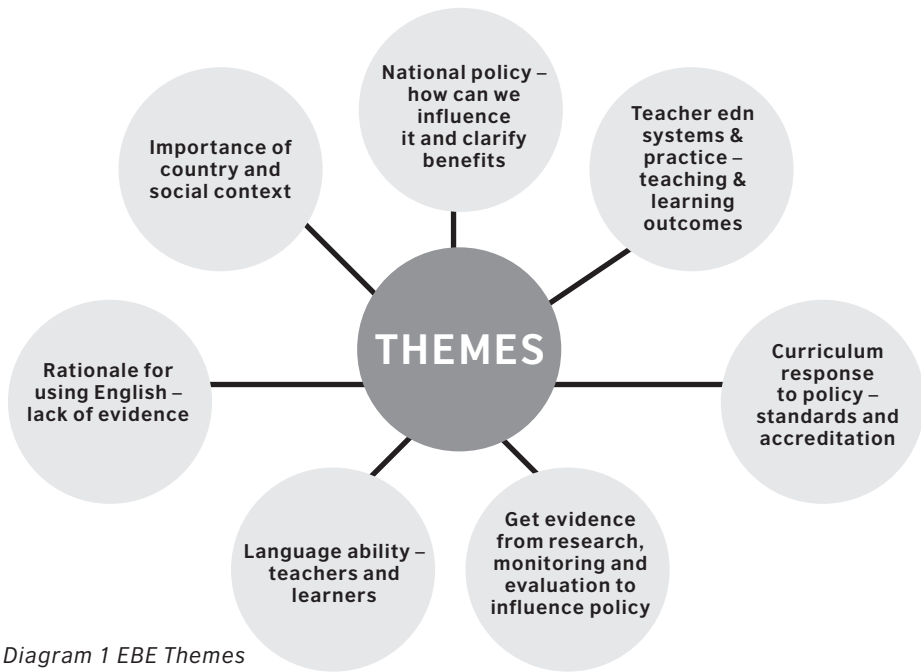


Diagram 1 EBE Themes

Research and consultancy

All action planning groups addressed the issue of research as a major area of focus for the programme as it develops. This is broken down by topic below.

Needs Assessment
Clearly needs assessment and analysis are key in the following areas:
Who is the target audience? Emerging questions include:

o Is this project about primary, secondary or tertiary, or a combination?

o Who do we focus on: policy makers, specialists and professional leaders, teachers? All of them in different ways and for different purposes? (Here the project team need to go back to the principles of Strand 1 as laid out in BC documents)

What is the focus of project activity?

o What scale are we thinking about - systemic and institutional change? (Given the scale of resourcing available to the project this latter seems very ambitious. Perhaps the term institutional development would be more appropriate than institutional change)

o Research, consultancy, teacher training, curriculum development, language policy and planning. Can the BC address all of these, working in partnership? (It is clear from the Day 3 mapping that research and consultancy at the policy/planning is a need across the board, for example).

How does the project work?

o Working with national institutions directly? Ministries and academic institutions? To what extent should it work at school level?

o Benchmarking and accreditation – what scope if there to partner with other institutions working in this area, eg Cambridge Assessment

o Monitoring and evaluation systems – this needs to be linked to the research and on-going consultancy that is identified for the project so that inputs and outputs are integrated and mutually reinforcing.

Research into social context and appropriate models of teaching and learning through English in the region

o Methodology and its suitability to context

o Understanding issues in child psychology and how children learn

o Identifying the functional language skills and knowledge required of primary teachers of English and how policy makers need to take account of this

o Assessment of the most appropriate models for training – cascade vs school-based training or a blended model incorporating the best of both?

o Establishing a detailed baseline of understanding in institutions and ministries across the region to complement the research.

Teaching and Learning

A number of areas were highlighted by the delegates for attention under the project. The extent to which the BC can support them needs to be explored and assessed against wider regional and corporate objectives. The purpose here is to record the discussions that took place in the symposium so this can feed into subsequent decision-making about the focus of the project.

Teacher development

A number of specific topics were identified, encompassing skills, knowledge and policy:

Skills (which can be developed by sharing expertise across the region)

o Language and technical skills required to teach through English

o Ability to work with new curricula (where these are being developed)

o Consequent need for teacher education systems – in-service as well as pre-service

Knowledge

- Developing levels of language proficiency among teachers
- Child psychology
- Cultural awareness by country and across the region

Links to policy and system change

- How policy is developed and then disseminated through appropriate cascade models and training of trainers.

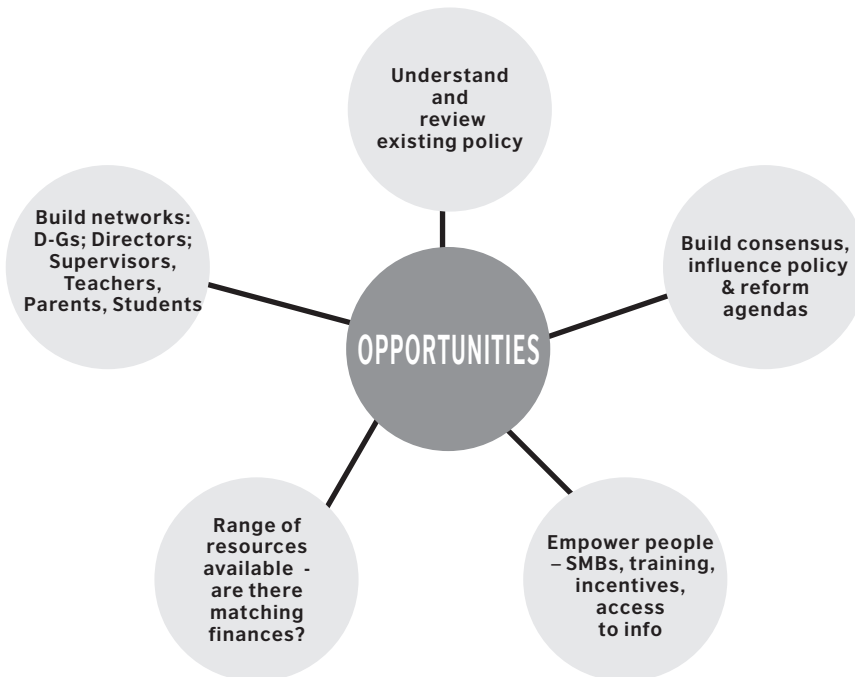
Language Policy and Planning & Social Context

It is clear that different countries are in different places with regard to developing a language policy for the use of English. Some have very clear policy statements in this regard, such as Singapore and the Philippines. Others are still in the process of formulating strategies for English in the education system, linked to social and economic development planning and the development of skills that will enhance employment prospects and increase international competitiveness. This applies to Vietnam and Indonesia, for example. The state of thinking in policy terms determines the degree to which these countries have been able to plan for the provision of English in the education system. Despite this variation across the region, all countries have identified consultancy support to senior policy makers and planners as an essential area of focus. It may be that contributing to the capacity building of a group of policy makers is an area where the BC can achieve impact through this project.

This is obviously a live issue for the countries of this region and provides an opportunity for the British Council to help influence professional thinking about when and how English is provided in national education systems. There is scope for considerable cross-regional collaborative work between those countries that have already done work in this area and those that have not. In the same way, the British Council can provide access to policy and planning expertise from British universities and other institutions which could be used to support the development of educational strategic plans in this region.

Opportunities, Challenges and a Way Forward

Having considered the principal themes and the questions they pose, the Symposium also enabled delegates to think creatively about the type of opportunities that these areas of action could present – see diagram 2. The most often recurring referred to the opportunity to undertake research to find out what the trends in education reform and change are. The opportunity to then form multiple networks of education professionals at all levels presents itself as part of an integrated and strategic approach to positively influence key stakeholders and decision-makers. And an effective way of building the capacity of people to do this is through the kind of empowerment that comes from professional development and access to information and knowledge.



A number of challenges stand in the way of capitalising on the opportunities and these are captured in diagram 3:

o a cluster of challenges relate to the need to use data and the media to positively influence policy and overcome resistance to educational innovation which may manifest itself at multiple levels

o developing capacity at all levels in the systems is another major challenge that to some extent can influence the successful achievement of any of the proposed inputs in this project. This is as much an issue of resourcing as it is of understanding needs and addressing them appropriately

o integration of efforts to achieve system change were also cited on several occasions both at the level of good programme and project management linking inputs, outputs and outcomes to demonstrate results and impact, and also at the level of coherent and cohesive regional working to make the most of the BC's comparative advantage to support change and development in EBE and primary English.

Diagram 3 – Challenges

Next Steps

In country groups, the symposium delegates considered the themes most relevant to their situation together with the opportunities and challenges they felt were most significant. They also scoped out areas of action that could be achieved in the period mid 2009-mid 2010. The individual country plan templates are attached in Annex B and represent a first step in identifying baselines for on-going action in this project. They vary in degrees of detail, complexity and quality, but they could prove to be useful documents to guide country-level action over the coming months. Individual country next steps are obviously specific to that context but there are clear commonalities in the next steps where this regional project could provide support and achieve impact as well as economies of scale. The most significant of these common areas of action are listed below:

Research & evaluation - baseline, progress, summative	Needs assessment, situational & contextual analysis by country and region	System improvement – models, pilots, structures, management of innovative projects	Consultancy support (especially at policy level) – targeted activity to achieve aims
Repositories of research & information – eg Access English website; access to university/ management library resources	Advocacy - face to face, research results, publication, field trips, media	A strategic communications plan for the programme to influence policy	Engage policy makers in networks and policy dialogues to build profile and generate ideas around the region

As such these represent important pointers for the project in its activity over the next year. By focusing on these areas in a systematic fashion the project would have something concrete to report back on at a future symposium or conference in the summer of 2010. Done well, the research and advocacy could prove to be a powerful force for influencing reform agendas across the region.

Networking and working in partnership

In order to work effectively in a regional programme, strong professional networks need to be developed among different groups: specialists; BC, ministries and other educational institutions; and among BC colleagues.
The British Council is well-placed to manage such an approach, working in partnership with ministries in particular. The British Council has a well-established reputation for its work in English in the region and there is an opportunity for the BC to create the space to discuss and develop the areas of work upon which this project may decide to work.

Communication and advocacy

The symposium has underscored the value of face to face meetings and at the same time made clear that there is a need to develop a varied set of communication strategies to hold networks together, as well as capture examples of good practice as they emerge. This will include the development of good quality regular project reporting and regular team communication in video- and tele-conferences, email, face to face meetings and so on. All the participating actors need to be aware of the cultural complexity of working with different groups of people who will have varying approaches to discussion and definitions of consensus, as well as interests to represent and promote.

External communication and advocacy issues were touched upon in the symposium, in particular the development of a strategy for advocacy & communications to positively influence policy-makers and the media and support the longer-term sustainability of the project. This needs to include the development of appropriate tools, use of the media, a budget to support it, responsibility within the team to lead it, and a clear sense of the purpose of the exercise linked to the outcomes of the project.

Sustainability and reach

It is clear that in order for project initiatives to be successful in effecting systemic change they need to be part of existing and developing reform agendas in the countries in which they are seeking to work. Discrete project activity, however well-meaning and designed, is unlikely to achieve much impact if it is not sponsored in some way by ministries and national training institutions.

What has been learned from this Symposium?

There is a need to have **monitoring and evaluation tools** to feed into learning and review reports which focus on the appropriacy of the content of projects, their processes and impact as they develop over time.

Common interests and needs have emerged across the region especially in the areas of **consultancy support at the policy level and in specific areas of strategic communications and stakeholder management and engagement.** The BC could use its comparative advantage in providing access to this through an integrated approach that builds a consistency methodology across the region and feeds into on-going project research, monitoring and evaluation.

An understanding of **local/regional context** is important in framing both policy and forms of activity. This requires a subtle and nuanced approach to research and project development.

There is a clearly articulated need for **capacity building in the area of strategic communications and advocacy** to support the work of this and similar projects. This is related to complementary consultancy that could be used to develop skills in stakeholder engagement with BC staff and partners.

Strategy and principles need to be agreed across the regional project but flexibility needs to be built in at the country level. The planning group – BC and partners - must be in a position to commit and make decisions for planning workshops to be successful.

Annex A
Symposium Programme

TIME	Day 1 Tuesday 9 June	
08.00 - 08.30	**COFFEE AND MINGLE *(FOYER BALLROOM)***	
08.30 - 09.00	**Welcome and Opening Speeches** HE Mr. Martin Hatfull, British Ambassador and Prof. Suyanto PhD, DirectorGeneral of Primary & Secondary Education, Ministry of National Education *Room: Ballroom 5, 2nd Level*	
09.00 - 09.15	**The British Council and ELT in East Asia: Setting the Context** John Whitehead *Rapporteur: Philip Powell* *Room: Ballroom 5, 2nd Level*	
09.15 - 09.30	Symposium Purpose and Structure Dr Philip Powell-Davies (facilitator) *Room: Ballroom 5, 2nd Level*	
10.30 - 09.30	**Contentbased Instruction and Bilingual Education - Factors Influencing their Success** Professor Richard Johnstone *RapporteurPhilip Powell-Davies* *Room: Ballroom 5, 2nd Level*	
10.30 - 11.00	***COFFEE (Foyer Ballroom)***	
11.00 - 12.30	**Teaching Other Subjects through English in Three Asian Nations : A Review** Hywel Coleman *Rapporteur: Alan Mackenzie* *Room: Ballroom 5, 2nd Level*	
12.30 - 13.00	**Setting up the Panel Discussion** Philip Powell-Davies *Room: Ballroom 5, 2nd Level*	
13.00 - 14.00	***LUNCH at Airlangga Restaurant, Lobby Level***	
14.00 - 15.00	**Country Presentations What is Happening in the Region?** Short presentations by country representatives about the status of ELT and EBE *Rapporteur: Caroline Meek* *Room: Ballroom 5, 2nd Level*	
15.00 - 16.00	**CLIL Launched in Thailaand Possibilities** Dr Pornpimon Prasongporn *Rapporteur: Budsaprapat Thatavakorn* *Room: Ballroom 5, 2nd Level*	**Structured and Monitored Teacher Development : The Wind of Change** Itje Chodidjah *Rapporteur: Jane Boylan* *Room: Mutiara 6 & 7, 2nd Level*
16.00 -16.30	**Day 1 Round-Up** Philip Powell-Davies	

TIME	Day 2 Wednesday 10 June	
08.45 - 09.00	Day1 : Review and Administration Philip Powell-Davies *Room : Ballroom 5, 2nd Level*	
09.00 - 10.30	**The Opposite Endofthe CLIL Continuum :** **Early Years Bilingual Educationin Spanish State Schools** Teresa Reilly *Rapporteur:Mike Bowles* *Room : Ballroom 5, 2nd Level*	
10.30 - 11.00	***COFFEE (Foyer Ballroom)***	
11.00 - 12.00	**Whispers from Babel :** **Transforming the English Language Curriculum for Malaysian Primary Schools** DrLeeBoon Hua *Rapporteur: Tricia Thorlby* *Room : Ballroom 5, 2nd Level*	**The English Language In Singapore's Education System** Shariffa Begum & Kalthom Ahmad *Rapporteur; Jane Boylan* *Room: Mutiara 6 & 7,2nd Level*
12.00 - 13.00	**The Application of CLIL in a Japanese Primary School Context** Dr Chantal Hemmi *Rapporteur : Caroline Meek* *Room : Ballroom 5, 2nd Level*	**Content-based Instruction in the Philippines** Concordia Llobrera *Rapporteur : Jansen Mayor* *Room: Mutiara 6 & 7,2nd Level*
13.00 - 14.00	***LUNCH at Airlangga Restaurant, Lobby Level***	
14.00 - 14.30	**Thinking about Next Steps** Philip Powell-Davies *Room : Ballroom 5, 2nd Level*	
14.30 - 15.30	**The Lure of English - Medium Education** John Clegg *Rapporteur : Mina Patel* *Room : Ballroom 5, 2nd Level*	
15.30 - 16.30	**Panel Discussion** *Facilitator : Philip Powell-Davies* *Rapporteur : Alan Mackenzie* *Room : Ballroom 5, 2nd Level*	
16.30 - 17.00	**Day 2 Round - Up** Philip Powell - Davies *Room : Ballroom 5, 2nd Level*	

TIME	Day 3 Thursday 11 June
08.45 - 09.00	Day 2 Review and Administration Philip Powell-Davies *Room : Ballroom 5, 2nd Level*
09.00 - 10.30	**Next Steps** Christian Duncumb & Mina Patel *Rapporteur: Philip Powell-Davies* *Room : Ballroom 5, 2nd Level*
10.30 - 11.00	***COFFEE (Foyer Ballroom)***
11.00 - 12.30	***Next Steps presentations*** *Rapporteur: Mina Patel & Christian Duncumb* *Room : Ballroom 5, 2nd Level*
12.30 - 13.00	***Wrap up & closing*** *Room : Ballroom 5, 2nd Level*
13.00	***LUNCH at Airlangga Restaurant, Lobby Level***

Annex B
Next Steps - Country Planning

INDONESIA Themes	PriorityY/N IfY why is it important for your country?	Opportunities that this theme presents	Challenges that this theme presents	Recommended Action – 2009/2010
1. Rationale for using English-needs of a knowledge economy	Y - to strengthen the concept of RSBI	High	Policy makers may be resistant	Start intensive meetings with policy-makers to positively influence Needs assessment to understand the needs of the system and its constituents Country-level symposium for policy-makers. Possible other symposia for other interest groups-teachers, curriculum developers, INSET trainers etc Descriptive research (can be used to support a situational analysis and to identify needs) - classroom - based; policy - related; attitudinal studies; Impact studies (to be done once pilots are underway) - comparative studies of RSBI and non - RSBI students; teacher performance; children's competence; socio-cultural impacts etc

2. Cultural, linguistic and contentinput	Y – there is a tendency that RSBI will target elite schools	Medium	Potentially elitist Resistance	Research studies focusing on attitudinal studies Link to wider edn policy to see how it fits
3. Teacher education : systems and needs	Y – this is the biggest factor that influences the system	High	Massive task given the scale of the system. Need to set up carefully monitored pilots	Policy dialogue needed to achieve understanding and support o Targetted consultancy Project implementation skills training - ie programme management
4. Language ability of teachers and students	Y – because of low capacity in the system	High	Ability varies around the country – so we need to map this accurately	Situational analysis Consultancy
5. Curriculum reform	Y – mismatch between RSBI and the rest of the national edn system	High	Coordination among the responsible institutions High level resistance	Policy dialogue supported by research and consultancy. Advocacy and communication with senior politicians and civil servants
6. Impact on children - psychological/cognitive	Y – no evidence on this aspect	Medium		Research
7. Building capacity in policy making	Y – lack of coordination and awareness of concepts and strategic overview	High	Coordination. Need to find a way of getting the right people together Link initiatives in this area to wider systemic structures to develop capacity	Policy dialogues on specific topics Creating an international or regional network of senior civil servants Exchange visits Consultancy to include mentoring and coaching for senior decision-makers

8. Social justice of RSBI vis a vis then ational system	Y - RS BI is a lot of money and requires resources from government and parents. This is not in proportion to other low level of resourcing in the systems	Medium	Resistance from influential decision -makers	Policy dialogue Research and consultancy

JAPAN **Themes**	**Priority Y/N If Y why is it important for your country?**	**Opportunities that this theme presents**	**Challenges that this theme presents**	**Recommended Action - 2009/2010**
1. Teacher education - in-service training	Y - no data supplied	Using the media to promote the work	Access to local government Influencing policy change (needs definition)	•Research surveys – to define •Observation studies at high schools Seminars – to define

MALAYSIA **Themes**	**Priority Y/N If Y why is it important for your country?**	**Opportunities that this theme presents**	**Challenges that this theme presents**	**Recommended Action - 2009/2010**
1.Rationale for using English	Y - supporting the K - economy and Malaysia's role in the global economy	Wide range of resources available - ICT, mass media and popular, culture	Conflict between L1 or NL and English Rural-urban divide - look at the PIPP (National Edn Blueprint) strategies Shifting economies informing L2 edn policies. ETeMS Ensuring continuity in language edn across different levels of the system	Needs and situational analyses Focus on rural schools - development of infrastructure and teacher capacity Research on language use/needs - identify language demands. Collaboration between NGOs, universities and schools L2 edn to complement L1 - role of Dewan Behasa & Pustaka

2. Cultural, linguistic and content inputs	From whom? By whom? Whose culture?	Ns teacher involvement in selected schools	Addressing concerns that L2 learning need not be acquisition of L2 culture	Dialogues between stakeholders - politicians, decision-makers and others Classroom research to determine type and quality of language input
3. Teacher Education	Y - teachers are key movers and shakers in curriculum change	Trainer training NS involvement in TOT Retraining teachers – up-skilling to meet demands of curriculum change Enhance quality of teachers in rural areas Conversion of non - optionist teachers - length and depth of training Enhancing teachers' assessment skills – alternative assessment	Defining the scope of training - methodology vs proficiency Translating theory into practice - TE that is driven by classroom research Sustainable and effective in-service training with high surrender value Bridging the gender divide in the profession - review language used to talk about edn, curriculum changes in schools and TEIs that attract male candidates Monitoring teachers, follow-up to meet ISO/MQA standards	

4. Language ability of teachers and students	Y – part of capacity building	Immersion courses for teachers and students	Identifying threshold levels for teachers L1 users developing adequate L2 skills for teaching purposes Gauging teachers' ESL proficiency through MUET, IELTS, TOEFL and instruments	Immersion programme for teachers needs to be researched and designed through consultancy with a view to setting up language camps and on-going support
5. Curriculum reform and needs of national examination systems	Y – changing needs that demand an appropriate curriculum response	Collaboration in reform implementation and support Support for English-related co-curricular programmes	Impact – what's the surrender value? Use of new approaches - phonics, language arts etc	Possible co-curricular programme (national) to showcase students; achievement in English - f1 in Schools, BCCC

6. Impact on children - psychological/cognitive	Y – output and outcomes are primary indicators	Broadening of horizons through L2 Parental involvement - inclusive programme to cater to non - L2 families - eg Learn English Family, Orang Asli Programme	Stress on children dealing with L1, L2, L3 or LX Content learning compromised in L2 education leading to low self-esteem	Policy dialogues with MoE to determine possible collaborative interventions to advance specified goals
8. T & L resource development	Y – to support curriculum change	Resource development projects – text book development, ICT resources	Maintenance and sustainability Funding Systemsbuilding	Consultancy on textbook development to support curriculum reform
9.Networking schools, teachers and policy makers	Y – to find common ground for collaboration, enhance equity in LE provision	Real or virtual networks - national and international	Buy - in from practitioners	
10. Impact of new technologies in L2 education	Y - impacts on edn	New techniques and approaches driven by techno - innovations	Buy-in from stakeholders Resourcing & infrastructure Provision of hardware - inter - ministerial collaboration, private sector investment Maintenance of infrastructure and hardware	Research into techno-applications in language edn and their applicability and suitability for the country context

PHILIPPINES Themes	Priority Y/N If Y why is it important for your country?	Opportunities that this theme presents	Challenges that this theme presents	Recommended Action - 2009/2010
1. Language ability of teachers and students	Y –50% of teachers have average proficiency 50% of students are at 'instructional level' for reading but comprehension is lagging English is the medium of instruction in science andmaths	Govt policy is to enhance the use of English in the classroo Law on bilingual edn Pending bill to Congressto implement MTB-MLE [mother tongue based multi-lingual education] (already piloted in 100 schools)	Improving teachers' proficiency - through intensive and extensive training, provision of teaching learning materials, setting up model schools, incentivising teachers Increasing the number of children who can read and improving performance - through materials provision, use of ICT based materials Developing a reading culture among teachers and students - reading camps, libraries, competitions, clubs, reading circles etc	Research - profiling of schools, teachers, principals Situational analysis to investigate factors for and against EBE to develop policy Consultancy - to support on-going research; training provision; policy and strategy planning with MoE and allied institutions Setting up model schools and expanding existing models that are showing results Advocacy targetting officials, local govt officials and others Accreditation and incentives - ICT support, additional allowances, instructional materials support, teacher scholarships

2. Building capacity in policy making	Y - need to review existing programmes and future directions	Consensus that MTB-MLE programme will improve the acquisition of L2 and L3 Implementation of school based management empowers heads to formulate appropriate school-based implementation strategies	Not all school heads are able to formulate research-based policies	Consultancy for policy-makers (as above) and for the training of school heads for school-level strategies

THAILAND **Themes**	**Priority Y/N If Y why is it important for your country?**	**Opportunities that this theme presents**	**Challenges that this theme presents**	**Recommended Action - 2009/2010**
1.English as a medium of instruction – curriculum, teaching practice, learner outcomes	No data	• National standards for EP schools • Using the results of research (of what?)	Approval from OBEC, MoE	• External evaluation-to define • Needs assessment-of training, coaching • Identify and share good practice through web, newsletter, open house, peer training • School-based action for in-service training, coaching and school-based strategic plans

VIETNAM Themes	Priority Y/N If Y why is it important for your country?	Opportunities that this theme presents	Challenges that this theme presents	Recommended Action - 2009/2010
1. Curriculum design	Y-new to Vietnam. Means to an end or an end in itself? We need to k now which subject should be taught and how the linkages between English and subject content are best arranged	Getting the master plan for teaching and learning approved Introducing EBE as an approach	Lack of expertise at all levels – management, training and materials design Political pressure - for and against We need consultancy support to work with policy-makers on education policy development and planning. This could include exchange visits.	National research conducted by VNIES Senior level consultancy in education policy and planning and strategic planning to work with Dr Loc (Dep Dir-Gen NIES) Training for curriculum designers to include stafffrom VNIES and other institutes incl universities Study tours for VNIES officials and specialists and selected school coordinators Website Forum to be set up to share experience on EBE in Vietnamese and English Setting up an EBE Teacher Association Key decision-makers: Dr Nguyen Vinh Hien - Vice - Minister Mr Le Quan Tan -Dir-Gen Secondary Edn Dept

SRI LANKA Themes	Priority Y/N If Y why is it important for your country?	Opportunities that this theme presents	Challenges that this theme presents	Recommended Action - 2009/2010
1. Rationale for using English – clarify system, outcomes, benefits to government and public	Y at the primary level there is a mother tongue only policy		Confusion with English-medium No sound policy or models Unclear whether there should be gradual introduction or total immersion	Need to convince policy makers at the National Education Commission Policy dialogues Symposia Use NIE report on teacher needs Lobbying to get NEC research published Conduct initial impact study as a way of influencing social and edn policy. Need consult with experience of edn, social development and social policy
2. Capacity- building of key stakeholders	Y – as their awareness and knowledge of this area is limited	Need to develop good policy and monitoring mechanisms through a central agency	Lack of awareness- need to train appropriately and provide exposure to successful models elsewhere	Policy dialogues and training in specialist areas Exposure to other models in similar country contexts Advocacy and communication both the policy and the practice to all stakeholders

3. Teacher education: systems and needs	Y – esp in language and pedagogy	Can use existing pre- and in-service training system	EBE not built into existing courses Materials No training approach- but one could be developed and piloted through teachers' centres around the country Training needs to move mono-lingual teachers and students to bi-lingual-could try this on an experimental basis	TOT programmes are needed as part of a cascade model

SINGAPORE **Themes**	**Priority Y/N If Y why is it important for your country?**	**Opportunities that this theme presents**	**Challenges that this theme presents**	**Recommended Action - 2009/2010**
1. Language ability of-medium teachers of other content subjects	Y – they need training	Interference with mother tongue and local varieties of English Is speaking *Singlish* bad?		New programmes needed in pedagogy (esp in subject specific areas) Consultancy in MoE
2. Language ability of students	Awareness raising of difference between international and local varieties of English influenced by mother tongue interference	Trying to legislate or enforce one variety of English as the only acceptable one		Primary and secondary teachers need training in how to teach foreign students with little EL proficiency

SINGAPORE Themes	Priority Y/N If Y why is it important for your country?	Opportunities that this theme presents	Challenges that this theme presents	Recommended Action - 2009/2010
1. English competence of teachers and ability to teach low level learners in English	Y	Increase ss exposure to English and use of English Increase teachers' confidence through integrated in-service training courses	Costs for substitute teachers-devise coherent CPD programme Time-consuming-start on a small scale	In-service CPD framework to be developed for life-long learning Review pre-service training courses (esp Teaching practice)
2. Curriculum – making content meaningful for language learning & literacy skills in English	Y – ss are more motivated to learn and develop language skills. Ss and teachers need access to information and knowledge	Pilot CBI programmes already in place in Busan and Seoul Some phonics programmes already in place	Curriculum is fixed making changes to English programmes difficult	Research into CBI and CLIL pilots in Busan and Seoul needed-ie on-going impact studies and reviews. -to identify models and methods Descriptive research might also help to understand the situation and needs
3. Development of extra-curricular English programmes and activities	Y-to increase exposure to and use of English in real-life contexts and situations	Libraries, camps, websites, TV	Resistance from other subject teachers Costs Is this an effective use of resources? Management of resources and activities	Research into effectiveness and models of practice School management training for principals

Content-based Instruction & Bilingual Education: Factors influencing their success

Professor Richard Johnstone

In this paper, I discuss most of the slides which I showed in my talk at the EBE Symposium, though in places I have developed certain ideas further. I was invited to write an article in late 2008 for the journal English Teaching & Learning, published through the National Normal University of Taiwan. That article deals with many of the issues in my EBE Symposium talk, but in greater depth and, for those wishing to read further, the reference is given at the end of the present article.

Let me begin by briefly sketching out eight different models of languages education at primary level:
Table 1: Models of Languages Education at Primary School

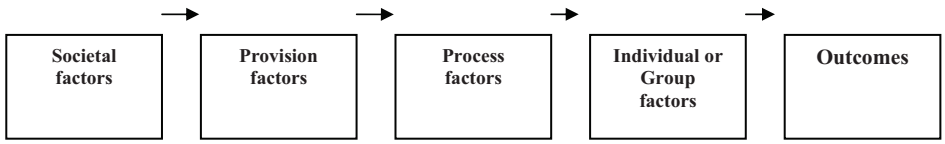
Model	Brief description
1. ML as Subject	The most widely adopted model. A few minutes per day of teaching the additional language, mainly as a subject, with variable starting ages. Often taught by teachers who are not highly fluent or confident in the language, though they may be good generalist primary school teachers. Sometimes called the 'drip-feed' model because of the small amounts of time involved.
2. ML as Subject, but in part embedded	As Model 1, but with teachers making some attempt to relate the additional language briefly to other aspects of the curriculum,e.g. brief episodes of science, mathematics, art, physical education.
3. ML as Subject, but with more time	As Model 1, but more time allocated, c.45-60 mins per day
4. ML as Subject, but with (say) 6 months intensified	As Model 1 but with one major insert of intensified experience: e.g. 70% in (say) Year 4, then back to ML as Subject.
5. ML partly as Subject, partly for learning other subject content	Sometimes called CLIL (content & language integrated learning), or CBI (content-based instruction). The language still taught as a subject but with aspects of 1-2 other subjects systematically taught through the medium of the additional language. Permanent or periodic basis. Various starting points
6. Partial immersion in an additional language	Up to 50% of the child's curriculum taught through the additional language. Various possible starting points, eg. early start EBE.
7. Total immersion in an additional language	Almost all of the curriculum taught through the additional language, with national language gradually introduced as the child progresses through primary, but not exceeding 50%). Various possible starting points, one of which could be an early start EBE.
8. Maintenance of a minority first language	Children from minority-language backgrounds receive some or most of their education through the medium of the minority language, with the majority national language gradually fed in but not exceeding 50%. Various possible starting points

It should be emphasised that these models are abstractions and that the picture on the ground from one country to another is much more confusing and complex. Nonetheless, I find it helpful to identify these models as a way of guiding my thinking about languages for children at primary school. It is also important to be aware that these different models produce vastly different outcomes.

Since CLIL and Early Bilingual Education (EBE) were major themes of Symposium, it is worth noting that in my opinion CLIL figures in Models 4&5, while EBE figures in Models 6&7. Not everybody would see it in exactly the same way as I do, and some would argue that CLIL is an umbrella term covering Models 4, 5, 6 and 7. I disagree with that view, partly because Model s 4&5 (in particular Model 5) are distinctive and deserve their own name (which I call CLIL) but also because EBE as in Models 6&7 is more fundamental than CLIL, dealing as it does with a major component of a child's education from an early age onwards and this involves much more than the integration of content and language, important though this is.

Types of factor to be taken into account

It is important to think carefully about the different sorts of factor which we need to take into account if we are to begin to understand how outcomes actually come about. From a policy-planning perspective, I see a possible relationship in the following terms:



In other words, policy planners ask themselves what issues in their society need to be taken into account. Their views on this feed into decisions concerning the sorts of provision which will be made in their educational system. These provisions have an impact on the processes of teaching, learning and management which take place in schools. In turn, these processes impact on individuals and groups. The cumulative effect of all four sets of factor has some impact on the outcomes which are achieved. I should add, though, that a researcher would not necessarily look at these factors in exactly the same way and would not see the arrows as necessarily all pointing in the same direction.

Examples of these different sorts of factor include:

Societal factors

- political will
- parental involvement
- support of unions
- downwards pressure of national examinations
- public perceptions of the importance or otherwise of particular

languages

- influence of the media
- business needs for particular languages
- amount of out-of-school exposure in the particular society to the additional language

Provision factors

- supply, training and continuing development of teachers
- amount of time per week, per year and overall in primary education
- amount of funding for materials and ICT
- size of class
- links with schools in the other country
- amount of funding for associated research

Process factors

- input
- interaction
- feedback
- collaboration
- management
- evaluation
- assessment

Individual / Small-group factors

- motivation
- socio-economic background
- gender
- aptitude
- first language literacy
- peer-group norms.

Some key factors: a project in Spain

Some of the above types of factor may be exemplified by reference to the national EBE programme in Spain. As head of the independent evaluation of this programme, it would not be appropriate for me to comment in detail at this stage on the outcomes of this scheme, since my colleagues and I have not yet completed our evaluation research (we submit our final report to the Ministry of Education in Spain and the British Council by the end of 2009). However, it is appropriate for me to briefly discuss particular factors which have greatly influenced the scheme.

The national EBE initiative in Spain reflects Model 6 in Table 1 and exemplifies very well the following factors (I could give several examples for each type of factor but will limit myself to no more than three examples in each case):

Societal:

o a widespread feeling, shared by politicians, senior education officials, headteachers and parents, that the conventional model of language education in Spain (Model 1 in Table 1), was not delivering a sufficiently high level of English language proficiency for young Spanish children, if they were to play a full part as citizens not only of Spain but also as representatives of Spain in the modern world.

Provision:

o a supply of teachers sufficient to enable a start to be made from age 3 onwards in some 40 schools, with approximately 40% of each week undertaken in English...

o allied to a commitment from the associated secondary schools that when the pupils eventually reached secondary-school level, their bilingual education would be continued...

o backed up by a detailed set of curricular guidelines which were drawn up in the light of teachers' experience.

Process:

o the very early introduction of reading and writing, so that all four main language skills would be activated almost from the start…

o backed up by a view that the main purpose of assessment is not to classify pupils but rather to provide them with feedback which helps them improve their learning.

Individual / Group

o ensuring that EBE is provided for all pupils in the participating schools, regardless of their socio-economic background, first language, ethnicity and particular abilities or disabilities.

Some key factors: a project in Croatia

Leaving aside the national EBE programme in Spain, the country which has impressed me most in producing young children who are not only enthused about learning an additional language but who also develop a good command of grammar and an ability to use their additional language flexibly is Croatia, which I visited in the mid-1990s. To be frank, I had not seen anything as impressive in any of the several other countries in which I had observed children learning an additional language. Croatia was not implementing a form of CLIL or EBE, but it did have an intensified model corresponding to Model 3 in Table 1.

Among the outcomes which were evident were:

o children who were fluent, confident, accurate & creative in their use of the additional language they were learning…

o who by the age of eight (after three years of primary school education) were able to perform well in all four skills of listening, speaking, reading and writing…

o who showed a very high motivation for learning and using their additional language, with a clear development in the nature of this motivation from Year 1 to Year 3…

o and with teachers who also were highly motivated and gaining job-satisfaction.

It seemed evident that certain types of factor were prominent in accounting for the obvious success of the Croatian project. These were:

Societal:

o given Croatia's geographical location and rich central European history, it did not make sense to invest exclusively in one additional language to the exclusion of all others, so four additional languages were chosen and participating schools could specialise in any one of them. The languages were English, French, German and Italian. In my visit, I chose to visit schools where French was taught, because French is the main foreign language in Scottish schools.

o in the immediate aftermath of the war with Serbia, the break-up of the former Yugoslavia and the emergence of Croatia as an independent state, a strong societal desire to help young children in Croatia think about becoming citizens of a much larger European and global community rather than as linked to the state to which their country had until recently belonged.

Provision:

o political support, an approved official project

o 45 minutes per day

o strong teacher education, with teachers trained both to teach at Primary School and also well-trained trained in their additional language

o 15-20 pupils per class

o support from high-quality research-group in Zagreb University, providing intellectual leadership and associated research.

Process:

o early reading & writing, introduced almost from the start in Year 1 (aged 6)

o conscious link made between first language and additional language, with key grammatical concepts learned in Croatian in Year 1 and then systematically transferred to learning the additional language in Year 3.

Individual/ Group:

o the project was strongly based on creating a pleasant classroom atmosphere in which children would not feel over-anxious (many of them had experienced stress from the recent war) but also one in which the aim was to stimulate their curiosity, build up their self-confidence and allow them to express themselves in a variety of ways.

If we compare the key factors operating in the Spanish and Croatian projects as described above, we can see that the societal factors are completely different, and that there are differences in the provision factors also. I believe this to be an important point. It means that each country has to identify the societal and the provision factors which are needed in that country, rather than simply replicate what other countries are doing.

However, both scheme share certain process factors, and in particular the early introduction of reading and writing and giving the children real intellectual challenge.

Some CLIL and EBE initiatives elsewhere

I shall now turn to a number of initiatives elsewhere, not to describe them in the same detail as above, but simply to make some brief points.

Finland

An excellent study of CLIL in Finland by Järvinen (2008) showed major differences between CLIL and non-CLIL students during Grades 1-5, with the language development of the CLIL students being not only quicker but also qualitatively different. Whereas the mainstream non-CLIL students were still producing multi-word fragments by the end of Grade 5, the CLIL students were able to produce their own full-blown sentences by the end of Grade 3. Some useful recommendations were developed for the successful implementation of CLIL, such as focusing on language as well as on content; supporting accuracy as well as fluency; exploring deep meaning (e.g. content-specific concepts; higher-order thinking skills); challenging pupils' comprehension; and creating opportunities for pupils to produce fairly elaborate stretches of expression, not simply 1- or 2-word responses.

USA

One of the most famous studies of early immersion is by Thomas, Abbott & Collier (1994), based in Fairfax County, USA. The model was early partial immersion (EPI) in Japanese, Spanish or French for students in Grades 1-3. They were compared with carefully matched non-immersion students in respect of their performance in Mathematics and English Language Arts. In Mathematics Grades 1-3 the EPI children did as well as the non-EPI children in the same schools, and were in fact better than the county average (which was higher than national mean attainment). In English Language Arts, the EPIs significantly outperformed the non-EPIs by the end of Grade 2.

There are many interesting thoughts which arise from the above study. First, with younger children receiving EPI the particular language did not seem to make a difference, whereas with adults who have English as first language it takes much longer to learn Japanese than it does to learn a European language such as French. A possible explanation is that the young children were able to activate an intuitive acquisition process (as they do in acquiring their first language), whereas with adults the process is inevitably much more analytical and therefore the 'linguistic distance' between the two languages takes longer to cover. Second, the EPI children spent less time on English in their curriculum than did the non-EPI children who were educated through the medium of English, yet the EPI children outperformed the non-EPI children in English. Possible explanations for this may be the development of an underlying metalinguistic awareness in the EPI children as a result of learning through two languages and maybe also a greater degree of self-confidence.

China

I have on various occasions noted a concern expressed in some Asian countries regarding the impact of learning an additional language at an early age on a child's first language. Many Asian languages are very different from English, not only in their vocabulary, structure and phonology but also in their writing systems. So, would the development of a child's literacy in their first language be held back in any way if they were engaged in (say) EPI? An interesting initial insight into this question is given by Knell et al (2007) in respect of an EPI initiative in a state primary school in China. They compared an experimental group which was educated through EPI in English and Mandarin with a comparison group which was educated through Mandarin. They wished to compare the two groups on various measures, including (a) English language literacy, vocabulary and oral proficiency, and (b) Chinese character recognition. They found that on measure (a) the EPI students scored significantly higher than the comparison group, and that on (b) there were no significant differences between the two groups. In other words, the EPI experience had conferred a clear benefit in terms of English language and brought about no disadvantage in Chinese character recognition. It should be emphasised that the research focused on Chinese character recognition and not on Chinese character production, so much more research is needed to follow up on this interesting study.

Scotland

My final example comes from Scotland and describes a project designed to create new virtual and real communities of language-learners and -users in the upper secondary school in Scotland, featuring students aged 15-18. For many years there had been a worrying level of 'drop-out' from languages in the upper secondary school, since they were optional at that stage. Even students gaining the highest level of attainment in national examinations at age 16 still dropped out. In order to combat this, a new project was established, based on creating virtual and real communities for students, in 28 secondary schools across three adjoining local authorities, supported by special governmental funding. The languages were French, German, Spanish, Italian, Norwegian, Japanese and Scottish Gaelic. Three interacting communities were created: (a) students across the 28 schools, and their teachers; (b) students in partner schools abroad; and (c) eventually, former project students now at university. The communities interacted in a wide range of ways, often using ICT. Two examples will have to suffice for present purposes. First, the students spent residential weekends together, making up their dramas in groups in their particular target language, but in addition during their residential weekend they also learnt how to make digitised video-films of the dramas which they had created and acted out. Therefore, learning a foreign language became associated with something that the students considered as 'cool' and very much in the modern idiom, namely film-making. At a special gala dinner for students, parents, staff, local authority officials, guests from partner schools abroad, the video-films were shown and an 'Oscars' ceremony took place, to everyone's great enjoyment. Second, an evening 'languages surgery' was available on-line. A teacher in one or other of the 28 schools would be 'on-call' and ready to answer any on-line queries coming from students in any of the 28 schools. The queries might have to do with points of vocabulary, grammar or other. All of the queries and responses were logged and put into a database which students could consult at any point afterwards. Measures such as these led to increased uptake into and through the upper secondary school, increased performance-levels in national examinations, and to new types of insight and motivation as perceived by students.

Some provisional conclusions

My conclusions are provisional, because in fact we need to learn much more about CLIL and EBE in a wider range of contexts, through research, inspection and other procedures. However, I believe that both CLIL and Early Bilingual Education belong to the same family. They offer much more than the conventional model (Model 1 in Table 1) of language education at primary school. The differences between CLIL and EBE should also be acknowledged and respected, but both can lead to successful outcomes for pupils across a wide range of abilities in schools in the state sector, especially if certain key conditions are addressed. The starting-age for CLIL/EBE makes a difference. An earlier start makes it more possible to achieve success with full range of learners.

Among the outcomes which can be achieved are: a markedly greater proficiency in the target language; a proficiency in the majority national language that will be no less and that may in fact be higher than in the case of non-immersion children being educated exclusively through the majority national language; no evident loss in the learning of subject-matter that is learnt through the medium of the target language; possibly greater gains in confidence, metalinguistic awareness, international outlook and perception of identity.

However, in conclusion, there is no reason to believe that by themselves CLIL and EBE will make a difference. Certain conditions need to be put in place which maximise the chances of achieving success, reflecting different societal, provision and process factors. These include: political will and sustained support; parental involvement; teacher supply, initial education and continuing development; harmonisation with national examinations; a supportive school ethos and management; a classroom methodology which activates all four language skills from an early stage and which promotes understanding of linguistic concepts and attention to form as well as meaning; international and local links, using ICT, to promote participation in communities of learning & use; continuity into and through secondary education.

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The Lure of English-Medium Education

How the injudicious introduction of education in a second language can threaten national educational standards and how planned development can maintain them.

John Clegg

Introduction

Governments in different parts of the world are interested in introducing English-medium teaching into the school system. There is a tendency for them to be seduced by it. The rewards look enticing: learners, they assume, kill two birds with one stone: they acquire subject knowledge and English language ability at the same time. In addition, it looks easy to implement: changing the medium of instruction seems to be something which can be done almost overnight.

In fact, education in a second language (L2) is complex, poorly understood, time-consuming to implement and expensive. And it is easy to get it wrong. If a government does get it wrong, it can put huge pressure on teachers and learners, spread anxiety about school effectiveness in the community and endanger national standards of education.

I want to look carefully at the risks of introducing L2-medium education, especially across the whole school system, and suggest how to avoid them.

What does English-medium education mean?

I would like firstly to say what I'm not going to talk about. I'm not going to talk about English language teachers importing subjects into their language classrooms. That is a form of good language teaching practice and an unproblematic phenomenon. I'm also not talking about subject teachers teaching the odd lesson or even the occasional module in English. That is also mainly a way of increasing language ability, not so much a way of teaching subjects. What I want to focus on is English-medium (or L2-medium) education. In other words, governments change the medium of instruction (MoI) to a L2 for the teaching of one or more subjects, for all learners, either for some years or throughout the primary and secondary phases, perhaps from day one of schooling. This happens in different contexts all over the world, but it only succeeds under certain conditions. I want to look at what these conditions are.

Where does education in a L2 work?

Where does education in a L2 work? To answer this question we would have to ask how we would measure whether it works. There are various reasons why authorities introduce it, but two are more important than others. Firstly, they expect learners to achieve levels of subject knowledge which are as high as – if not higher than – those which they would have achieved if they had been learning through their L1. Secondly, they expect them to achieve good levels of ability in the L2.

Education in L2 works, for example, in immersion programmes, mainly but by no means exclusively associated with Canada. Here, self-selecting families choose to educate their children wholly or partly in a second language – usually French. In these programmes, learners achieve good levels of subject knowledge and – by and large – good levels of L2 ability (Baker, 2001). Learning in a L2 also works in some parts of Europe, where they call it CLIL (content and language integrated learning) and where some schools may opt to offer individual subjects in a L2, normally to self-selecting groups of learners (Wolff, 2007). Some international schools are also very experienced in teaching subjects in a second language, again with good results in both subject knowledge and language ability (Housen and Baetens Beardsmore, 1987 quoted in Baker, 2001). Using the same criteria, education in English also seems to work fairly well on a system-wide basis in Singapore (Lin and Man, 2009).

Where does education in a L2 prove difficult?

Education in a L2 has conspicuously poor results throughout sub-Saharan Africa. In most of these countries, children learn almost the whole of the curriculum from an early age (often grade 4 or earlier) through a European language. A lot of recent research suggests that learners do not speak the MoI well enough to use it for learning, and that teachers do not speak it well enough to use it for teaching. The effect of this is to seriously depress educational achievement across the continent (Alidou et al, 2006).

L2-medium education also often works poorly in the education of minorities in industrialised countries. In the USA and Europe, for example, many children from minority ethnic groups learning the whole of the curriculum in a L2, tend to under-achieve – see DfES (2006) for data on the UK. One reason for this is that they do not learn the academic variety of the majority language effectively or fast enough (Thomas and Collier, 2000).

In addition, recent introductions of English-medium science and maths on a country-wide basis face problems. A lot is at risk in these programmes. They must in the long run show levels of maths and science achievement which are at least as good as they were when the subjects were taught in L1. Lower levels would probably be unacceptable to the community. However, in the short term, key obstacles to this goal are likely to arise: in particular levels of L2 ability on the part of learners and teachers may be – at least for some years – too low. Governments thus face an interim period in which English-medium subject standards may fall. During this period there may be genuine uncertainty as to whether these problems are temporary or whether they are more deep-seated and systemic. If they are temporary, subject achievement will gradually rise with language levels. If they are systemic, while many schools may over time achieve acceptable and indeed high levels in the subject, it may be difficult in all schools to raise levels of teacher- and learner L2 ability to the level that will produce average system-wide subject achievement which is equal to or better than what was previously achieved in L1. Over the long term, the future of a programme with these systemic problems must be in doubt.

In Malaysia maths and science have been taught in English throughout the school system since 2003. The Malaysian English-medium science and maths programme is currently in some difficulties; subject results are so far poorer than what the community expects; insufficient levels of English language ability amongst teachers and learners are reported and opposition is vocal (Haron et al, 2008; Jamaluddin, 2008). This may be a temporary phase, during which school English language resources will develop and eventually the country will show acceptable English-medium maths and science achievement. Some Gulf States have also introduced English-medium maths and science in schools. Here also, low levels of language ability amongst teachers in particular present a stumbling block in the short- to medium term.

However, we should distinguish between these contexts and others where L2-medium education is clearly failing. In Africa, the negative effect of being educated in a second language seems far-reaching and long-term. A combination of circumstances including poverty, low levels of education amongst families, low levels of cognitive and literacy skills in the L1, under-resourced classrooms and general under-funding of the education service lead many commentators to propose that the ideal solution is to abandon L2-medium schooling for forms of bilingual education (Heugh, 2006). In other contexts, such as Malaysia and the Gulf, resourcing is good and political will is strong. With time, continuing targeted funding and increasing understanding of the conditions for effectiveness, levels of learner- and teacher language ability should improve over the medium term and ultimately school systems could achieve acceptable standards of L2-medium subject knowledge.

What is the difference between contexts?

Why does education in a second language succeed in some places and not in others? There are many reasons. Some are cognitive, some socio-political, some are to do with resources and planning. I will briefly list some crucial influences here and go into them in detail in the following sections.

L2-medium education works better if:

- teachers can use the language effectively for teaching
- learners can use it effectively for learning
- teachers can teach their subject to learners whose level of L2 ability is low
- learners have good levels of literacy and cognitive skills in the L1
- appropriate materials are available
- language teachers are involved
- planning at the level of the school and the education authority is well-informed.

In the case of Canadian immersion and European CLIL programmes,for example, teachers tend to have good levels of L2 ability (Baker, 2001; Lin and Man, 2009). Learners either have good entry levels of L2 ability (as in some European CLIL programmes) or, if they don't, teachers have enough pedagogical expertise to teach their subject to low-L2 ability learners. In Europe, some schools will select learners by language ability for L2-medium programmes. In addition, learners may often have relatively high exposure to the L2 in society; or they will get longitudinal exposure to it in school by pursuing the programme over several years. In addition, effective programmes will be well planned by informed authorities and well led by aspiring school managements.

Learners also tend to have good levels of literacy and cognitive skills in the L1, some of which transfer to the L2 (Cummins, 2000). These skills may be early-developed capacities, which children acquire with the help that well-educated families can provide and which learners bring with them to early-entry programmes in the primary school. Or they may be skills which learners develop throughout L1-medium primary education and which they take with them into secondary L2-medium programmes.

In L2-medium education, as in education everywhere, socio-economic status (SES) has an influence: learners from better-off and better-educated families have an advantage (Lin and Man, 2009; Ferguson, 2006). Both immersion and European CLIL programmes (and private schools) tend to be selective in the sense that parents, learners and schools opt for learning in a L2. It is often parents who lead the demand for provision; and many of these families will have higher SES. Resourcing is also crucial. In these contexts, schools will normally only offer provision if they can staff and resource it and have reasonable expectations of success. Motivation within schools and communities will be high.

Where L2-medium education proves difficult is mainly where it is introduced a) system-wide and b) too fast. In other words, government policy enforces it throughout the education system for all learners, often from the first day of schooling. And secondly, reform is introduced without piloting, without starting small, without gradual, monitored expansion, without slow and careful accumulation of expertise and development of capacity, and without the recognition that to move all schools in the country to the position where they can show good levels of subject achievement in L2 will take a lot of money and a long time.

In these cases, the advantages of an optional programme – i.e. that provision will only be offered where schools can meet the conditions for success – do not apply. Instead, all schools, teachers and learners are required to participate – often regardless of whether they are either ready or willing. In consequence, many schools will not initially fulfil the conditions for success. Many teachers will have low levels of language ability and will not have the pedagogical skills to teach their subject to low-L2 ability learners. Many learners will also have low L2 levels, especially if the programme starts in the first year of schooling in which case these levels will often be zero. For both teachers and learners, reaching the required levels of language ability will take a long time. In some contexts – take rural Africa for example – learners will get low exposure to the L2 in the community (Trappes-Lomax, 1990). In addition, in some countries, many families will have low levels of education. Some learners – especially in the early years – will not have good cognitive and literacy skills in their L1. Motivation amongst parents and learners – as well as teachers – may not always be high. Few school managements will have any experience of the practical management of L2-medium teaching.

Country-wide programmes, however, operate – as mentioned above – in radically different contexts. The range of resourcing available for L2-medium education can differ hugely – consider the difference between Ethiopia and Abu Dhabi, for example. The same goes for the capacity to see programmes through. The Government of Qatar is adamant in its determination to make English-medium science and maths work and has the money it needs to do so. The government of Tanzania is equally concerned to raise standards in English-medium secondary schools and takes what steps it can to achieve this. But being a poor country, it cannot offer the resources which are desirable in order to give it effect.

Governments tend to vary less in the degree to which they understand the process of implementing L2-medium education across the system. It is common for them to be uninformed about the sheer difficulty of learning and teaching in L2 in some classrooms, the capacity and planning requirements, costs, the length of time which a new programme will take to show results, and above all the potential risks to national educational standards.

Finally, while we are emphasising caution about education in a L2, it is important to affirm that L1 literacy and culture is also of central importance for a country's national development and self-image. There is probably a danger in countries which adopt a L2 as MoI for some subjects right across the system, that the status of the national language and culture can be undermined. This is not likely to happen easily in countries which teach in a L2 to a relatively small number of self-selecting groups, as in Canada. But it could happen, by default, in countries in which in all schools the national language is no longer the vehicle for up to 50% of the curriculum, unless governments intervene strongly to shore up the teaching of the first language and culture.

How to make L2-medium education work

What I want to do now is to look carefully at key conditions for success. Not all are necessary; some are more powerful than others; but they all help. So what do you have to do if you want to teach subjects successfully in a L2?

Teacher language level

Firstly you make sure that the teachers can speak the L2 well enough. There must be a level of ability in the MoI above which a teacher feels competent to teach the subject, and below which she does not. Below this level, the teacher cannot explain concepts clearly, respond to learner initiatives, and be personally at ease with them. Teachers in this position can teach defensively and use a 'reduced pedagogy', in other words they limit considerably the range of classroom procedures they use (Hornberger and Chick, 2001). They may avoid complex topics, spontaneity, groupwork and learner-talk; they may emphasise rote-learning. Above all they use the mother-tongue (Arthur and Martin, 2006): a lot of what goes by the name of English-medium subject teaching by teachers who are not confident enough in English, takes place in the mother-tongue. And crucially, these teachers teach their subject ineffectively.

In addition they can become unhappy: it is not professionally gratifying to teach a subject badly in a language you are not comfortable with, when you know you could do it better if you were working in the learners' L1. Teacher dissatisfaction is a potential problem in system-wide programmes of L2-medium education.

Governments normally understand that teachers need adequate language ability. What they tend to do about it is to provide language upgrading courses. But how much language training can they provide? Perhaps they can offer a teacher a few 1-week courses. But if a maths teacher has a lower-intermediate level of English, it will take a long time and a lot of money to raise that level to the point where the teacher is comfortable teaching maths in the L2 to high levels as laid down by national standards or as measured internationally by TIMMS. A necessary minimum is probably an intensive full-time course of at least 3 months, with replacement for that teacher in school; or several part-time courses over a much longer period. In a system-wide English-medium maths and science programme this long-term upgrading may have to be offered to most maths and science teachers in the country. In addition, it would take time to develop the English language training capacity to offer these courses, especially if they were to have a specialist orientation towards the language of teaching subjects. Even the wealthiest countries would find this programme complex to construct, as well as expensive and time-consuming to provide.

Learner language level

Secondly, you have to make sure that learners can use the language well enough to learn in it. There must be a level of language ability above which a child can learn a subject as well as if she had been learning it in the mother-tongue. And equally there must be a level below which the child must be in danger of learning less than in the L1. It is difficult to say what that level is, and it probably varies from child to child, subject to subject, teacher to teacher. And it is not a simple question: skilled teachers can start teaching subjects in L2 to learners with zero L2 ability – as any successful early years programme will show.

It is important to remember that if a learner is not fluent in a second language, using it as a medium of learning makes learning difficult. It would help education authorities avoid a lot of problems if, when they plan to introduce a second language as a medium of instruction across the education system, they understood this crucial principle: if you ask learners to learn in a second language which they don't speak very well, you are making education difficult. You are potentially applying a brake to the education system.

Why is it difficult? If learners are not yet fluent in the language of learning, they are learning new curricular concepts and new language at the same time. What is more, they are learning the new concepts through the medium of the new language which is the vehicle for those new concepts. It is difficult to do these two things at once. What happens is that learners' attention is constantly drawn towards how to use the L2 for learning and is thus less available for focussing on new curricular concepts (Anderson, 1983). Their mental resources may be stretched beyond what is accepted in L1-medium learning: pace is slow and efficiency compromised. Learners' capacity to learn is reduced.

European CLIL programmes sometimes avoid this by being selective: learners only get into a L2-medium programme if their language level is good enough; alternatively they may get language booster courses. But system-wide programmes teach subjects in the L2 to all children, even those with zero levels of L2 ability; average levels throughout the school system may be around lower-intermediate. Note also that we are not talking about social fluency, which is what language teachers normally teach L2 learners; we are talking about what is known as CALP or cognitive academic language proficiency – the language of school learning (Cummins, 2000). This is a very different variety of language from social fluency and it takes crucially much longer to acquire. In the USA immigrant learners of English in schools are said to acquire social proficiency in 2 years, but academic proficiency in 7(Cummins, 2000).

What steps can education authorities take to counter low levels of L2 ability on the part of learners? They can reduce the programme and make entry dependent on levels of language ability, but then the programme is no longer system-wide. They can boost levels of language by introducing extra language courses. They can also re-orientate the language syllabus somewhat to academic language proficiency – I will expand on this below. They can also commission subject materials which are designed for low language ability learners – I will also come to this later. And they can have patience – if you pull out all the available stops, learner language levels should increase over time. However, what authorities must do is train subject teachers to teach their subject to low-L2 ability learners and I turn to this now.

Teacher pedagogy

Subject teachers working in a L2 must have the pedagogical skills to teach their subject to learners whose L2 ability is low. To teach a learner like this, it is not enough to be fluent in the L2. Indeed a teacher could be perfectly fluent in the L2 and still be unable to make a subject understandable to low L2 ability learners. To do this the teacher needs a specialist pedagogical expertise which compensates for the reduced effectiveness of learning in L2 by providing learning support. Support for language and cognitive skills is at the heart of appropriate pedagogy in L2-medium programmes. If teachers cannot provide this, learners will learn less effectively than they would if they were learning through L1 and subject standards will fall.

What does this specialist language-supportive pedagogy consist of? It is familiar in English as a second/additional language (ESL/EAL) and CLIL contexts, but not widely known outside them. It involves amplifying classroom meanings much more than conventional L1-medium subject teaching does (Gibbons, 2002; Clegg, 2005). Teachers do that, for example, by using visuals in much more complex ways than in conventional subject teaching. They use highly accessible forms of teacher-talk to make themselves super-comprehensible. They use teacher-pupil talk to prompt and extend learner utterances far more than in L1-medium classrooms. They use a specialised range of language-supportive task types for supporting listening, speaking, reading and writing within the subject which are often unfamiliar to teachers working in L1. They – and their learners – switch in and out of the first language very judiciously. They use different forms of interaction (plenary work, group work) much more carefully. And they need to be able to assess subject knowledge acquired through the medium of L2, which is a notoriously difficult thing to do well, especially with low-L2 learners.

Note that there is a trade-off here between teacher language ability and teacher pedagogical skill. A teacher who is less confident in the L2, but good at language-supportive subject teaching is a much better bet than a teacher who is fluent but, when confronted with learners who don't understand him, doesn't know what to do.

To train teachers in a L2-medium programme you need subject teacher trainers who understand how to teach their subject in these special circumstances. This capacity should be available in both initial and in-service teacher-education provision. Three things need to be said here. Firstly, governments often simply don't provide this kind of training. It is very rare in system-wide L2-medium programmes to find high quality training for subject teachers to teach the subject to learners with low L2 ability. Yet if projects fail, this is probably one of the main reasons why. It is difficult to account for this glaring gap in provision unless one assumes that authorities are simply unaware of the need for it. Secondly, this training provision also needs to be extensive: in a system-wide programme it means long part-time teacher-education courses, or shorter full-time courses (say 4 weeks minimum) with teacher replacement, for most of the subject teachers in the country, over and above the kind of language upgrading programme which I have outlined above. Finally this training capacity – subject teacher-educators who are experts in teaching subjects to low-L2 ability learners – is scarce everywhere. Most authorities would not find it available locally. They would have to buy trainer-training expertise in and then construct domestic training capacity slowly over the long term. Again, providing this quantity of both language and pedagogy training can only be done cumulatively over a long period of time.

Socio-economic status of learners

It is necessary to talk about the question of socio-economic status. Everybody can learn through a L2. But learners with higher SES can find it easier (Ferguson, 2006). Children from poor and uneducated families can find education in general difficult and education in a second language extra difficult. In sub-Saharan Africa, for instance, where the majority of learners tend to do poorly in the L2, those from middle-class backgrounds tend to do better. Similarly, while minority ethnic groups in industrialised countries tend not to do well at school, some communities with higher than average SES can flourish. In the UK, for example, children from some middle-class Indian communities with high social aspirations tend to perform amongst the best in the country (DfES, 2006). Successful L2-medium programmes – such as Canadian immersion programmes or private schools (Lin and Man, 2009) – also tend to serve families with higher SES. The same may be true of the better European CLIL programmes.

In country-wide programmes, such as in the Gulf or South-East Asia, successful English-medium maths and science is likely to occur easiest in wealthier communities. This is not at all to say that education in a L2 is not for the less well off. It is to say that authorities must support them more. If they don't, what will happen is that the better-off schools will make a success of it, while the more disadvantaged will struggle. Thus English becomes an additional gatekeeper to education, on top of SES. We will always know that some learners from disadvantaged backgrounds, who may struggle with L2-medium teaching, would do better in, for example, science and maths, if they were working in L1.

What should governments do about this? They should simply be keenly aware of it, and should be ready to devote more resources and time to disadvantaged schools. One should also say that in a selective system of English-medium education, which is clearly so much easier to provide, the danger is that these schools and communities could be excluded and governments would need to act to avoid this.

Level of learning skills in L1

Another success factor for education in L2 is the level of learning skills which a child has achieved in his L1. Research on learning in L2 is especially strong on this: if learners have good cognitive academic language proficiency (CALP) in their L1, many of these skills – with encouragement from schools – can transfer to their L2 (Cummins, 2000). We see this, for example, in the education of minority children in the UK. A child from Somalia, for instance, who is not very literate in her L1 and has poor experience of schooling will learn in English much more slowly than a child from Poland who has had a good education in Polish. In Africa, it is claimed that at least six years of good quality initial education and CALP development wholly in the L1 is necessary for learners to be able to make a successful switch later to learning partly in L2 (Heugh, 2006). In Europe, CLIL tends to happen on the back of good education in the L1.

In practical terms this may mean that in some circumstances it helps to develop good L1 cognitive skills first before asking learners to start learning in the L2. It may also mean that if L2-medium education starts very early, schools should ensure good coordination between the teaching of initial L1 and L2 literacy and cognitive skills. It may also mean that wise schools teaching some subjects in L2 will also pursue a policy of focusing on cross-curricular learning skills in the L1.

The role of language teachers

Another thing governments need to do in a L2-medium programme is to involve language teachers. Language teachers can strengthen learners' language ability both before the start of a programme and while it progresses. The Molteno Project, for example, which operates in many parts of Anglophone Africa, aims to do this in preparation for the onset of English-medium education at grade 4 (Lin and Man, 2009). But if language teachers take a hand in L2-medium subject teaching, their job has to change; so do their syllabuses and materials. They have to start teaching some cognitive academic language proficiency and even a little of the language of subjects. They are not normally trained to do this and their syllabuses and materials do not usually contain it. They are also sometimes worried by working with subjects they feel they may not understand. But in the best projects, language teachers work enthusiastically across the curriculum and by careful targeting of some of the work in their own classrooms, they can make it a lot easier for learners to learn in L2-medium subject lessons.

Governments implementing English-medium education often exclude English teachers. Again, it is difficult to know why. System-wide programmes in particular need all the help they can get and English teachers are an obvious source. But the English curriculum, training and materials also need reorientation. This is a perfectly feasible undertaking, but again it is a large one which needs more government planning, time, money and expertise.

Textbooks

Textbooks make a difference. If a child is learning science in a language in which she has low ability, it makes it much easier if the textbook is easy to understand and has been designed especially with this level of language ability in mind. Books like this help the subject teacher too, because they incorporate the specialist language-supportive pedagogy which the subject teacher needs to use but may not be familiar with. They act as a trainer for the teacher. In addition, subject teachers working in a second language typically spend much more time on preparing lessons than those working in L1, because they don't have appropriate textbooks. They have firstly to search for materials – which are normally intended for fluent language users – and then adapt them to the needs of their learners. Few have the time or the expertise to do this. So working in L2 increases preparation time and pressure on teachers.

We know how to design textbooks which are friendly to learners and teachers working in L2. They are very different from textbooks intended for fluent language users, because in addition to teaching subject contents, they support the learner in talking, writing and reading about these contents and in listening to teachers talking about them, in the L2. To do this, they use visuals, texts and tasks in very specific ways which lower the language demands, but maintain the cognitive demands, on learners. However, these books are rare anywhere in the world. In European CLIL contexts – where a small number of such books are available – this is partly because the market is small. But world-wide the reason is mainly that education authorities and publishers overlook the need for them and also because author expertise is rare. However, it is difficult to imagine a system-wide L2-medium programme functioning properly without them. Firstly their pedagogical value to learner and teacher is too high to overlook them. And secondly working either with no published materials or with materials designed for fluent language users can considerably reduce the effectiveness of both teaching and learning in L2.

Programme management

Finally, governments also need to train school senior managements in the management of English-medium education. It is a whole-school matter. Raising achievement in English-medium maths and science under difficult circumstances of the kind which I have been describing requires agreed policies and practices which operate across the curriculum and the school community. Take for example the questions of target-setting, fair assessment of subject knowledge in L2 and collaboration between subject teachers and language teachers. These matters and others need to be driven forward by school managements on a consensual basis across the school. There are proven management practices which help schools do these things well. Successful schools in minority education in the USA, UK and Australia, for instance, use them – the British 'partnership teaching' management model for EAL is a case in point (Bourne and McPake, 1991, Creese, 2005). And conversely, schools with low English-medium achievement often lack English-medium management skills.

Governments need to be informed about appropriate school management practices for English-medium education. This is another form of expertise which is relatively rare and which they may normally not find locally. They will need partly to import it and partly grow it over time at home and to offer training on a widespread basis to school senior managements.

Programmes that work

If you want to introduce a large-scale programme of English-medium subject teaching, this is what needs to be considered:

- ensure that teachers can speak the language well enough to use it for teaching their subject and spend whatever is necessary to improve teacher language levels

- make sure that learners have adequate levels of language ability to use it for learning, or, more practically...

- that teachers have the specialist expertise they need to teach their subject to learners with low levels of language ability; and spend what is necessary to train them and to develop the training capacity to do this

- provide extra support for disadvantaged schools

- develop the learners' cognitive and literacy abilities in their first language

- involve language teachers in the programme and make the necessary changes to their training, syllabus and materials

- publish subject textbooks designed for learners working in L2

- train school managers to operate English-medium education in their schools.

This is a demanding checklist. But asking all teachers and learners of a subject in all schools to reach high standards using a L2 in which few may be comfortable is a huge challenge to the education system, and it is difficult to imagine that it could be done unless all these conditions are fulfilled. It is always open to governments to operate a small selective system of English-medium education. This would eliminate at a stroke a lot of the problems I have been discussing. But it would tend to be an elitist system and that is obviously a matter for the conscience of the community. Finally the best way to introduce a change in MoI across the education service is to do it very carefully, slowly and cumulatively over a long period of time. You start the programme small, pilot and monitor it carefully, generate expertise over time and slowly scale it up over many years.

Now most system-wide English-medium programmes in different parts of the world fulfil few of these conditions. Minority education programmes in industrialised countries fulfil some of them. But most programmes restrict their planning solely to providing short-term language upgrading for teachers. There is something about medium of instruction policy which seduces governments into being more cavalier than they might be about other educational reforms. They often fail to inform themselves, assess, plan, predict and provide in the way that a major change in policy and practice requires.

Now most system-wide English-medium programmes in different parts of the world fulfil few of these conditions. Minority education programmes in industrialised countries fulfil some of them. But most programmes restrict their planning solely to providing short-term language upgrading for teachers. There is something about medium of instruction policy which seduces governments into being more cavalier than they might be about other educational reforms. They often fail to inform themselves, assess, plan, predict and provide in the way that a major change in policy and practice requires.

If we want to change the medium of instruction in all schools, we are engaged in a major undertaking. If it works, it will take a lot of time and thought and money. If it doesn't, it can damage educational standards and spread discontent in the community. So you have to undertake a detailed analysis of the process; you have to assess the risk of failure; you have to estimate costs realistically and be prepared to pay the price. You have to develop expertise. And above all you have to have patience. Changing the medium of instruction – even for a limited number of subjects – in all schools in a country does not have a good track record. The motto has to be: proceed with caution.

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Teaching other subjects through English in two Asian nations: Teachers' responses and implications for learners

Hywel Coleman

Introduction

Over the last decade several East and Southeast Asian nations have experimented with the teaching of school subjects through the medium of English. In March and April 2009 the British Council commissioned a comparative study of this phenomenon in Thailand, South Korea and Indonesia (Coleman 2009a). A number of different issues have emerged from the study (see Coleman 2009b, 2009c).

After a background section which describes the contexts of the teaching of other subjects through English in two of these countries – Korea and Indonesia - this article examines one of the emergent issues: how do teachers in these countries attempt to implement this innovation in their classrooms? It also considers arguments in favour of the mother tongue as the medium of instruction and contrasts them with the movement to teach other subjects through English. This discussion also briefly considers what the true rationale for teaching other subjects through English might be.

This article attempts to place the phenomenon of teaching other subjects through English in its broader educational context. It steers clear of the debate concerning the terminology of Content-Based Learning (CBL), Content and Language Integrated Learning (CLIL), English Bilingual Education (EBE), Early Bilingual Education (EBE), etc. Instead, it uses the expression 'the teaching of other subjects through English' (or variations thereof).

Korea

In Korea, the scheme to teach other subjects through English is known as the 'Immersion Programme'. Generally speaking, mathematics and science are taught through the medium of English but, in some schools, music, social science and physical education are also taught through English. In the majority of cases schools have not adopted the immersion programme wholesale; rather, there is a tendency to offer some immersion programme classes in parallel to Korean medium classes.

The immersion programme is mostly implemented in primary schools. A government policy to teach mathematics and science through English in secondary schools was brought to a halt in 2008 – shortly after its introduction - because of parental opposition. However, some private secondary schools continue to teach through the medium of English, as do a small number of highly selective government schools on an experimental basis.

Regional policy regarding the immersion programme varies. For example, the city of Busan in Southeast Korea has adopted a particularly energetic approach to immersion and has produced a series of English medium textbooks for primary mathematics and primary science, with accompanying teachers' guides. So far the approach is being tried out in ten 'model schools' in Busan.

Immersion programme teaching is undertaken by both Korean and native speaker teachers. Regarding Korean teachers, the headteacher of a suburban primary school in Seoul reported that 'there are not enough teachers who speak English, so a training programme is required' (Interview 01-04-2009). The headteacher of another school said 'teachers feel burdensome [to use English] and frustrated to explain things in English' (Interview 01-04-2009). Parents expressed doubt that there were enough teachers who were capable of teaching mathematics and science through English (Focus group discussion 01-04-2009). Members of the English language team in the Ministry of Education also recognised that the low level of Korean teachers' proficiency in English was one of the factors that gave rise to parental opposition to the government's proposed immersion programme in secondary schools (as noted above).

There are thought to be approximately three thousand native speakers teaching in public schools who have been hired through the English Programme in Korea (EPIK) scheme. According to a senior adviser to the Ministry of Education, Korea is 'not an attractive destination' and so the majority of native speaker teachers are 'not well qualified' (Interview 31-03-2009). A headteacher said:

We have two native speaker teachers in this school teaching English. I think that they are probably not qualified and that they don't have teachers' licences. Sorry to say. (Interview in primary school in suburbs of Seoul, 01-04-2009)

Several informants reported that hiring native speaker teachers is expensive and that the turnover rate of native speaker teachers is high.

Indonesia

In Indonesia the teaching of other subjects through English takes place within the context of the International Standard Schools scheme. Until 2003 Indonesian nationals were not permitted to attend 'international schools'. However, Law No 20 on the National Education System (Republik Indonesia 2003) relaxed this restriction and required that central government and/or local governments should establish 'one international standard school' at each educational level (i.e. primary, junior secondary, senior secondary and senior vocational) in each of the c. 450 districts of the country. Both state and private schools can be considered for international standard status.

A succession of government documents published since 2003 has clarified what is meant by international standard schools and the role that English is to play in them. Official guidelines state that an international standard school is:

A school … which fulfils all the National Standards for Education and which is further enriched by taking into consideration the education standards of one member nation of the Organisation for Economic Co-operation and Development (OECD) and/or another advanced nation which has particular strengths in education such that it achieves competitive advantage internationally. (Translated from Depdiknas 2007:7)

The same document specifies the role which English is expected to play in international standard schools:

- English is to be used as the medium of instruction for science, mathematics and core vocational subjects from Year 4 of primary school and throughout junior secondary school, senior secondary school and vocational secondary school.
- teachers must possess the competence required to teach their subjects through English
- headteachers must possess active mastery of English. (Depdiknas 2007:v-vii).

Interviews with senior officials in the Ministry of National Education on 06-04-2009 indicated that by the end of 2009 there will be approximately 190 international standard schools at the primary level and approximately 700 international standard junior secondary, senior secondary and senior vocational schools. However, this overall total of nearly 900 international standard schools still constitutes less than 0.4% of the total number of schools in Indonesia. Furthermore, just as we found in Korea, few schools have converted themselves fully into international standard institutions. It is more common to find 'international standard classes' running side by side with regular classes in the same schools.

We have seen that in the Korean Immersion Programme some teachers are Korean whilst others are native speakers. In Indonesia, on the other hand, very few foreigners are involved in the international standard schools. In 2007 and 2008, the Ministry of National Education, using TOEIC (the Test of English for International Communication) as its instrument, carried out a study of the English language competence of 27,000 teachers in 549 international standard junior secondary, senior secondary and senior vocational schools. The findings of this study (Depdiknas 2009) showed that more than half of all teachers fell into the lowest competency band ('novice', scoring between 10 and 250 points). Meanwhile, less than 1% of teachers fell into the top two bands ('advanced working proficiency' scoring between 785 and 900 points and 'general professional proficiency' scoring 905-990 points). Headteachers performed slightly less well than the total population of subjects involved in the study, whilst English teachers performed somewhat better than teachers of other subjects. The overall picture, then, is of a workforce not ready to function in English and where more than half of all teachers possess a level of competence which is even lower than 'elementary'. Schools themselves recognise this problem. The deputy headteacher of a state international standard junior secondary school admitted:

Language is our main problem, both the language of the teachers and the language of the pupils. It will take five years for us to reach our target of being able to teach other subjects through English. Ordinary English language courses are not enough to help our teachers. We need specialists who can help us to learn to teach biology through English, for example. (Interview 21-04-2009)

A final point to be noted is that the international standard schools – both state and private - receive large subsidies from central and local government (Fahturahman 2009). In many parts of the country the international standard schools – both state and private - also charge substantial fees. One headteacher joked, 'Our motto is bertaraf internasional dan bertarif internasional [international standard and international fees]!' Inevitably, therefore, it is only the children of the most prosperous sector of society who are able to study in international standard schools, even in state international standard schools.

How do teachers respond?

Korea

In Korea, actual implementation is varied, ranging from occasional additional English lessons which take as their theme a topic selected from the curriculum for science (or some other subject), right through to attempts to teach the whole curriculum through the medium of English. Three lessons in which other subjects were taught through English were observed during the study; these are described below:

Observation 1: Year 5 Mathematics review lesson taught through English

This primary school class was taught by a Korean teacher. He is a regular class teacher who takes his class for all subjects. He teaches all lessons in Korean because, in his opinion, 'It is impossible to teach new concepts in English.' Once every two weeks, however, after a succession of four mathematics lessons in Korean, he uses a slot in the timetable which is actually designated for 'extra curricular activities' to do a review in English of the preceding mathematics lessons. The teacher notes that 'The language level of the students is lower than their conceptual level, so they can't express themselves in English.' The mathematics-through-English sessions are therefore designed to include lots of 'childish activities' with physical movement to match the pupils' English language level although when teaching the core mathematics lessons in Korean the teacher does not use such 'childish activities'. The teacher believes that the benefits of this approach are that: a) pupils are exposed to new English vocabulary and b) they can review the mathematics concepts which they have been studying (through the medium of Korean) recently.

Observation 2: Year 5 Science-themed English lesson

This primary school class was taught by a Korean teacher who specialises in English. The teacher does not have her own class but teaches English across the school. The observed lesson dealt with the solar system, a topic which the teacher had selected from the science curriculum. The teacher does not consult the class teacher when she is selecting topics for her English lessons; instead, she goes through the science curriculum picking out topics which are 'motivating' and which lend themselves to being adapted to the teaching of English. For example, the teacher finds that science lessons which involve experiments do not adapt easily for English teaching because 'the pupils speak Korean together when they are doing the experiments.' She therefore rejects all topics which involve experiments. In this way it is possible that the teacher will use a particular topic as the theme of an English lesson several weeks – or even a whole semester – before that topic is introduced in the Korean-medium science lessons.

Observation 3: Year 11 Chemistry lesson taught through English

This class was taught by a Korean chemistry teacher who enjoys English but has had no training in English language teaching. She prepares handouts in English and says, 'I don't have any hesitation to use English' when teaching. The observed lesson was a formal lecture with worked exercises on the whiteboard. During the lesson the teacher gradually shifted from speaking English to speaking Korean but was apparently unaware of what she was doing. Communication between the teacher and pupils became markedly more relaxed and fluent as the use of Korean increased.

3.2 Indonesia

Both policy and practice regarding the use of English (and many other issues) in international standard schools in Indonesia are extremely varied. Some schools report that they just 'slip some English words' into subject lessons whereas others are enthusiastically using English as the medium of instruction for mathematics and science from as early as Year 1 of primary school.

One mathematics lesson taught through English was observed in a private primary school, nominated by the government as an international standard school, in one of Jakarta's satellite cities. Teacher-produced teaching materials were also examined.

Observation: Year 2 Primary mathematics lesson taught through English

Pupils had to ask each other in English what their favourite food was and then create a table which summarised the relative popularity of different foods. The atmosphere was lively and the children enjoyed moving round the classroom talking to each other. The only question they asked each other was 'Which one do you like?' and the only possible answers were 'pizza', 'noodle', 'chicken' and 'fried rice'. The teacher used English to comment on the children's findings. For example, as it became apparent that noodles were the most popular food in the class, she commented, 'Noodle has a big fans, oh my God.' The teacher then wrote on the whiteboard three sentences which the pupils had to complete based on their tables:

1. There are _____ pupils like fried rice.
2. There are _____ pupils like pizza.
3. There are _____ more pupils like noodle than chicken.

Teachers in the same school have prepared a range of worksheets for science, mathematics and English. An unusual aspect of the science materials is that English and Bahasa Indonesia are used in alternate worksheets (not as translations of each other). Extracts from one mathematics worksheet and two science worksheets appear below:

Year 2 Primary mathematics worksheet

The following objective is stated: 'Pupils are able to compare the mass of things.'

Instruction for the first task: 'Guess which is heavier with draw star in the circle!' Pictures of an ant and a crab follow.

Instruction for the second task: 'Draw circle for the number which is lighter!' Five pictures follow: picture 1 of a man, picture 2 of a cat, picture 3 of a butterfly, picture 4 of an ant and picture 5 of a violin.

Year 4 Primary science worksheet 1

Basic Competency : Mengidentifikasi fungsi alat pernafasan pada tumbuhan(to identify the functions of the means of respiration in plants)

I. Complete the table below to show the similarities and differences between the process of respiration in mammals and plants.

	Mammals	Plants
Where is the oxygen obtained?		
What respiratory parts are used?		
When does respiration take place		
What is produced?		

II. Use the graphic organiser below to compare the process of respiration and photosynthesis in a plant.

Photo-synthesis	Comparison Question	Respiration
	When does the process take place?	
	What happens to oxygen during the process	
	Is chlorophyll needed for the process to take place?	
	Can the process take place without light?	

This English-medium science worksheet for Primary Year 4 pupils is followed immediately in the pupils' handbook of worksheets by the Indonesian-medium worksheet shown below.

Year 4 Primary science worksheet 2

Basic Competency : Mengidentifikasi fungsi organ pernapasan hewan misalnya ikan dan mamalia (to identify the functions of the respiratory organs of animals such as fish and mammals)
Tulis nama makhluk hidup yang kamu ketahui ke dalam tabel di bawah ini. Kelompokkan nama makhluk hidup itu sesuai dengan nama alat pernapasannya (write the names of the living creatures that you know in the table below. Group the names according to the names of their respiratory organs)

No	Paru–paru	Insang	Trakea
1.			
2.			
3.			
4.			
5.			

Discussion

The three approaches to teaching science and mathematics observed in Korea are revealing. The first and second teachers, though working in different schools, are friends and sometimes plan their lessons together; they are convinced that they teach in exactly the same way. However, in reality, the two teachers plan and implement their teaching of other subjects through English in markedly different ways.

The use of English in Observation 1 is carefully integrated into the sequence of mathematics lessons, but with English taking a role which is subservient to the teaching of the subject. Furthermore, the teacher recognises that there is a significant difference between the pupils' intellectual level and their English language level. This difference requires him to use what he refers to as 'childish activities' when English is being used; he finds that such 'childish activities' are unnecessary when Korean is the medium in the mathematics lessons.

The use of English in Observation 2, however, takes priority over the teaching of science. The selection of science topics is made on the grounds of adaptability or convenience for the English lesson and there is therefore no integration between the English and science curricula. Consequently, there must be a risk that pupils will experience conceptual difficulties if a particular subject is introduced to them in English, possibly many months before they encounter the same subject in their mother tongue. The approach adopted in Observation 1 therefore seems to be less risky and more sensitive to pupils' needs than that employed in Observation 2.

A further lesson to be drawn from comparison of Observations 1 and 2 is that because the teachers involved are using similar rhetoric to talk about their work they apparently assume that what they are doing is identical. Although teachers' accounts of their modes of teaching undoubtedly offer insights into the ways that they conceptualise what they are doing, these accounts do not necessarily constitute accurate descriptions of what happens in their classrooms. Specifically, in the Korean context, it is clear that terms such as 'immersion' may mean different things to different people. One teacher's understanding of what should happen in an immersion class may be quite different from another teacher's interpretation of the same term. In this respect, Borg notes:

Teachers have personalised understandings of their work and these are reflected in the way they appropriate terminology to describe those practices. (Personal communication, 18-07-2009; see also Borg 2006.)

Something similar can be seen in Observation 3, where the teacher was convinced that she was teaching chemistry through the medium of English. In reality English was used for only about 25% of the duration of the lesson as the teacher began teaching using English but then gradually moved into using Korean. So once again a teacher's perception of what was happening in their classroom – though interesting and valuable in its own right – may not be an accurate representation of what was really going on.

The one observation in Indonesia of a teacher teaching mathematics through English at the primary level revealed a lively classroom atmosphere where the children appeared to be fully involved in the activity. However, it was noticeable that the language employed in the lesson was extremely restricted : pupils repeated one question to each other again and again ('Which one do you like?') followed by one of four possible answers : pizza, noodle, chicken and fried rice. It appeared that the pupils did not have enough English to be able to experiment with the language, to elaborate on their answers or to make independent enquiries to the teacher.

The Year 2 primary mathematics worksheet from Indonesia quoted above is problematic for different reasons (and not only because the language of the rubrics is somewhat unclear). Firstly, the concept of measuring mass is introduced here at a very early age ('Pupils are able to compare the mass of things'), despite the fact that the Primary School Standards for Year 2 mathematics laid down by the Indonesian Ministry of National Education refer to 'measuring time, length and weight' (pengukuran waktu, panjang dan berat, Depdiknas 2006). The distinction between mass and weight is normally not introduced until a much later stage. However, the worksheet then goes on to invite pupils to consider which things are heavier and lighter than other things. In fact, if the topic of the lesson is really about mass then the appropriate terms would be more and less. Heavier and lighter are appropriate only when measuring weight. In other words, there is an inconsistency in the way in which the terminology of weight and mass is used in this worksheet. We cannot be certain why this inconsistency occurs in the worksheet, but the fact that it does occur here highlights the fact that the teaching of mathematics and science in the early years of primary school involves the formation of fundamental concepts which will influence the way in which children will perceive the world for the rest of their lives. This needs to be undertaken with extreme care. Confusion at this stage of concept formation may be impossible to correct at a later stage in the child's development.

Moving on now to the two Primary 4 science worksheets from Indonesia, one's first impression is that they are heavily concerned with language rather than with getting children to look at and understand the real world around them. But the most striking feature here is the alternation of language from one worksheet to the next. One worksheet is in English, the next in Bahasa Indonesia, the third in English and so on. Moreover, the linguistic difficulty of the worksheets in terms of sentence complexity and vocabulary appears to be consistent throughout, whether they are written in English or in Bahasa Indonesia. In other words, the English medium worksheets make no allowance for the fact that the pupils are not native speakers of English.

These alternating worksheets appear to be based on an assumption that children can flip backwards and forwards from one language to another without any difficulty. This implies that concept formation – children's developing understanding of the natural world as described through science – is an ongoing process which occurs seamlessly as children work their way through the worksheets. In other words, it is being assumed that children's concept formation somehow takes place independently of language. But this is highly questionable, since everything we know about children's learning indicates that it is inextricably bound up with language. Without language children do not formulate systematic conceptualisations of the world. Using the two languages alternately in this way is therefore likely to constitute a major hindrance to learning, rather than a support.

The purpose of this discussion has been to gain a preliminary understanding of the ways in which teachers struggle (cf. Holliday 2005) to make sense of their new tasks as teachers of other subjects through English. For the most part, teachers in Korea and Indonesia are left alone to work out for themselves how to interpret and implement this new responsibility. Whilst there are cases of good practice (as we saw in Observation 1 from Korea), there are also cases which appear to carry with them substantial risks for children's learning. But what we see in every case is evidence of teachers attempting to achieve local adaptation or 'best fit' in a Darwinian sense (Coleman 2008); in other words, equilibrium among all the competing pressures and demands which they experience.

In the limited time available for this study it has not been possible to undertake a systematic investigation of the impacts – positive or otherwise – of the schemes to teach other subjects through English in Korea and Indonesia. All that is available are the impressionistic views of stakeholders regarding the impact which the teaching of other subjects through English is having on learner achievement (in English and in other subjects). Those who are taught by native speakers in Korea are said to become more somewhat more 'natural' (though not necessarily more accurate) users of English. Achievement in other subjects is much more difficult to establish. There is a claim from a Ministry official in Indonesia that overall primary school results increase, though we have not seen evidence to support this claim. On the other hand, a small-scale study in Bandung, Indonesia, suggests the opposite: four international standard senior secondary schools achieved lower examination results in 2008 compared to those achieved by regular schools in the same city in the same year. Until further research has been carried out, all we can say is that some of the teaching practices which have been observed give rise to concern regarding their impact on pupils' concept formation in the subjects which are being taught through English.

Mother tongue as medium of instruction

We have seen that Korea and Indonesia have been encouraging the adoption of English as the medium of instruction for other curriculum subjects, albeit to different extents and in different ways. The same is true of Thailand (Coleman 2009a). At the same time, it is increasingly appreciated that children should be taught through the medium of their mother tongue, at least in the early years of their education. In countries where several languages are used, this may imply that the first few years of education should be undertaken using not the national language but a local language. Furthermore, the longer a child is taught through their mother tongue the more successful their education is likely to be in the long term. SEAMEO, the Southeast Asia Ministers of Education Organisation (of which Thailand and Indonesia are members), has been paying particular attention to this matter in recent years. One of SEAMEO's conclusions is:

The language used for schooling affects whether a child will be in school, stay in school and learn in school. A consistent body of empirical findings … shows that children whose first language is not used at school have poorer learning performance and are more likely to repeat the year or drop out early. They experience lower levels of learning and are much less likely to be able to contribute to a country's economic and intellectual development. (SEAMEO 2008:5)

Despite the evidence pointing to the benefits of using the mother tongue many countries continue to insist on the use of a single language of education even when that language is not the mother tongue of a considerable proportion of the population. What are the consequences of maintaining a single language policy in education? Table 1 summarises the number of languages used in Korea, Thailand and Indonesia, the percentage of the population of each country who are able to access education in their first language and indicators of educational achievement in each country.

Table 1: Home languages and educational achievement in Korea, Thailand and Indonesia

		Korea	Thailand	Indonesia
Languages (Gordon 2005)		1	83	742
Population with access to education in first language (Kosonen 2008)		100%	50%	10%
Reading proficiency in national language age 15 (OECD 2007)	Ave score	556	417	393
	Rank/56	1	41	44
Mathematics ability age 15 (OECD 2007)	Ave score	549	417	391
	Rank/57	1	43	49
Science ability age 15 (OECD 2007)	Ave score	522	421	391
	Rank/57	7	44	50

Table 1 shows that there is an inverse relationship between the number of languages spoken in these three countries and the percentage of the population who can access education in their home language. At one extreme, Korea has just one language (Korean), and 100% of the school age population is able to study through the medium of that language. At the other extreme, Indonesia has 742 languages, but it uses only one of these as the medium of instruction; this is Bahasa Indonesia, the national language. However, it is estimated that only about 10% of the population have Bahasa Indonesia as their first language. Consequently, 90% of the school age population is studying through the medium of a language which they do not speak at home. Thailand lies between the two extremes; it is estimated that about half the population speak Central Thai as their first language and are able to study through that language.

Meanwhile the Programme for International Student Assessment (PISA) findings for 2006 (OECD 2007) reveal that Korea has one of the most successful education systems in the world. Its 15 year old school pupils have the highest proficiency in reading in their school language (i.e. Korean) of any nation in the world. Proficiency in mathematics is also the highest in the world (whilst ability in science puts Korea in 7th place from 57 countries).

Educational achievement in Indonesia, however, is considerably lower. Its 15 year old school pupils come 44th out of 56 countries in their ability to read in their national language (Bahasa Indonesia), 49th out of 57 countries in mathematics and 50th out of 57 countries in science. Thailand's 15 year olds perform somewhat more successfully than do Indonesia's, coming 41st, 43rd and 44th in reading, mathematics and science respectively.

Is it simply a coincidence that the high rate of access to education through the mother tongue experienced in Korea is paralleled by world beating achievements in education or that the relatively low levels of access to mother tongue education in Thailand and Indonesia are matched by relatively poor levels of achievement in education in general?

Of course, many factors play a role in explaining levels of achievement in a national education system (teachers' level of training, facilities, and so on). But it is beginning to look as though there is a correlation between access to mother tongue education and overall achievement. Indeed Kosonen (2008) does not hesitate to see a strong causal relationship:

[In Thailand] minority children with poor Standard Thai skills had 50% lower learning results than Thai speaking students in all main subjects. … In Indonesia 69% of 15-year-old students performed at or below the lowest of five proficiency levels for reading literacy, 94% at level 2 or below. A reason: teachers and students speak different languages.

So what are the implications for the teaching of other subjects through English?

Firstly, there does not appear to be an argument in favour of introducing yet another language – and a foreign one at that – as the medium of instruction when in each of these three countries the national language is already in use for that purpose.

Next, in the specific case of Korea, one must ask what advantage there can be in introducing an alien language of instruction when the education system – delivered entirely through Korean to a completely Korean-speaking school population - is demonstrably doing so well. There is a clear risk that using English as the medium of instruction will weaken the success which has already been achieved.

Thirdly, particularly in the case of Indonesia, where the average achievements of the education system are still disappointing, it seems unhelpful to add a further burden or barrier onto the learning process.

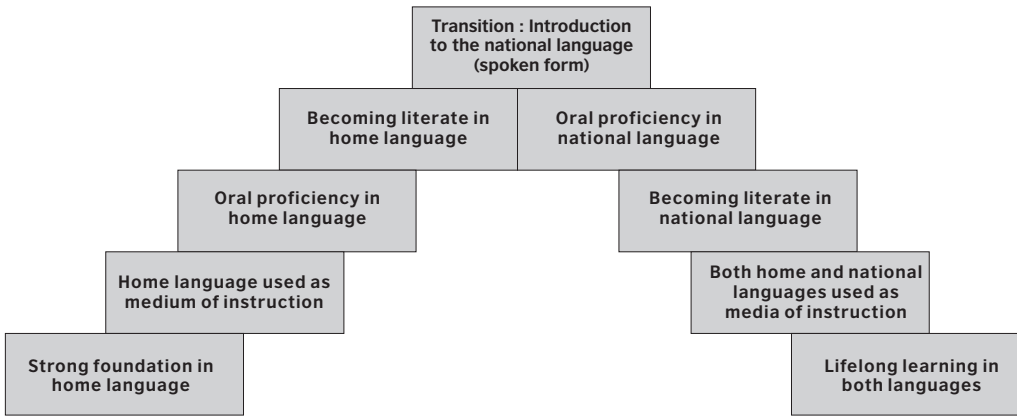
Fourthly, in the cases of Thailand and Indonesia, if a new medium of instruction is to be introduced, there would seem to be a much stronger argument for one or more of the local languages to be selected rather than a foreign language. One might predict that with greater use of mother tongues, especially in primary schools, overall educational achievement would be likely to improve.

Fifthly, in the cases of Thailand and Indonesia, there appears to be a dichotomy in national policy. Both nations support the SEAMEO policy regarding increased use of the mother tongue in education, but at the same time both are encouraging the increased use of English as a medium of instruction.

And what is to be done if – for whatever reason – English must be used as the medium of instruction? The lesson would seem to be that this should be delayed for as long as possible, certainly until pupils have acquired basic literacy in their first language. This is particularly important if the national language uses a non-Latin script (as is the case with both Korean and Thai). There should then be a carefully planned and gradual transition from exclusive use of the national or home language towards a situation in which both English and the national/home language are in use. There should not be a sudden switchover point where the national or home language stops being used, to be replaced by English.

Kosonen (2008) recommends a 'bridging' policy to enable children to make this move from the use of the mother tongue in the early years of their education into using the national language at a later stage of schooling. The 'bridge' is shown in Figure 1. The bridging policy commences by laying strong foundations of literacy in the home language. Once this has been achieved, the national language is introduced – in spoken form only at first. Thereafter pupils can start to acquire literacy in the national language. Eventually both the home and national languages have roles to play in the education system. It is possible to envisage a situation in which there would be a 'double bridge', moving first from the home language to the home + national languages and then later from the home + national languages to the use of three languages (home + national + English). Nevertheless, the case for moving towards the teaching of other subjects through English remains to be made.

Figure 1: Bridging policy between home language and national language in education
(adapted from Kosonen 2008)



It has to be admitted - despite the strong evidence in favour of mother tongue education – that parents, the general public and policy makers have often shown little enthusiasm for a 'mother tongue first' policy. For example, according to Clegg (2005:88), many parents believe, mistakenly, that English medium education is the best for their children and also that home languages are not appropriate 'for the rather distant and high-flown domain of education.' Meanwhile, in less restrained terms, Idris, Legère and Rosendal (2007:31) complain:
Many children are sent to English-medium schools by parents who believe in the inaccurate and untenable claim that the earlier English is introduced the better their children's mastery of the language will be. Their decision – which completely ignores pedagogical principles – is diametrically opposed to reality.

Kosonen (2008) also notes that parents tend to want the national language or even an international language as the medium of instruction 'as they don't understand multilingual approaches'. This ignorance on the part of parents then becomes the 'rationale for monolingual and elitist policies'.

Benson (2005:66) does not blame parents but adopts a political position on the issue:
Language policy decisions have not happened in a political vacuum; in fact, deliberate efforts on the part of former colonial powers to promote their respective languages … have now been exacerbated by globalisation, co-opting national elite decision makers and further marginalising [indigenous] languages and their speakers.

What is the rationale for teaching other subjects through English?

It is ironic that post-colonial societies, particularly in Africa, are coming to realise the need to adopt mother tongue education just as, at the same time, several East and Southeast Asian nations are weakening the role that their national languages have had in education and strengthening the role that English plays. It is not an exaggeration to say that African nations – which have many local languages but which make use of the former colonial language as their national language - look with envy at countries such as Korea, Thailand and Indonesia which possess their own well developed national languages. (Japan and Taiwan could also be added to this list.) It would be almost unbelievable to an African observer that these Asian nations should willingly allow English into their schools as the medium of instruction.

The rationale for wanting to teach other subjects through English remains unclear. There are three possible explanations:

o Firstly, teaching other subjects through English may be seen simply as a means to improving the quality of English teaching. But, if this is the case, it is an approach which carries many risks with it. There must be alternative ways of improving English teaching which are not so risky. Moreover it is an approach which is resource-intensive, requiring the employment of large numbers of foreign teachers (or the retraining of even larger numbers of local teachers).

o Alternatively, the desire to teach other subjects through English may be in some way associated with the concept of 'globalisation' (or 'internationalisation') as reflected in many of the papers in this collection. But the concept of 'globalisation' is itself unclear and is often associated with competition with other nations, rather than with delighting in diversity (Coleman 2009b).

o Thirdly, teaching other subjects through English may be (whether consciously or otherwise) part of an elitist education process which is made available only to a small minority in society. Phillipson (2002:12) has argued that in many parts of the world English language teaching and learning are bound up with socio-economic hierarchies:
… the English-speaking haves … consume 80% of the available resources, whereas the remainder are being systematically impoverished, the non-English-speaking have-nots.
Lamb and Coleman (2008:202), discussing the Indonesian context in particular, also note that 'the education system is in danger of perpetuating social inequalities.'

Conclusions, further research and recommendations

Summary of findings

The principal findings of this survey of approaches to the teaching of other subjects through English in Korea and Indonesia are as follows:

- In Indonesia, the teaching of other subjects through English is just one element in a wider programme to develop international standard schools whilst the Immersion Programme in Korea is a free-standing language development programme.

- In Korea, where it is mainly mathematics and science which are taught through English, at least four models of classroom practice are in evidence. In Indonesia, there are many alternative interpretations with some schools using English as the medium of instruction while others are still considering what language policy they will adopt.

- Where English is used as the medium of instruction there is evidence that it constrains pupils' ability to process information and to interact with the teacher. Insufficient thought has been given to the implications for children's conceptual development, especially in the early years.

- In one case of good practice in Korea, the teacher distinguishes between children's conceptual level and their English language level. Tasks are designed to take into account the difference between the two. The English and subject lessons are well integrated, with the English component acting as a review session after four subject lessons delivered through the first language. No other observed lesson showed the same degree of careful planning as this one.

- In neither country does there appear to have been any analysis of the special language needed for teaching other subjects (e.g. the additional English vocabulary required).

- Some teacher-produced materials appear to lay heavy emphasis on language tasks rather than on helping pupils develop their understanding of the world around them. Some teacher produced materials employ English vocabulary which seems to be far above pupils' level.

- In Korea, some foreign teachers are employed to teach other subjects through English, but schools experience problems with teacher quality and teacher retention. Some Korean teachers are enthusiastic about teaching their subjects through English but many are not. In Indonesia, very few foreign teachers are employed. A recent survey of Indonesian teachers shows that more half of teachers in international standard schools possess a level of English language competence which is pre-elementary.

- In Korea the Immersion Programme is largely (though not entirely) restricted to primary schools: a government recommendation that mathematics and science be taught in English in secondary schools was recently withdrawn because of parental fear that this would damage children's chances of achieving the good examination grades required for university admission. The situation in Indonesia is different: there are already about 900 international standard schools and there is a possibility that the number will double over the next five years.

- In Korea, as we have seen, central government has withdrawn from the Immersion Programme scheme at secondary level, but some local governments are providing financial support for the programme in primary schools. In Indonesia, the situation regarding government support is very different. Central and local government funds for the international standard school programme are substantial.

- The impact of learning other subjects through English is difficult to measure because no systematic studies have been carried out. Some stakeholders claim that the impact on learners' English and on their mastery of other subjects is positive, whereas others claim that examination results are lower than when the national language is used as the medium of instruction.

- There appears to be a correlation between access to mother tongue education and overall educational achievement. Introducing the teaching of other subjects through English is likely to create a further barrier to successful education, especially at the primary level. It also conflicts with SEAMEO policy to encourage the use of the mother tongue in the early years of education.

- The rationale for wanting to teach other subjects through English is unclear.

Further research

Firstly, there is an urgent need for careful descriptions of what actually takes place in classrooms where other subjects are being taught through English. These descriptions need to be undertaken in schools in all three countries and at all levels of the education system (primary, junior secondary, senior secondary). The objective will be to identify the range of approaches which are currently being employed.

Teachers' own views of and justifications for what they are actually doing during their lessons also require investigation, as do teachers' rationales for the teaching materials which they produce.

There also needs to be detailed investigation of the arguments which stakeholders have proposed for teaching other subjects through English (teachers, parents, policy makers in central and local government, headteachers).

The impacts of teaching other subjects through English require detailed investigation. These studies will need to look at the impact on learners' competence in English, impact on learners' attitudes to English, impact on learners' attitudes to their national and local languages and, crucially, impact on learners' competence in the subjects which are taught through English.

Recommendations

o There needs to be wide-ranging debate on the objectives of teaching other subjects through English, and on the objectives of the schools in which this practice takes place. These issues need to be clarified before more technical details are explored.

o It is advisable that future discussion should avoid the use of acronyms and jargon. It is essential that discussion should be as precise and explicit as possible to avoid the risk that a particular term is interpreted in differing ways by different speakers/writers.

o The English language teaching community should remind itself that English language teaching takes place in an educational context. If English is being employed as the medium of instruction then the needs of learners vis-à-vis their learning of other subjects must be given priority.

- Education policy makers need to explore the implications of using and not using the mother tongue as the medium of instruction in early education. There may be risks associated with not using the mother tongue which policy makers are unaware of.

- Models of good practice in introducing 'bridges' to languages of instruction other than the mother tongue need to be explored.

- Organisations such as the British Council should encourage public debate regarding the risks and benefits of teaching other subjects through English. The role of the British Council can be one not only of capacity development, but also one of raising awareness among parents, policy makers and other interested parties.

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I am grateful to my colleague Hilary Asoko, School of Education university of Leeds for her comments on the worksheets included here. I am also grateful to Chaerun Anwar for information on examination results cited in this paper. However, the findings must be interpreted with caution because there is no data regarding the examination results achieved by the four schools cited before they joined the international standard school scheme,.

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STRUCTURED AND MONITORED TEACHER DEVELOPMENT: THE WIND OF CHANGE

Itje Chodidjah

Bilingual lesson in Indonesia was first triggered by government policy on SBI (international standardised schooling) which was issued back in 2006. The Indonesian government designated at least one school at primary and secondary level in each city and district to be SBI schools. Because many of the designated schools were not ready to be international schools right away, the government gave them more time to prepare (and these are known as RSBI or Prepared International Schools). There are now about 1000 RSBI schools. To be appointed as an RSBI school, a school should meet certain criteria, among which is the teaching of at least 2 subjects in English. Most schools think that maths and science are universal enough to be taught in English.

To start SBI, the government grants an amount of money for the schools to prepare and develop a scope of work for at least the first 3 years. This financial support is allocated for instructional materials, improvements in infrastructure and teacher training.
Because schools are given the freedom to manage their own budget, each school may prioritise areas they need to develop. It is obvious that all schools need their teachers to be ready to handle the class. From observation in the field, I have observed that the biggest challenge is to prepare teachers of other subjects to teach in English. There are several dimensions to this including the level of English proficiency of subject matter teachers; poor pedagogical knowledge on how to teach subject matter in a foreign language; and the methodology used in English classes, which is mostly traditional. Many teachers are not familiar with techniques to maximise interaction.

The main objective of this paper is to share the real situation in the RSBI regarding the use of English for teaching maths and science, and to propose an alternative teacher training model for schools.

What is RSBI – prepared international standard schools?

Based on PP Government Regulation no 19 2005, there should be at least one RSBI in a city or district. One of the main objectives in developing SBIs is to improve international competitiveness: therefore, consistent collaboration between central government and districts/city should be developed to set up schools of an international level.

Before a school can be upgraded to SBI level, it has to be a National Standard school. In Indonesia, schools are put into 4 categories, SBI, RSBI, National Standard and Regular schools. The RSBI or SBI schools should apply all the regulations for a national school and include some additional international characteristics, such as having a sister school abroad, and teach at least two subjects in English.

What do we mean by bilingual education?

When teaching other subjects in English, it is important to be clear about what the definition of bilingual education is:

- is it the use of English to teach maths and science in their entirety?

- is it about teaching parts of a lesson in English?

- does it mean translating the lesson or the teaching materials from Bahasa Indonesia into English?

- does it mean the teacher uses English to conduct the whole lesson?

- does it mean only instructions should be in English?

I raise those questions because there is no clear regulation on how to define bilingual teaching. Whether the entire lesson should be in English, or partly in English, or just a matter of using the terminology of science and maths in English is not entirely clear. In reality it varies, from just using English to give instructions, to the translation of some materials from Bahasa Indonesia into English, and the explanation of concepts in Bahasa Indonesia with some repetition in English.

Besides the fact that there is a lack of clarity about defining this area, most teachers are not proficient in using English to teach other subjects through it. They often struggle when they need to use English in functional communication. This reality has encouraged me to think of a training model which will lead teachers to become gradually competent users of English.

These following considerations should be taken into account:

o looking at the level of English of the non-English teachers, it is impossible for them to acquire English in only two or three terms language courses

o even when teachers of maths and science have quite proficient English, academic success and achievement do not only depend on the language proficiency of the teachers. They have to be able to use English to facilitate the learning of the content for the students' academic success.

o when teachers are proficient in using English, it will be easier for them to make the class more naturally interactive.

o research shows that it takes one to two years for bilingual learners to develop fluency in social, conversational English, and a minimum of seven years to acquire academic fluency. In addition, bilingual pupils acquire a second language most effectively when they are engaged in learning, not when the focus is solely on English. Bilingual learners do not need separate or extra English tuition or remedial support. They do need supported access to ongoing class work and focused support for using English across the curriculum.

How can we achieve success in teaching other subjects in English?
I summarise from John Clegg's November 2007 report, on his observations of bilingual education in RSBI in Indonesia, that l2-medium education works under certain conditions, e.g.:

- language level of subject teachers is fit for purpose
- pedagogical ability of subject teachers: language-supportive teaching
- language level of learners is fit for purpose
- exposure and motivation of learners
- materials
- social background of learners
- quality of l1-medium education.

Furthermore, Wong Fillmore (1985) recommends a number of steps that teachers can use to engage their students:

- use demonstrations, modelling, role-playing
- present new information in the context of known information
- paraphrase often
- use simple structures, avoid complex structures
- repeat the same sentence patterns and routines
- tailor questions for different levels of language competence and participation.

Challenges in l2-medium education

There are several challenges in l2-medium education. Learning through l2 tends to make learning more difficult: cognitive and language demands are certainly higher than in l1. And in Indonesia, it is clear that at the same time that learners are still developing their l2 ability, teachers also need to develop an adequate level of language ability. They need a special pedagogical knowledge which reduces the language and learning demands on learners because evidence suggests that if teachers don't use this pedagogy, learning is slow and inefficient.

The current situation in Indonesia
Students
In SBI or RSBI students:

o should undergo a special entry test including English and psychological and health examination

o have better knowledge of English compared to children of regular classes. The identification uses written test and short interview

o show higher levels of academic achievement

o come from families which are able to support them morally as well as with more learning facilities.

Teachers

Teachers, as the spearheads of this programme, often face a dilemma. On the one hand, they have to support the school which has decided to be SBI or RSBI; on the other hand, they realise that they need a lot of training before they can start teaching other subjects in English. From my observations it is clear that teachers often focus their teaching on talking about the lesson rather than exploiting innovative methods and approaches to facilitate learning. Consequently, we can say that the focus of a lesson is often more on teaching a lesson than on the wider process of learning. And all the time, teachers struggle with low levels of proficiency in English as they work to ensure their students do well in national examinations.

How can schools and training institutions help teachers in RSBIs?

I have had a lot of experience with a number of schools (state and private) which try to apply bilingual education and I can conclude that to make the bilingual programme successful, there should be a structured and monitored training programme in place for teachers. Training which will lead teachers to gradual and consistent progress will take a relatively long time and such training should be simultaneously done at school level, district level, and national level.

School level

At school level, all teachers' English proficiency can be identified through a simple written test and all teachers can be interviewed and grouped based on their English ability. The main objective is help the school in identifying the most effective potential teachers and to build an appropriate training model based on their needs.

I have tried this model in 2 schools where teachers were grouped after the written test and interview, as follows:

Group A - teachers who can function in English for communication and teaching purposes. These teachers can use English almost as fluently as they do Bahasa Indonesia.

Group B – teachers who can converse in English and can handle questions and explore their ideas but still with frequent errors and consequently are not ready to teach in English.

Group C - teachers whose command of the language was limited to basic structures with a number of errors in language accuracy that interfered with comprehension. Their communication was limited to survival language in short sentences.

How to prepare the teachers

There are a number of principles around the issue of teacher preparation and development. Those who are able linguistically to teach other subjects in English should be from group a. The school then implements any further English training as needed and specialist English teachers work in collaboration with teachers in group a to develop their methodological and language skills.
Group A teachers need:

o materials for self study to improve their English

o regular training on how to apply active learning in the class facilitated by resource persons from relevant institutions

o support to schools do self assessment of their own teaching through video recording and peer observation

o peer observation, team teaching and coaching

Group B teachers need:

o regular English training in language schools including out of class activities such as English club discussions with teachers of Group A

o peer observation with teachers of Group A to improve their teaching techniques

o in coordination with head teacher, matching teachers from Group A with teachers from Group B to develop language skills

Group C teachers need:

o intensive support to improve their English skills as a pre-requisite through formal training and supported learning informally.

District level

In each province in Indonesia there is always a teacher training centre LPMP (Centre for Teacher Development). This centre can prepare trainer training for city and sub-district professionals. To be more effective, LPMP need to upgrade their programmes for teacher training. The existing trainers in LPMP are reviewed (cf. training techniques and English level). LPMP work in collaboration with P4TK (centres for teacher development at national level) to prepare trainer training programmes. Participants come from city and sub district.

National level

Centre for in- service training (P4TK) for languages, maths, science need to do the following before they can undergo training for teachers who are going to be running bilingual lessons. They need to review the training programme, so that it will be more interactive and meet the needs of teachers. I mention this because the nature of training is often top down and tends to be more theoretical. They also need to review their trainers to find out whether they have proficient English to train teachers who are going to teach other subjects in English. And finally it is important to review training techniques and methodology, so that teachers have appropriate role models for them to refer to.

The winds of change will only blow when training is structured and conducted within a clear framework which is consistently monitored to maintain the quality of the delivery, not just the materials and the programme. It is an on-going challenge.

CLIL in Thailand: Challenges and Possibilities

Dr.Pornpimon Prasongporn

Background

Language education is widely perceived as one of the most valuable global commodities and it is an essential in the world of globalisation. The power of language as a means of communicating and doing business with the outside world is clearly recognized by countries around the world. English, more than any other language, facilitates mobility and development in several spheres, including commerce, tourism, study, and this, in turn, contributes towards the prosperity of individuals and nations.

English Language Development in Thailand

The enhancement of English Language learning and teaching should include the training of teachers, supervisors, professional networking, the needs of students as well as methodology studies. The Communicative Approach has been instrumental in raising awareness about new methodologies for language learning in Thailand with its emphasis on activities to facilitate communication. Practitioners have also helped to influence policy and practice as a result. In order that students in all education service areas have access to effective English learning, schools at all levels have to be improved. The Model English Teaching Schools have been created in all education service areas in Thailand, and the English and Mini English Programme schools are present in each district at the present time.

Developing English teaching and learning resources to support Communicative teaching

In order to develop teaching and learning resources to support a Communicative Approach, the development of the following elements need to be considered:

- new curriculum and teaching resources - training on how to implement the Basic Core Curriculum 2551 has been enacted at all education levels. Studies on the production of the curriculum, student achievement and performance are planned to monitor the roll-out of the new curriculum.

- the development of the potential amongst teachers of English – as teachers are a key element to success, their English competency needs to be improved at all levels, and the ones who show potential will be trained in more advanced areas of study and skills.

- networking - The English Resource and Instruction Centres (ERIC) have been promoted at primary and secondary levels. Networking will help support teachers to develop further their English knowledge, ability, skills and also their management of teaching and learning. Through such activities, it will help to promote the sharing of teaching experience and human resources.

- creating an English learning atmosphere in classrooms and increasing opportunities for learning outside the classroom - The increasing of opportunities for learning both inside and outside the classroom need to be considered, including:

- the development of students' ability in English skills through learning activities both inside and outside the classroom such as English camps, English competitions and language talent activities

- the establishment of ICT in schools can help students develop their English skills. ICT plays a crucial role in the world of communication and education.

Background of bilingual Education in Thailand

The demand for English has increased dramatically in the last ten years as globalisation has become a strong economic force. As a result, the government's intention has been to develop greater fluency in English language among Thai students and make Thai people better prepared for the economic competition both individually and as a nation. The Ministry of Education launched a project to improve teaching and learning through the Basic Education curriculum in English in support of this policy. The purpose of the project mainly focuses on language development among learners.

The Ministry of Education's 'English Programme' had the following key features:

- the English programme is optional and schools can opt in according to their readiness and capability

- the programme can be implemented from early childhood to secondary level

- the teaching and learning process of the programme will take account of the Thai context but at the same time it will exemplify international elements. It aims to maintain the prosperity of the nation, religion, monarchy, the Thai language, art and culture

- the administration and management of teaching and learning through English must benefit from conventional resourcing in terms of materials, laboratories and so on.

The English programme operates at kindergarten, elementary and secondary levels. At kindergarten, no more than 50 % of the total time of instruction is devoted to English. For the elementary and secondary levels, there are two programmes:

English Programme (EP) - The schools provide English as the medium of teaching and learning in all subjects (at least 4 core subjects) and at least 15 hours per week.

Mini English programme (MEP) - The schools provide English as the medium of teaching for 8-14 hours per week. All subject areas can be taught through English with at least 2 core subjects included. The subjects and contents relate to the Thai language, religious and Thai culture are not permitted to be taught in English. The number of students in each class is not permitted to go above 30.

Present Situation of English Programme Schools

Since the policy of English Programme schools was launched in 2001, the option of education in two languages has become available to a much greater number of students and is in great demand among parents. There are benefits to the programme in providing access to learning English through subject content at school and helping parents to enrich their children's English language education without having to send them away from home.

The outcomes of the EP have been successful up to this point. The students who graduated from the programme attain good academic standards, not only in language competency but also in content knowledge. Furthermore, it enriches the students' abilities in expressing their opinions through English. The class size helps to reduce the gap between teachers and students. As a result, it helps promote teacher-student interaction.

For the process of teaching and learning, studies have found that the pedagogy used by the teachers is more hands-on and focuses more on the learners, allowing students to adopt a variety of learning styles.

CLIL Launched in Thailand

The CLIL-Thailand project results from an initiative by the British Council in partnership with the Ministry of Education, which organised the conference: Future Perfect – English Language Policy for the New Millennium in 2006. One of the significant outcomes identified included the integration of English into the curriculum as a medium of instruction and how English language educational methodologies might be adapted to suit the newly emerging demand for higher levels of learner competence in Thailand. This led to an examination of the potential of the methodological approach termed Content and Language Integrated Learning (CLIL).

After the conference it was agreed to set up a small-scale CLIL project in six schools. The objective was for each school to construct and implement a learning module involving integration of authentic content, and English language, according to the principles of CLIL.

The Stages of CLIL Pilot Project launched in Thailand

Stage 1 - Selection of Schools and preparation

Six schools (3 primary and 3 secondary levels) were selected by the Office of Basic Education. The schools had already operated either the English Programme or the Mini English Programme. The teachers involved in the CLIL project were mainstream teachers but most of them were not directly working on these two English programmes. Student groups were drawn from mainstream programmes, that is to say they studied all subjects through Thai, and studied English as a subject.

Stage 2 - Clarifying the policy to the participants

Building up understanding about the CLIL project was prioritised. The target schools, the supervisors in the education service areas, teachers and also parents, who were the important stakeholders, were informed about how the project was going to be implemented. The Ministry of Education consulted the schools to get their input, and schools in turn set up meetings with parents to discuss how the project would be planned.

Stage 3 - Lesson planning

A series of workshops was organised in order to prepare teachers in planning lessons using the new materials and approach. It took almost one semester for the preparation of lesson planning and materials used in the project. As CLIL is dual focused – content and language -so the lesson plans had to take into account both content and language learning goals. In this stage, there was collaboration among the Ministry of Education, expertise from British Council and teachers themselves within and across schools to support the drawing up of lesson plans. The schools developed two levels of planning, namely module or unit plans and individual lesson plans. Lesson planning contained two main areas of focus:

o emphasis on teaching objectives, containing objectives and subsequent learning outcomes in relation to content, English language and thinking skills

o emphasis on learning activities.

In order to cope with any problems resulting from low levels of proficiency in spoken English among teacher participants, the teachers produced detailed descriptors and support materials in order to reduce the amount of talk which the given teacher might be required to produce.

Lesson Plan Piloting

After the lesson planning had been completed, each school tried out their lesson plans and then revised them as necessary. All schools started to deliver the lessons based on CLIL thinking in the 2nd semester in 2008. Each CLIL Module had the following features:

- co-designed by content teachers and English language teachers.
- each module was taught over 25-30 hours a week.

- the themes used were Water Around Us for primary school level and Environment/ Climate /Ecology for secondary school level.

- data gathering to feed into monitoring and evaluation studies conducted by a team of researchers.

After the implementation stage was completed in January 2008, workshops on the monitoring and review of the CLIL project were organised by the English Language Institute, Office of the Basic Education Commission. The six schools reviewed how CLIL had been implemented in their schools and then each school wrote a summary report to the Ministry of Education. The reports included the school profile, CLIL Module Type, data on the student achievement, lesson plans together with material used in CLIL classes and their suggestions and recommendations.

Curricular Models/Types

A range of different models were designed among the target schools. Each school was encouraged to find out which model fitted the student, curriculum, and the school context. The four curricular models are shown in the table below:

	Types	Planning	Learning & Teaching Process	Language Use
A	Content teacher teaches science through English	Co-designed by content & language teachers	Support system operates if students face language problems during lessons.Small group of students - participatory methods.	Minimal use of Thai among students
B	Content and English language teachers teach science through English	Co-designed by content & language teachers	Team-teaching by content teacher and language teachers. Content and language aims were embedded. Thinking Skills were embedded.Small group of students - participatory methods.	Minimal use of Thai among students
C	Content and language teacher teach language and science in sequence	Co-designed by content & language teachers	Content-based instruction was used. Content and language aims were embedded. Thinking skills were embedded. Small group of students - participatory methods.	Moderate use of Thai among students
D	Content and English language teachers teach science through extra activities	Co-designed by content & language teachers	Team-teaching by content and language teachers. Content teacher taught the lesson through the Thai language. Language teachers taught English. Content and language aims were embedded. Thinking skills were embedded. Small group of students-participatory methods. Class was arranged as a club (1 hour per week)	Widespread use of Thai

What has been learned from the implementation of CLIL?

It was revealed from the reports that the experiences gained from developing CLIL modules among schools helped make teachers aware of the value of the approach especially in terms of systematic planning. However, teachers reported that designing the modules was time-consuming.

A number of points are worth noting at this early stage:

- a positive attitude towards CLIL was found among students. They found it fun to learn in such an environment. This is a good start because having a positive impact on learner attitude leads to greater effectiveness of learning.

- CLIL classes benefited from dynamic methodologies. Participatory learning was applied and this helped classes become more interactive. Students enjoyed being in CLIL class and found that they gained confidence in sharing their knowledge and skills in both content and language. It also strengthened synthesizing, evaluating and applying knowledge in both English and Thai.

- teachers expressed their satisfaction at the strengthening of their learning community resulting from the joint planning and teamwork. They learned from one another and helped to solve problems while they delivered the lessons in CLIL classes. Content teachers improved their English while language teachers gained more knowledge about science.

- the CLIL project has strengthened the position of English language learner development within the curriculum and is seen as a hands-on way to introduce positive professional development of teachers within a school.

- implementing CLIL in Thai mainstream classes requires greater teacher development plans in language input among content teachers.

- the provision of in-service training to upgrade English language proficiency, as well as the development of CLIL methodologies and skills will help the CLIL project to develop further in the future.

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English Medium Education – The Singapore Experience

Kalthom Ahmad and Shariffa Begum

This paper presents a brief summary of how English came to be the medium of instruction in all government and government-aided schools in Singapore. It begins by providing a historical background to Singapore's social and linguistic context, and by outlining how the English Language (EL) syllabuses for primary and secondary schools have changed over the years. These changes have reflected key government initiatives and the EL curriculum needs for learners in Singapore. Next, we will examine the way EL is taught in Singapore alongside the pupils' mother tongue (chiefly Malay, Mandarin or Tamil) and how EL is used as the medium of instruction to deliver content in other subjects at primary and secondary school levels. Finally, we will look at the way Social Studies will be interwoven with the lower primary EL Curriculum from 2012.

Singapore's historical background

Singapore is a densely populated nation state of about 647 square kilometres. Singapore's forefathers came as early immigrants in search of a better life. They came from a great diversity of racial and cultural backgrounds from various parts of Asia and beyond. Our population is broadly grouped into four major ethnic communities: Chinese, Malay, Indian and others, roughly in the proportions of 75:15:7:3.

This diversity of backgrounds has given Singapore a complex language environment. Malay is the national language and there are three other official languages: English, the language of administration, lingua franca and increasingly the predominant home language, Mandarin, and Tamil.

While there is considerable mixing of the communities in the public domain, they maintain their own language, culture and customs. The analogy of four overlapping circles has been commonly used to describe ethnic relations in Singapore. In the overlapping area, Singaporeans share common experiences and a common language – English - and have equal access to opportunities. Where the circles do not overlap, each community maintains its own language, culture, and customs. Although English is of strategic importance to Singapore, as a lingua franca between the different ethnic groups, and as a language that connects us internationally, the emphasis on multiracialism and meritocracy has helped to build harmony out of diversity in Singapore, and fuelled its economic development over the past three decades.

The Bilingual Education Policy

The Bilingual Education Policy was introduced in 1967 to encourage children to be proficient in both English (the medium of instruction for most subjects in schools) and their Mother Tongue Language. It is a key language policy that has improved Singaporeans' capacity for economic and global participation while also providing the basis for linguistic and social cohesion, and national unity. In Singapore schools, the Mother Tongue is the language one is identified with (chiefly, Malay, Chinese, or Tamil), and may not be the language spoken at home. It is taught for the purpose of transmitting moral values and cultural traditions. The Mother Tongue language is a compulsory, examinable subject at every milestone examination. It is also a pre-requisite for admission to University.

Subjects using English as the medium of instruction in schools

Besides learning English, pupils also learn subjects like Mathematics, Science, Social Studies, Art & Crafts, Music, Physical Education and Health Education in English, pupils also learn their Mother Tongue languages alongside the subjects mentioned above.

The role of English in Singapore's education system from the 1950s to the present

Under British colonial rule, Singapore's education system was highly fragmented, with schools using different languages as their media of instruction to teach vastly different curricula. English was not a widely spoken language in Singapore then. There were some English Language schools, but many among the Chinese, Malay and Indian communities sent their children to vernacular schools. These schools used the mother tongue as the medium of instruction and were set up by their own various communities. There were separate EL syllabuses for English Medium schools and the vernacular schools.

In the 1960s, the school systems were divided and politicised. From the start, the independent government recognised that education was not just a means to train a workforce, it was also a most effective means to build social stability and a sense of national identity among a diverse population.

A series of educational reforms was introduced to ensure comparable standards and parity, and set up a common education system across all English stream schools and the vernacular streams. The 6-3-3 structure of Chinese schools was aligned with the 6-4-2 (with 6 years of primary education, 4 years of secondary, and 2 years of pre-university education) English school system, where the 'O' and 'A' levels were key exams that determined progression to the next stage of education. Where possible, two or more language streams were integrated into one integrated school under one principal to promote racial mixing and cohesion.
Progressively over the years and with government support, the English schools gained ground and enrolment in vernacular schools declined. By 1987, all government and government-aided schools offered the same curriculum and all pupils were studying EL as the school's first language and the main medium of instruction. It is in this latter sense that the school system became termed as 'national'. It had been a long and difficult process to unify the education system in an ethnically plural society.

English in Singapore through the years

The EL Syllabuses in Singapore since the 1950s reflect the changing aims, approaches and emphases of EL teaching and learning. These in turn were influenced by global and national concerns, the changing role of EL in Singapore and the world, the needs of our pupils and research in language pedagogy. In the '50s and '60s, the EL Syllabus in Singapore was prescriptive and the emphasis was on oral work and grammar. During this decade, Singapore's education system was in a 'survival-driven' phase. The two most pressing problems for the government then were building national cohesion and preparing the nation for economic survival. Hence EL was taught with the purpose of equipping the workforce with "a reasonable proficiency in the EL to meet the needs of an industrialising and modernising economy". The aims of the EL syllabuses were to develop pupils' ability "to carry on a simple conversation in grammatical English; read and understand simple prose; write simple connected English prose" (1961 Syllabus) at the primary level and express themselves "in spoken or written speech ...to understand the spoken and written speech of another, and to feel or appreciate the appeal of literature" (1957 Syllabus) at the secondary level.

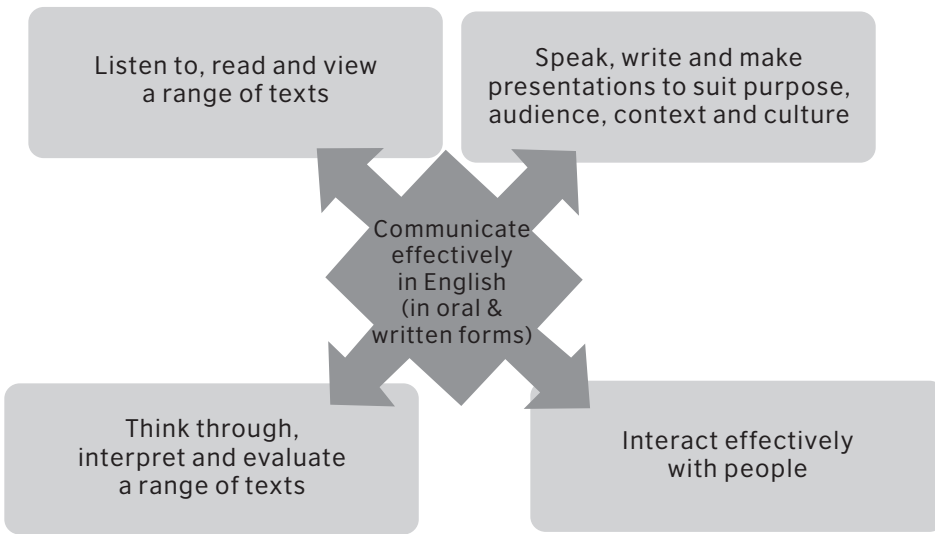
The phase of survival-driven education continued into the '70s and the approach to teaching remained prescriptive and teacher-centred and the learning of EL was perceived as the key to knowledge and technology in the developed world. This perception was reflected in the steady movement of pupils from the vernacular schools to the English-medium schools. The majority of pupils entering primary one in English-medium schools came from non-English speaking homes.

The '80s was the early phase of an 'efficiency-driven' education system. The aims of language teaching had changed "to enable pupils to acquire the basic skills of listening, speaking, reading and writing to achieve functional literacy, and to reach a proficiency level, which would enable them to learn the content in Mathematics, Science and other subjects in the curriculum". The teaching of EL in the primary schools also changed significantly. The Reading and English Acquisition Programme (REAP) was implemented in Primary 1 to 3 while the Active Communicative Teaching (ACT) programme was implemented in Primary 4 to 6. The changes in teaching materials and methods introduced by these two programmes added a new emphasis on fluency and meaning to the traditional emphasis on form and accuracy in EL teaching.

In the early '90s, there was a move towards a non-prescriptive syllabus and the emphasis was on meaningful and purposeful language learning. Several approaches were introduced during the various phases of syllabus development. The aim was to "help pupils develop their linguistic and communicative competence to meet both their present and future needs in the personal, educational, vocational, social and cultural spheres," (1991 Syllabus).

By 2001, the EL Syllabus 2001 was implemented in all government and government-aided schools in Singapore. It was described as an evolutionary, not a revolutionary, development of the curriculum. It incorporated many features of the EL Syllabus 1991 as well as the features of successful school programmes such as the Reading and English Acquisition Programme (REAP) in the primary schools. Three major influences helped shape the EL Syllabus 2001 - globalisation of the economy and the need for Singaporean pupils to be globally literate; the role of English in accessing information and new knowledge; and the state of English in Singapore at that time. The aims of the Syllabus were represented in the following diagram:

Fig. 1 – Aims of EL Syllabus 2001



The EL Syllabus 2001 moved away from themes to Areas of Language Use as an organisational framework. Areas of Language Use focuses on how language is used for information, social interaction and creative literary purposes, and how language skills, grammar and functions are integrated for a communicative purpose/ task.

The emphasis of this Language Use Syllabus is on enabling pupils to use language appropriately for a specific purpose, audience, context and culture. Pupils are taught how to communicate fluently and appropriately in internationally acceptable English. They need to understand how the language system works and how language conventions can vary according to purpose, audience, context and culture and apply this knowledge in their speech and writing in both formal and informal situations.

English Language Review 2006

The English Language Curriculum and Pedagogy Review Committee (ELCPRC) was formed in September '05 to examine the way in which EL was being taught in schools and to make recommendations for improvement.

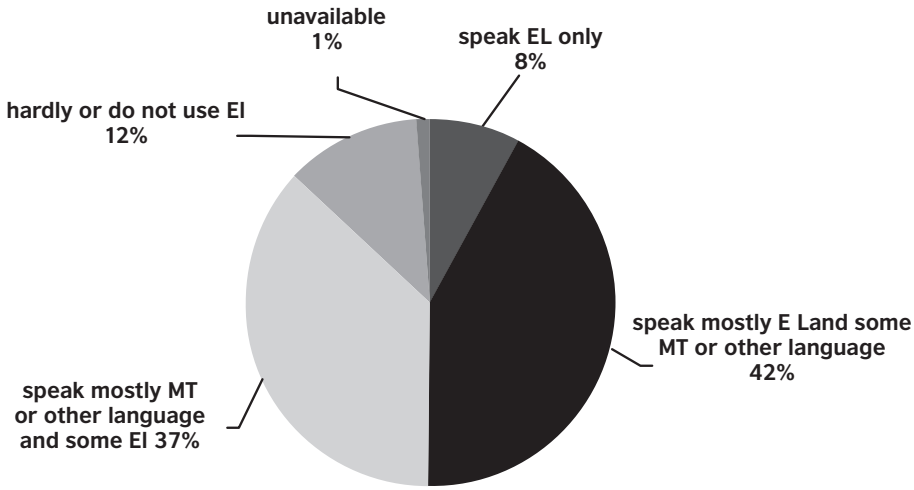
The review encompassed three main areas: (a) curriculum and pedagogy; (b) teacher training and development; and (c) community support and initiatives. The revised EL syllabus aimed to enrich the EL curriculum through the infusion of literature and rich texts, opportunities for creative and sustained writing, and integration of Information and Communication Technology and media literacy skills.
The views of around 3,600 students and 1,000 EL teachers were gathered through surveys. Focus group discussions were also held with students, teachers, parents, principals and employers. In addition, study trips to India, Hong Kong and New Zealand provided opportunities for Singapore to examine different language policies, curriculum, pedagogy and assessment of EL. The English Language Curriculum and Pedagogy Review underscored Singapore MoE's sustained efforts at improving language education for students and coincided with the Ministry's regular update and revision of the EL syllabus. Given the importance of languages in Singapore, the Review aimed to strengthen command of English and to maintain Singapore's distinct edge in an increasingly competitive, globalised economy.

It was also carried out in the context of strengthening bilingual education.
As such it was a timely and comprehensive review, and it followed naturally from the Mother Tongue language reviews conducted two years earlier.

The Status of EL in Singapore Schools

The EL review highlighted how language use had shifted over the years. There were more students speaking English at home. Based on our 2006 Primary One cohort data, two broad groups of English Language learners in schools could be discerned. About half of Primary One students used English as the main language at home, while the other half used mainly Mother Tongue or other languages at home (see Fig. 2 below).

Fig. 2 - Profile of EL Learners in Singapore (based on 2006 Primary One cohort data)



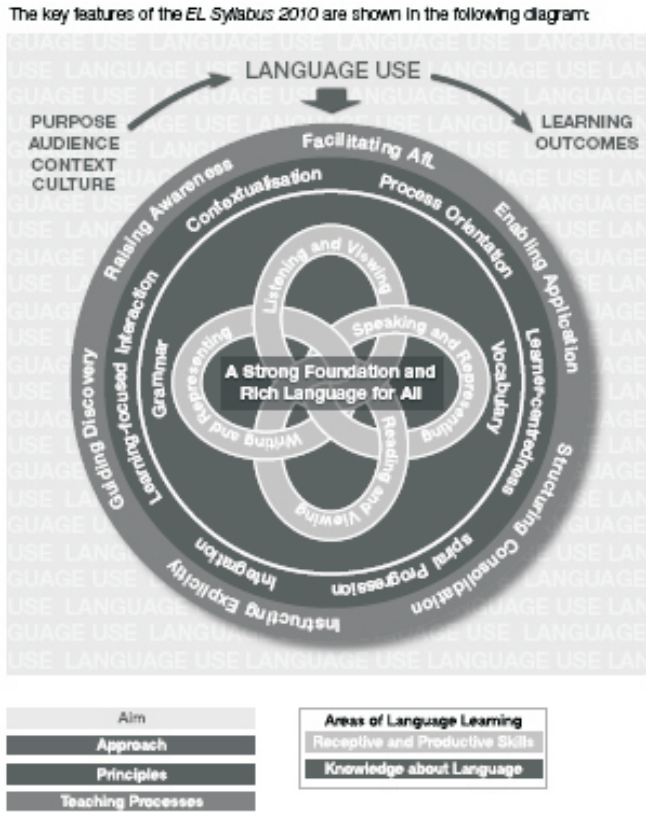
There had also been a steady improvement in students' performance in English. Both pass and distinction rates at 'O' level had been on a gradual increase over the past 20 years. At the primary level, Singapore students achieved good standards in international comparisons of reading literacy. PIRLS, the Progress in International Reading Literacy Study, showed that Singaporean students' reading abilities were above the international average. In 2006, Singapore leapt from 15th in 2001 to 4th among 45 education international systems that took part in the study.

Our students appeared to be competent in English, but there was significant scope for improvement in some areas. Although students did fairly well in reading, literacy standards of oral and written communication are uneven. To encourage students to continue to gain fluency in both English and mother tongue, the MoE recommended the development of an engaging curriculum, a differentiated instructional approach in mixed ability classes, a greater emphasis on oracy and reading skills, the provision of varied levels of attainment, the use of school-based assessment emphasising learning, and the development of community partnerships and initiatives.

The EL Syllabus 2010

To be implemented at Primary 1 & 2 and Secondary 1 in 2010, the EL Syllabus 2010 continues the evolutionary nature of EL Syllabuses in Singapore. Language Use continues to be one of the key features of the syllabus. The other key features emphasise how areas of language learning will be taught in the EL classroom, guided by the principles and processes of EL teaching and learning (see Fig. 3).

Fig. 3 – The Key Features of the EL Syllabus 2010



Key areas of support for schools

Professional Development

This is critical to enhancing of the capacity of the teaching force. Targeted and sustained Professional Development will ensure that teachers are well supported with the implementation of the new curriculum. At the primary and secondary levels, key courses in Grammar, Spoken EL, Speech and Drama, and Phonics have been identified for EL teachers to help support them in teaching with the revised syllabus.

Pre-service training

The key thrusts of the EL Syllabus 2010 were also shared with our main partner and teacher training institute, the National Institute of Education (NIE) so that trainee teachers will be equipped with the necessary skills and knowledge in teaching with the new EL syllabus when they join the schools as beginning teachers.

Resource Support

Teachers from the primary to the Pre-U levels will be supported with resources to teach the various subjects. These include:

- curriculum planning documents
- teachers' guide
- print and non-print resources.

The EL curriculum 2010 for lower primary

In the primary school curriculum, English is taught through the STELLAR programme. STELLAR stands for Strategies for English Language Learning and Reading. This is a language programme designed to help children acquire English Language skills through activities in listening, speaking, reading, writing and visual literacy. In the STELLAR programme, children learn reading and writing using rich and interesting books with discussions led by the teacher. Children are also engaged in developmentally appropriate activities to consolidate their learning.

The strategies used for EL learning and reading for lower primary are:

- Shared Book Approach (SBA)
- Modified Language Experience Approach (MLEA)
- Learning Centres (LC).

Shared Book Approach (SBA)

In SBA 1, pupils read a story book with the teacher and engage in oral discussions with the teacher and peers. The focus of the activity is reading for enjoyment and understanding. In SBA 2, the focus is on explicit teaching of language skills.

Modified Language Experience Approach (MLEA)

In MLEA, pupils will continue to develop all of their language skills but with a greater focus on learning to write. In MLEA, pupils are provided with motivating shared experiences which help them to associate the written forms of English with the spoken forms. The shared experience is linked to the book that pupils have read during SBA. In MLEA 1, the teacher engages the pupils in class writing by asking questions and using the contributions made by the pupils. In MLEA 2, the teacher discusses related topics for pupils to write in groups. In MLEA 3, the teacher suggests topics for pupils to write about on their own.

Learning Centres

Learning Centres are designated areas in the classroom where small groups of children at similar levels of progress can gather for the reinforcement and extension of SBA and MLEA lessons. There are three learning centres:

o the Listening Centre is equipped with a CD player and a junction box with individual sets of headphones. Using the small version of the Big Books, pupils listen to and read along with a familiar story. Pupils may also listen to songs or poems introduced previously by the teacher.

o the Reading Centre is a place in the classroom where a variety of books is readily available to the pupils. These books cater to the reading and interest levels of the children.

o at the Word Study Centre, pupils are engaged in activities to build up their vocabulary and language skills through games and sentence building.

The Social Studies Curriculum in Primary Schools

Social Studies is a non-examinable subject taught in primary school. It is a study of how humans interact with each other and with the world. The purpose of Social Studies is to develop pupils into informed, concerned and participative citizens so that they are aware of the world in which they live and thus are able to show care for the community and the environment around them. At lower primary, pupils learn about their immediate environment such as home, school and neighbourhood. At the upper levels, pupils learn about their country, their neighbours in the region and the rest of the world.

In the new lower primary Social Studies Curriculum (P1 to P3), which will be implemented in 2012, Social Studies will be interwoven with English. At this formative age, pupils need to be sufficiently literate so that they can begin to comprehend concepts introduced in various subjects. Pupils use language to draw on and talk about their experience, discuss things around them and understand even things that they have not experienced before. Interweaving Social Studies with English Language would help pupils learn content while acquiring literacy skills. Through the stories in the books and texts used in the STELLAR programme, pupils would be able to make connections with the people, events and concepts they are learning in Social Studies.

Interweaving Social Studies with English

At Primary 3, pupils are exposed to different text types in the second semester. In one of the English lessons in Primary 3, pupils are exposed to information text in the unit, Houses in Singapore. Using the KWL strategy in the English lesson, pupils explore the content in Primary 3 Social Studies under the topic Housing for the people.

The Social Studies lesson is interwoven with the English lesson such that the learning of content complements and enriches pupils' language skills. At the same time, pupils are able to expand their vocabulary and learn about the structures used in information texts, as there is extensive use of information texts in Social Studies.

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A Case Study of an Early Years Bilingual Schools Project in Spain

Teresa Reilly

Background

In 1996, the Spanish Ministry of Education in partnership with the British Council Introduced an Early Bilingual Schools pilot programme initially to three and four year olds In a number of state schools in the country. Since then, the project has grown to encompass 28,000 young people between the ages of 3 and 16 and is now a well-established programme in 120 primary and secondary schools. The project also serves as a model of good practice for regional governments in Spain, who are developing similar bilingual education programmes. With more than 80,000 pupils studying through an integrated Spanish/ English curriculum, many language professionals believe that this is bringing about a radical transformation in language education in the country, challenging the existing principles, methodology and attitudes towards foreign language learning and teaching.

The purpose of this paper following on from the presentation at the EBE symposium in Jakarta is to provide a case study of the initial Bilingual Schools project and:

o examine its beginnings

o explore the issues which initially gave rise to concern amongst stakeholders

o reflect on challenges encountered and lessons learned over the past 13 years

o highlight good practice from Ministries, head teachers, teachers and pupils which have contributed to its achievements.

I would like to make the point from the outset, that no single model of bilingual education is the "right one". Richard Johnstone in his paper at the EBE Symposium presented a number of different examples. What they all have in common is that they are effective approaches evaluated and understood in their own particular contexts. It is, therefore, within the context of Spain that I am presenting this case study in the hope that the challenges overcome and lessons learned may be of interest to educational institutions seeking to improve how languages are taught and learned particularly through the early stages of education.

In trying to prepare the younger generation to meet the challenges of a multilingual Multicultural Europe, the Spanish government introduced the pilot bilingual project in 1996 starting with children at the age of three planning towards working up though kindergarten, primary and into secondary. There were a number of good reasons for a adopting a "new" approach: the effects of globalisation meant that there was demand for a higher level of proficiency in English; the proposed EU formula of "2+1", ie mother tongue plus one other language dominated by the end of primary, with the third language introduced in the last years of primary education. Above all, the MoE were aware that though the teaching of a foreign language, largely English, had been mandatory for children from the age of 8 in Spain since 1992, results from this policy in state schools were not demonstrating the desired rise in the level of proficiency.

It should be noted that bilingual schooling is not a recent phenomenon: for generations, young people from privileged backgrounds or from diplomatic families who travelled the globe were frequently bi- and very often multi-lingual. In Spain, as in most European countries, large numbers of private schools offering a bilingual curriculum have been operating for many years. Indeed, the original model for the Spain project is the British Council School established in 1940, which is perceived in Spain to be a highly successful model of a bilingual school. This success encouraged the Spanish Ministry of Education in their decision to pilot an integrated English / Spanish bilingual model in partnership with the British Council.

Stated Objectives & Expected Outcomes

To provide for state school pupils from age 3-16 an enriched model of education in Spanish and English, delivered through an integrated subject and skills based curriculum in which two languages and two cultures meet to create a quality social and academic experience for every pupil.

Young people who have been educated through this model will be able to function in two languages and in two cultures and be better prepared to meet the demands of an increasingly global society.

There are many acceptable definitions of bilingualism: in the Spanish context this has been taken to mean the model of a proficient English second language user comfortably and confidently able to communicate both with other non-native speakers and native speakers of the language. The level, range and depth of the communication is age specific but the expectation is that by the end of the primary stage the pupils in the top 20-30 percentile will be functionally fluent in English, as follows:

- they will have 100% comprehension in the classroom subjects they have been studying
- they will have developed good oral communication strategies
- they will be comfortable in reading authentic age-specific fiction and non-fiction texts
- they will have developed basic writing skills such as the ability to plan a one or two page fiction or non-fiction text, paragraph it, use punctuation and demonstrate a good basic use of vocabulary and a relatively wide command of sentence structure.

In addition, expectations are high for the children in subject areas, where it is expected that they will reach the same levels in science, geography and history as their monolingual counterparts, though there will be a slower start initially. Finally, it is also expected that the level of their first language will not have suffered through having less exposure to the Spanish language and should again be equal to that of a monolingual counterpart. From the very start, it was planned that the children who were included in this pilot project, many from schools where there was a background of economic or social challenge, would continue through from kindergarten into primary and secondary and that all children regardless of ability or socio-economic background were to be Included.

The decision to start early was based on the underlying principles of providing children with opportunities to acquire the L2 in the same way as the mother tongue in a pre-school environment which was less formal than in primary schools. In addition to providing longer exposure to the language in a more natural environment, there is frequently a more instinctive focus on communication, collaboration and interactive, experiential learning in kindergarten education, conditions which are considered to be conducive both to the development of first and second language. The children in this pilot project by the end of their three years in kindergarten have indeed developed excellent comprehension skills along with a positive attitude to learning English which they take with them into primary school and beyond. The challenge at this stage was to recruit and retain the supply of teachers who had the high level language and methodological skills required to deliver a programme of this type, in which between 25% and 40% of the curriculum is delivered in English.

Initial concerns of stakeholders

The four main groups of stakeholders in the project, the Ministry of Education, the schools, the parents and the British Council had concerns, some of them shared by all, some particular to each group.

The Ministry of Education was keen to bring about political change, which would lead to a rise in language learning standards and a raised profile on the international scene. Their concerns focused on the general understanding of the term "bilingual education": what exactly did this mean "translated and transferred" into state school education? How could they best effect these changes, bringing on board schools, inspectors, trade unions, parents? What effect would spending less time on subjects in Spanish have not only on the subjects but also on the Spanish language itself (a concern shared by all stakeholders initially!)? How could they introduce this programme when the level of primary teachers' English was at that time quite low? How would it be monitored, evaluated, assessed? How could it be managed progressively through infants, into primary, and up through secondary? What would be the ratio of costs to benefits?

Many of these concerns were echoed by schools and parents. Head teachers and staff were initially unable to see how a whole school could sustainably become bilingual over a number of years. If this was to be a progressive project it was going to take nine years to get from first of kindergarten up to the end of primary with very different demands 9curricular and staff commitment) for each few years in the school system. There were worries that this would be like so many other projects started and then left to fall apart when governments changed, or something more important came along. Head teachers were concerned that the constant movement of teachers between schools would make the project unmanageable. Teachers were quite adamant that they couldn't "do" this: their level of English wasn't high enough, they couldn't possibly teach science, for example, in English to children who wouldn't understand, the children would fail the exams and they would be blamed. And what resources were available to them? Spanish text books translated into English wouldn't be an option as they were too dense in both knowledge, and language text books used by British children would be unsuitable as the vocabulary would be too challenging.

Parents were, and have remained, very supportive of the initiative. They wanted their children to have a better level of English: they realised that English was a skill which their children would need and many were not in an economic position to provide extra-curricular private language classes or visits abroad which were considered the only way to provide the high level of language skills required. However, they shared with the schools the concerns of sustainability and examination success plus the very real anxiety that as non-English speakers themselves they would be unable to provide any "home" support to their children.

For more than 70 years the British Council School has worked in the field of bilingual education, educating children from Spanish backgrounds, not generally from international backgrounds, through an integrated Spanish-English curriculum. British Council concerns centred on whether the kind of conditions felt to be necessary for success could be established in state schools. Their role in the partnership would be that of facilitator: to support the Ministry in bringing about curriculum change and to support the schools in the development of teachers and the heads in the management of the project.

The challenges were daunting, so great that it seemed almost impossible to know where to start. However, Early Bilingual Education is about innovation and as with any innovative approach, challenges have to be acknowledged and managed. The rest of this article describes how some of these concerns were resolved and what solutions have been adopted.

Meeting the Challenges: From Concerns to Planning for Success

This section examines some of the elements that enabled the programme to achieve impact over time:
Steering committee
This was established with the overall remit to manage and approve a strategy of change for the project. The board consisted of several top level educational policy makers from the Ministry of Education. In addition, two Ministry officials from the Spanish teacher training/ curricular innovation department were brought on board. These were joined by three British Council staff, one of whom with a background in bilingual and EFL teaching and teacher training and experience in project management. This steering committee met twice a year to review progress, to address any problems and to make appropriate decisions on the essential area of project funding. Thirteen years later, the steering committee is convened only when a major decision needs to be taken.

Project management team

Two of the members of the steering committee formed the next level of project management, one from the Ministry of Education, and one from the British Council (myself) Together we form the nucleus of a team which reports both up to the steering committee informing and advising decision making, and manages the allocated project budget to provide support for schools and project development. We work with regional governments in Spain, examination boards, evaluation teams, universities, teachers, teacher trainers and curriculum designers, planning strategy, and generally trouble-shooting and fire fighting as the need arises. We facilitate teacher development courses, UK / Spain school links and teacher or pupil UK visits and joint projects. The Bilingual Schools project has grown organically and needs are constantly developing. Teachers change, and their needs change so the support for teachers evolves all the time. School managements change and new head teachers need to be supported. So, annual meetings with head teachers are held and visits made to new schools to help explain policy implications. As the project moves into a different stage of education, different needs are identified and met.

Teacher Provision

When the project was set up the initial proposal was that teachers with a UK background in teaching, who were also native speakers of English, would be recruited and employed by the Spanish government to deliver the English part of the curriculum. This was perceived as necessary in the climate of the time in Spain where the level of English language among primary teachers was very low, Thirteen years later, there are now a maximum of 4 UK or, increasingly Spanish primary school trained teachers who are "additional" /supernumerary teachers in the 80 primary schools. This has brought about many benefits to the schools, not the least of which is to have the language expertise of the "native speaker" primary school classroom teacher. All schools would agree though that the language benefit is not the major one: what these teachers have brought to the project is the added dimension of other cultures and other teaching experiences which together with Spanish experience have considerably enriched the lives of the children and the culture of the schools.

However, any project which depended solely on the expertise of the "foreign expert" would be unsustainable, financially and culturally. The recognition of this has led to the extensive focus on continuous professional development of Spanish teachers of English in the project, Nevertheless, the existence of the “special project teacher" appears to be a well established benefit for these schools, and it could be argued, an initiative for the future in Europe to set up international teacher education institutions which would meet the demand for "native" teachers of the many European languages being taught in schools.

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Curriculum Design

The concerns of school management, teachers and parents for what the children would be studying in the 40% of time dedicated to teaching through English very quickly made itself felt in the need for a curriculum which would assist in teaching language and literacy, and an area which is known as "conocimiento del medio" in Spanish: largely science, geography and history. Along with this concern was an anxiety about standards: would the children reach the same levels in school subjects if they were learning them through English rather than through their mother tongue? An early evaluation study (2000), when the first cohorts were in their first year of primary 1, highlighted the fact that teachers were doing excellent work, that the standards of comprehension were high but that too much was being expected from teachers by asking them to constantly adapt the existing Spanish curriculum to meet the demands of the bilingual classroom. The evaluation team recommended the development of a special curriculum. In addition, the strength of the Spanish system is the focus on a wide knowledge of subject matter: the strength of the British approach is that there is a greater focus on skills based work and collaborative learning. By marrying the two to create an integrated knowledge and skills based curriculum, it was hoped that the children would be exposed to best practice drawn from both education systems and thus attain the expected outcomes as described earlier.

The curriculum was designed in three stages; the 3-year infant curriculum based on the development of the whole child and following similar lines to the Spanish curriculum was written retrospectively, which provided the advantage of knowing what had been achieved and what challenges remained. It is interesting to note that when it was first produced, many of the teachers felt that the standards demanded were unachievable. Thirteen years later, we are in the process of revising the curriculum at the request of teachers who tell us that it is not demanding enough.

The 6-year primary curriculum was developed by the same group of Spanish teachers of English and UK teachers involved in the writing of the infant curriculum, partly retrospectively and partly looking ahead to the expected outcomes for the end of primary and from the knowledge and collated evidence of what was being achieved in the first years. This is also under revision.

It is interesting to note that for the top two years of primary in the section on writing standards, we didn't get it right as the curriculum was making demands on the children which they could not, and still cannot, meet. This will also be revised based on feedback from the curriculum writers for the English secondary school curriculum, all of whom are also teachers in the project. In subject areas, science, geography and history as well as art and IT, which provide excellent opportunities for cross-curricular work, much of the feedback from head teachers and teachers of Spanish indicates that they are confident that children are achieving similar standards in subject areas as they would if they were studying the subject areas completely in their L1.

I don't intend to go into detail on the secondary curricula other than to say that these were developed for English Language and Literacy, Science, Geography and History before the pupils reached this stage of education and are now being revised in the light of what we have learned over the past four years as the project has gone through secondary school.

One point worth noting here is that a clause written into the initial agreement stated that pupils should receive the same certification in English at the end of their secondary school studies as they do in Spanish. This clause has caused much controversy as the two examination systems have quite different approaches: the UK system focusing on external examinations on a national basis, the Spanish system on internal examinations set and marked by the individual school and teacher. However, with this ultimate aim in mind, the steering committee have insisted that standards and expectations must be high, that there must be sufficient cognitive challenge throughout both primary and secondary and that the various curricula should reflect this challenge and these high standards. The teams of teachers preparing the various secondary curricula had in view the IGCSE examinations as a long-term objective and these goals are reflected in the contents and skills of the curricula.

In 2008, the first small cohort successfully completed their compulsory secondary education stage (age 16) and piloted IGCSE (International General Certificate Secondary Education}examinations in English as a First or Second Language, geography and Spanish. In summer of 2009, 1,200 examinations are being sat in the above subjects plus science, several in history and several in art. Though there is so much more to this project than simply reaching examination success, it is essential to be able to demonstrate the achievement of good external examination results as an example of meeting the stated outcomes and satisfying the expectations of all stakeholders.

A major challenge - changing the teaching chip

Spanish teachers of English in the initial stages of the bilingual schools project were very apprehensive: there was (and to some extent there still is) the belief that "only" the native speaker teacher could teach through English. One of the challenges is to raise the level of awareness of what the term "bilingual" means in this particular context and to enable teachers, at whatever stage they are at, gradually to take on more responsibilities for teaching, mentoring and then teacher training within the project.

The courses are not a reflection on a teacher's skills, rather that bilingual education requires a different mental framework. Teachers need to re-think the teaching and learning process from the perspective and characteristics underlying bilingual education and what it entails, thus leading to a methodological approach that complements and helps overcome difficulties. They need practice in making content more accessible through presentation of material and through more interactive and collaborative tasks. Very often, too, teachers need to be more aware of how they can provide language "scaffolding" at different stages of development to support the pupils in negotiating oral and written communication. Support needs to be on-going: there is often a mismatch between the expectations of a teacher prior to teaching in a bilingual environment and the realities of the experience. Below is a selection of the kind of direct and indirect support which has been offered through the years:

Annual summer intensive course in language improvement

This lasts for 10-12 days. Teachers are asked to immerse themselves in the language and are encouraged to use it for approximately 12-14 hours per day. The various regional governments also offer language support which teachers can opt for either during the summer or during the academic year. In general, language proficiency of Spanish teachers in English has risen considerably over the 13 years of this project, and certainly not just of teachers of English within the programme, although the demands of this programme have been a contributing factor. We note that teachers opting to attend the intensive summer course are coming in with a higher starting level: previously there was always a group at "lower intermediate" level (approximately B1 on the Common European framework). It is now increasingly likely that the lowest level group is at B2 while there are more and more teachers attending the course for a “top-up” who are

Literacy courses

An early realisation on the part of the management team was that we needed to support teachers in how to teach initial reading and writing and go on providing courses in how to develop the ability to read fluently and comfortably so that children could tackle authentic texts, fiction and non-fiction. This bi-literacy, the ability to negotiate the meaning in text, is an essential skill if children are to work with high level texts in science, geography and other subjects. Initially, we outsourced this training, bringing in experts from the UK, from teacher training institutions and from education authorities where there was considerable experience and expertise in teaching children whose first language was not English. In addition, the adoption of what is called in English the synthetic phonics approach has been found to be suitable for Spanish children who learn to read through a phonics approach. Teachers are encouraged to introduce phonics in infants and to use authentic texts for stories and writing from the start, both fiction and non-fiction. Frequently, children leaving the infant stage at the age of six are already reading fairly competently in English and this skill is built upon all through primary. Courses have been held for teachers as the project has developed for different stages of literacy competency right through to the end of secondary school. It is important to realise that "English literacy" and “English literature” are not one and same thing and that the focus in this project is on developing skills, strategies and competencies in reading and responding to a wide variety of genres in both fiction and non-fiction.

Courses in science, geography, history, art

The original project agreement states that all subjects can be taught through English except for Spanish language and mathematics. It is unclear why the decision was taken not to teach maths in English - possibly the reason was to alleviate the considerable anxiety of stakeholders. Over the years as the project has moved up, courses have been arranged in the subjects above. Initially, we looked for trainers from the UK because UK classrooms focus more on interactive, hands-on, collaborative learning, on experimentation, on developing higher cognitive thinking and communicating skills, all of which lend themselves to helping scaffold knowledge, language, development and skills in a bilingual classroom.

Assessment for learning (AfL)

As the project progressed, it was noted that summative assessment in the form of end of term tests was not providing information on the qualitative achievements of children in the project. At the same time, in several regions in Spain and in the UK there was a change of focus on assessment, moving from the teach/test model to an approach which involves the pupils in the learning process from the outset, supports them in expressing learning objectives and encourages them to reflect on their own progress against these objectives. Once again, this collaborative and interactive approach where communication is paramount is one which lends itself to the bilingual classroom. The children respond well to the process of reflecting on the reasons for their success(or otherwise), and strong evidence is being collected through small teacher based classroom research programmes which indicate the benefits the pupils are reaping through using AfL as part of the natural process of learning. These research projects are also adding to the growing qualitative evidence of other benefits of bilingual education as the pupils demonstrate their self- confidence, cognitive thinking skills, willingness to experiment, and increased responsibility for managing their own learning.

The work on AfL was used as a new development stage in the project: supporting a group of teachers, Spanish and British, to develop as bilingual teacher trainers. This year the 14 trainers gave courses to 400 teachers in the project. This is an important development as there is not a sufficient supply of classroom practitioners who are also trainers in bilingual education. The next stage of this development will be for these trainers to identify small groups of teachers and train them up as trainers. Developing these trainers has been an essential leap forward for us providing the project with its own "home grown" trainers, Spanish and UK, which will allow us to reach more teachers more cost-effectively. The issue here which remains to be resolved is how to give these trainers official credit for the process as there is no certificate, in Europe at any rate, which officially recognises the category of "Teacher Trainer", let alone teacher trainer in bilingual education.

Sharing good practice: The curriculum, the website, the project magazine

One of the basic tools for teacher support within the project is the curriculum itself and to this end, a course held from time to time is "curriculum encounters", in which teachers from the project schools work collaboratively describing how they are reaching the targets in language & literacy and other subject areas. Good practice is shared and built upon. In the curriculum, it is suggested that language is presented both systematically and unsystematically according to the stated objectives of a lesson/unit of work Teachers over the years have requested support on how to scaffold language learning to ensure that their pupils are able to manage/manipulate the necessary grammatical structures and lexis. These, too, are issues addressed in "curriculum encounter" days.

The project website, currently under development and planned for a re-launch in autumn 2009, is another way in which teachers are encouraged to share good practice and resources across schools. Using the website helps teachers to become more reflective about how they are delivering their classes, what results they are achieving and ensuring that the resources they are using help meet the targets in the curriculum.

The project magazine Hand in Hand is an annual publication with an international distribution list aimed at sharing good practice and raising the profile of the project both at national and international levels. It provides an opportunity for the voice of the teacher to be heard and to share their successes with colleagues. Initially, it was hard work to persuade teachers to contribute: today we have far more contributions than we can use and in the new website it is envisaged that there will be a monthly newsletter aimed at sharing good practice and articles will then be selected for the annual magazine.

International School Links & study visits

There are many ways in which schools and teachers in this EBE programme are developing an awareness of other cultures and linking with other schools is an effective way of doing this. Over the years, the British Council has facilitated "contact seminars" in which up to 20 schools send representatives from the staff in each of the two countries meet for a weekend of shared activities and joint preparation of a plan to develop the links between their schools. These weekends have led to school visits for the Spanish teachers who are able to gain more experience in seeing how literacy is approached in the monolingual classroom - or even in a classroom in the UK where teachers are supporting a large number of children whose first language isn't English. These shared experiences are valuable for teachers in both countries and have led to a number of interesting and lively joint projects which go more deeply into the curriculum. Two of the most successful of these projects have involved 16 schools working together to produce a magnificent history project on "Our Grandparents and Us" and a poetry book "Give Us back Our Planet" in which children jointly produced poems and illustrations to express their concern about issues in the environment brought about by Global Warming.

Celebrating Achievements

I will briefly mention several of what might constitute the major achievements over the years which have gone a long away towards allaying the initial concerns of stakeholders.

Policy development

Initially the reach of the bilingual schools project was 1,200 3 year-olds. There are now 28,000 pupils aged 3-16 involved, and in most regional governments of Spain similar projects reaching a further 80,000 primary school children. The initial objectives of bringing about successful policy change on how language teaching and learning would seem to be reaching fulfillment, though the real effect on statistics indicating a much higher level of English is unlikely to be realised for several more years when the young people in these projects reach higher or education.

International awareness of the model

At strategic levels, ministries of education in Italy, Portugal, countries in South America and in the Far East have expressed interest in how the model functions and the results achieved. At ground root level, teachers and schools from a number of countries have enquired about aspects of the model. Many teachers through Comenius and similar projects have visited the schools concerned and want to know more: how it was established, how schools manage it, what kind of results it is producing and how they can initiate similar models.

Curriculum and Teacher support

These have already been described in some detail above. However, the outcome of both of these as development tools has been that the initial concerns of schools - head teachers, teachers of Spanish, teachers of English, parents, inspectors and the children themselves, have been addressed. In almost every school the project is well established with a great sense of pride in what the school and children are achieving. This means that the early fears of failure are generally a thing of the past.

Research studies & interest from universities

The Spain Bilingual Schools Project is at present undergoing an external evaluation, jointly commissioned by the Ministry of Education and the British Council, the results of which are expected in the autumn of 2009. The study has been underway since 2007 and will focus on identifying good practice in the schools and classrooms and what factors have brought this about. As in all research projects, we expect there to be weaknesses too which will be addressed. In addition to this study, there was a smaller research study in 2000 which identified both success and areas where improvements needed to be made.

A number of universities in Spain have used the project as a basis for small research studies and there is a constant flow of academics from the UK and Spain visiting schools to carry out research.

One recent success in Spain, an important one in this area, is that one specific teacher education institution is now addressing the challenge of pre-teacher training and though their work is at an early stage, it is hoped that in three or four years time, young teachers will be graduating with a degree in primary school bilingual education. A second university runs a doctoral programme for teachers in bilingual education, many of the subject areas being delivered by teachers and trainers from the bilingual schools.

Pupil Success and Added Value

Evidence collated from schools and parents, classroom video evidence and visitors to schools, would appear to suggest that in addition to enhanced English language skills and competence in subjects taught through English, many of the children display high concentration skills and good listening skills in all subjects, both those taught in Spanish and those taught in English. Video evidence shows the pupils demonstrating evidence of higher order thinking skills, questioning, summarising, predicting. They show personal confidence, an ability and willingness to confront challenge and take risks and a knowledge that they are part of an expanding and changing world. Of course, it is not possible to say that these attributes are due solely to the fact that the pupils have experienced a bilingual education, but they have been highlighted by schools as being attributes which the pupils appear to demonstrate over and above any kind of academic success. Again, it is to be noted that the pupils show a wide range of academic ability and by no means are all destined for higher education. However, many of them would appear to demonstrate the above mentioned attributes regardless of their academic success. I have mentioned earlier in this paper that students aged 16 are presenting themselves for IGCSE examinations in a number of subjects and achieving success.

Lessons Learned

The concluding section of this study will focus on what has been learned through the thirteen years of this project.

- long term political buy-in and commitment to strategic change is essential. An agreed high level policy document allowing sufficient time for the project to embed itself in the life of a primary and then secondary school is essential. As is the establishment of a steering committee empowered to approve change, a management team and good partnerships.

- for schools, this is not an opt in/opt out programme. Once a school has agreed to participate and been given the appropriate level of approval to do so, the school is in for the duration. Once in this programme, school management teams need to be committed to addressing issues, allaying the anxieties of parents, teachers and other stakeholders. Consistency of approach, continuity and progress and targets being met need to be demonstrated. Schools and educational authorities need to commit to releasing teachers for training, to allowing time for curriculum and resource development, to developing school links, to networking on the website. Not all schools in this project meet these demanding standards all of the time but the majority do, and allowing for the constraints they have to work within to manage the school, head teachers do their best to make provisions for these commitments.

- ongoing teacher support is essential. I believe this has been illustrated very clearly throughout the case study. Teachers in this project need and deserve support: language development where required, support in understanding the underlying principles of bilingual education and how these will affect their classroom practice. They need time to develop resources, to reflect on their practice, to carry out classroom research projects, to network, to attend meetings and conferences. There is never enough time and often school management teams have to prioritise releasing teachers as best they can within the constraints of school management. Funding needs to be secured for teacher support, and this is an ongoing struggle.

- understanding the underlying principles of Bilingual Education. This is an EBE project: Early, Bilingual and about Education. Education is far more than simply teaching through another language. All stakeholders, including parents and politicians, need to realise that patience is required; that education is a long process; that education through another language will take time; that sometimes there seems to be a lull when a child is making no progress, or appears to be moving backwards; that traditional examinations and EFL tests often don't reflect the benefits of the bilingual classroom and bilingual child. In addition, there needs to be recognition that an education in two languages may put extra stress on a child and require patience and understanding from the adults concerned. A further consideration to address is the issue of a child at the end of primary school who simply would do better in a monolingual class. Teachers and school management need to be able to discuss this with parents and come to a conclusion which is in the best interests of the child involved. This has sometimes meant that some children are advised not to continue into secondary school in the bilingual stream. On the other hand, the reverse situation has been encountered where either children or parents, contrary to evidence, feel that it is not the best solution for the child to continue into secondary school in the bilingual stream. Once the school management team have presented their case, they need to respect the decision of the parent and child and realise that the gains the child has made in primary won't necessarily be lost in the secondary school and that added value attributes may well continue through a lifetime.

- the curriculum has been an essential standardisation tool. No two projects will develop in the same way. Each context will have its own peculiarities and challenges. Some countries may feel that a special curriculum is not an option within the school system. However, for the Ministry of Education/ British Council bilingual project in Spain, all parties concerned are in agreement that once an appropriate curriculum was in place, standards began to rise, school management teams were able to assure parents and inspectors that standards were being met, and sometimes exceeded, and teachers felt that they had in their hands the tool they needed to achieve results. The curriculum in place challenges and encourages continuity and collaboration and networking, addresses diversity, and develops thinking processes in the pupils. It is for stakeholders in Spain a fundamental tool for project delivery.

Conclusions

Writing about thirteen years of a project in which I have been closely involved inevitably means that there are issues which I may perceive less objectively than colleagues observing at a distance. There is clear evidence that the initial project objectives of providing an enriched model of education in two languages which will allow young people to develop within a more global culture are being delivered. It is still early days to see what these young people will achieve in the future but it is clear that through the endeavours of committed political educationalists, through school management teams, through parents and teachers and through the commitment of the young people themselves much has been achieved in the education of these young Spanish bilingual students.

See Annex A : Symposium Programme

This list is derived from analysis of the rapporteur notes from each session

'The worksheets are very focussed on “the facts”. … It looks as though the author is trying to find different ways to get children to interact with text. … In terms of the science there is no sense of an attempt to get children to interact with objects/phenomena or physically do things, either to develop an understanding of science as a way of working or to support conceptual understanding or to link to the “real world” of children.' (Hilary Asoko, personal communication, 04-06-2009) Asoko is also concerned that the conceptual level of the material may be inappropriate for children at this level : 'Respiration is quite a challenging topic and requires a level of understanding of chemistry which I would not expect at Grade 4. … Photosynthesis is also challenging. Comparisons between photosynthesis and respiration, though important, seem too difficult for Grade 4.' And indeed respiration and photosynthesis do not appear in the Indonesian science curriculum for Year 4.

Wong, 2000.
Wong, 2000.
Gopinathan, 2003.
Ang, 2000.
Ibid.
Lim, 2002.
Lim, 2000.
Languages & Literature Branch, 2006.
Languages & Literature Branch, 2006.

Authors Details

John Whitehead is Director of the British Council in Thailand. He has worked for 20 years with the British Council as a Manager of English projects, a Country Director in three countries, and Director of English Language work for the whole organisation. He is a Member of the Advisory Councils of IATEFL and Cambridge ESOL. In addition to his work with the British Council, John has worked as a university lecturer in education and as an English teacher.

Professor Richard Johnstone was for many years Director of Scottish CILT (Centre for Information on Language Teaching & Research), based at the University of Stirling, and is Professor Emeritus. He has observed the teaching of foreign, second, heritage, community or additional languages in many countries, and has conducted research projects on several different aspects of language teaching, including content-based instruction and bilingual education, and he is the Lead Adviser to the British Council's Bilingual Schools project. He writes an annual review of international research on languages teaching, learning, policy and use which is published by the Cambridge University Press and has authored many research reports and other texts for public policy bodies. He has recently given talks in Ireland, Canada, Japan, India, South Korea, China, Taiwan and Spain. He is actively in engaged research projects, supervising PhD students and writing articles.

Hywel Coleman is Honorary Senior Research Fellow in the School of Education, University of Leeds, UK. He has been involved in education in Indonesia for more than 30 years. Most recently he was a consultant to the Ministry of National Education's World Bank loan-funded BERMUTU Project which aims to support the professional upgrading of Indonesia's 2.7 million teachers. His publications include Society and the Language Classroom (Cambridge).

Dr Pornpimon Prasongporn started her career as an English teacher in a rural area and moved to ~~a~~ secondary school teaching in Bangkok for over 25 years. After she got her masters degree in English Language Teaching, she was a Rotary scholar to further her studies in English teaching and secondary education in U.S.A. She finished her Ph.D. in curriculum and instruction and has been working in English Language Institute, MOE since then. She is responsible for Bilingual Education (what is called the English Program in Thailand)among public schools under the supervision of Office of the Basic Education Commission, MOE and English language teaching and learning development especially the curriculum implementation and language education innovation.

Itje Chodidjah is currently working for the British Council as Education Consultant and has worked as a free lance teacher trainer and consultant in ELT and Education, lecturer, and translator. She has over 30 years of experience as a teacher and trainer and has built up substantial expertise in training and consultancy. She has extensive experience working with government agencies and schools. With her team she set up LEAP (Learning Partnership) an NGO that deals with education. She is active in giving papers and presentation and conducting workshops in national, regional and international forums.

Teresa Reilly is the Bilingual Projects Manager for the British Council in Spain. She has held this post since 1997. Previous to this, she worked as a teacher, teacher trainer and British Council English Centre manager. She has a first degree in English from the University of Edinburgh, an MSc in Applied Linguistics, a PGCE in primary education and an RSA Dip TEFL. She works with the Spanish Ministry of Education and autonomous regional governments to drive forward the various early bilingual projects in state schools, facilitating British Council expertise in teacher training and the development of bilingual curricula in order to raise the profile and quality of these projects. She also works with the DCSF (Ministry of Education in England and Wales) facilitating projects aimed at delivering aspects of initial teacher training programmes in Spain and the UK. She has published EFL course books, books for teachers and published in Spain several articles on early years bilingual education.

Dr Lee Boon Hua is the Principal Assistant Director in charge of Language & Literature Department in the Curriculum Development Division, Ministry of Education, Malaysia. Before taking up the current post, he was the Head of the Language and Technology Department in the English Language Teaching Centre, Kuala Lumpur. He also served as the principal of the Methodist Secondary School in Sitiawan, Perak. He received his doctoral degree from the University College of St Mark & S John / University of Exeter, United Kingdom, in 1999. His research interests include classroom practice, new technologies in language education and curriculum leadership.

Kalthom Ahmad is a Specialist in English Language in the Curriculum, Planning and Development Division of the Ministry of Education. Her principal work is around the EL Syllabus 2010, writing Guides to the Syllabus and running implementation workshops for teachers.

Shariffa Zubaidah Begum Chishty is a Curriculum Planning Officer with the Ministry of Education and has been an educator for 30 years. She is assisting in the Social Studies Review and implementation of the new syllabus together with running teacher training in social studies.

John Clegg is a freelance education consultant based in London UK. He specialises in education through the medium of English as a second language in primary and secondary schools. He works mainly with teachers, schools and education authorities in content and language integrated learning in Europe, in English-medium and bilingual education in Africa, the Middle East and Asia and in multicultural education in the UK. He is part of a research consortium in language and literacy in Africa at the University of Bristol and also teaches at the University of Nottingham and the London Institute of Education. He is at present lead consultant to the Qatar academic language programme for English-medium teachers of maths and science.

Dr Philip Powell-Davies has worked in education and social development for nearly 20 years. He spent several years with the British Council as a director and has also worked for UN agencies and other international organizations in Africa, S Asia, Europe and the Middle East. He has Masters degrees in EFL, Education and Development and social development planning and management, as well as the RSA DELTA Diploma, and has been a Senior External Assessor for the University of Cambridge DELTA qualification for more than 10 years. His doctoral research was in development economics. He has worked on numerous consultancy assignments in evaluation, project design and review, and organizational development. He is currently a senior strategy advisor on education, social policy and social development to the Government of Qatar and is engaged in strategic planning of the Qatar National Development Strategy.