Researching English Bilingual Education
in Thailand, Indonesia and South Korea

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Opinions expressed in this book are not necessarily those of the British Council.

Foreword

The increasing importance of the English language around the world in business, study, politics, tourism and other domains has caused governments everywhere to look for more effective ways of equipping their young people with high quality English language skills so that they can compete effectively in the knowledge-economy.

For many nations in Asia this has meant a radical re-assessment of what they consider to be ineffective approaches to English language education. One response has been a move towards what is perceived as more innovative solutions involving bilingual and immersion approaches and the teaching of content subjects such as Maths and Science through the medium of English, in what has come to be known broadly as EBE (English Bilingual Education).

In order to support such efforts, the British Council established the *Access English* project, part of which has an EBE focus aiming to support Ministries of Education in ten Asian countries. In the course of an *Access English* symposium in June 2009, Powell-Davies set out some useful background to the project.

"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..... 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." (Powell-Davies 2009 np)

As Powell-Davies mentions here, one key dimension of the Access English project is its research strand, aiming to investigate and understand the current EBE situation in each country and to identify developing trends in EBE in each context. This research dimension underpins the other strands of the project and is therefore intended to lead to specific recommendations aimed at improving EBE in the region for the benefit of thousands of pupils and other stakeholders.

The three reports published in this volume were commissioned within this research strand of the wider Access English project. They were prepared by the author following visits to Thailand, Indonesia and Korea in November and December 2009, during which the status of EBE in each

country was investigated through a variety of data sources, including documentary data, school and classroom observations, and interviews with a range of stakeholders from the Ministry, schools and elsewhere. The outcome is an overview of the current situation and a set of recommendations aimed at assisting the British Council and the Ministries of Education in each country in their efforts towards the further development and improvement of EBE initiatives in the region in the coming years.

The reports are part of an ongoing effort to understand rapidly changing situations in a variety of educational and social contexts. It is hoped that they make a small contribution to understanding these contexts better, but it is recognised from the outset that they cannot be fully comprehensive or complete, and will be greatly enhanced by future study and discussion of the issues.

The Recommendations (by country) are summarised here:

Report on EBE in Thailand

a)   Limitations of the data
b)   Documentation and statistical data
c)   Interviews and meetings
d)   Observation
e)   Other data sources
f)   The English Programme: current status and future prospects
g)   English proficiency benchmarking for EP and non-EP students
h)   Teachers and teaching
i)   Areas for Teacher Development and training24
j)   Students and learning
k)   Recruitment and training for the future
l)   Materials and Curriculum

Report on EBE in Indonesia

a)   Limitations of the data
b)   Documentation and statistical data
c)   Interviews and meetings
d)   Observation
e)   Other data sources

The Recommendations (by country) are summarised here:

Thailand

TESTING DATA - *Recommendation 1*: It is recommended that the Ministry aim to obtain statistical data from test scores, using samples from across the country, to compare the English levels of EP students with levels of those students who are not in the English program. Without such test data it is impossible to be fully confident of the effectiveness of the English program.

Recommendation 2: It is recommended that the Ministry aim to obtain statistical data from test scores, using samples from across the country, to compare the levels of content knowledge of EP students with the content knowledge of students who are not in the English program, at various levels of schooling.

TEACHER TRAINING AND DEVELOPMENT - *Recommendation 3*: More attention could be given to the systematic development and training of teachers, so that their skills and understanding of their roles, and of important classroom techniques and approaches are improved

Recommendation 4: Training and development could be offered in key aspects of classroom management, in particular concerning the role of the teacher and classroom assistants, questioning, checking learning, and developing effective learning tasks.

Recommendation 5: Universities could be encouraged to develop Teacher Education programmes for content areas which include the development of English language skills, to allow more Thai teachers to teach these subjects through English if they wish to do so.

MATERIALS - *Recommendation 6*: Schools should be given more guidance in accessing and choosing materials for teaching content subjects through English. Teachers would also benefit from having access to a wider range of materials and worksheets to help them in their work.

Recommendation 7: Consideration should be given to establishing an Exhibition or Book Fair, so that teachers and administrators can see a wide range of books for content areas in English from a variety of publishers.

Indonesia

TIME-FRAME - *Recommendation* 1**:** The SBI English/bilingual project in Indonesia is still in the early stages of development. Given that all significant educational initiatives take many years, or even decades, to achieve their ends, it is recommended that no major changes or shifts should be initiated at this stage, but that the project should be supported, reviewed and modified gradually in the medium term.

AIMS OF THE PROGRAMME - *Recommendation 2*: There are serious misconceptions about the SBI programme among members of the public, school staff and other stakeholders, and this is an obstacle to

its success. The Ministry should attempt to clarify the aims and purposes of the SBI programme to the public more fully.

NUMBERS AND QUALITY OF SBI SCHOOLS - *Recommendation 3*: The Ministry could review the criteria for admittance to the SBI programme and focus on raising the quality of SBI schools, rather than increasing the quantity of schools.

FUNDING - *Recommendation 4*: The current funding arrangements for SBI schools may need to be revised. The Ministry should consider options: redirecting funding to rural initiatives, so as to ensure that poorer areas can also have access to good SBI schools; continuing to allow parental funding for SBI schools; allowing schools to become SBI schools without receiving government funding so long as they meet the quality criteria; reducing or cutting funding for schools in urban areas as those areas already benefit from many advantages.

DATA - *Recommendation 5*: The Ministry should aim to obtain statistical data from test scores, using samples from across the country, to compare the English levels of SBI program students with levels of those students who are not in the English program. Without such test data it is impossible to be fully confident of the effectiveness of the English program. These test data could be used internally by the Ministry in its planning and agenda-setting.

Recommendation 6: The Ministry should obtain statistical data from test scores, using samples from across the country, to compare the levels of content knowledge of SBI programme students with the content knowledge of students who are not in the English program, at various levels of schooling.

ASSESSMENT - *Recommendation 7:* The Ministry could consider establishing a new final examination, or perhaps part assessment, in the medium of English to assess maths and science for the SBI programme. This would allow a more accurate and realistic assessment, and could act as a motivating factor for SBI staff and students.

TRAINING - *Recommendation 8: PRE-SERVICE and IN-SERVICE TRAINING (English Language)*: The Ministry should review the training and development of new and current teachers of Science and Maths so as to upgrade their ability to use English in their teaching. This review should include the universities and teacher training institutions who currently train teachers, in order to review the extent to which they include English language development in their curricula.

Recommendation 9: PRE-SERVICE and IN-SERVICE TRAINING (Pedagogy): The Ministry should review the training of new and current teachers of Science and Maths so as to upgrade their abilities in these areas.

MATERIALS - *Recommendation 10:* It is recommended that good video training materials be obtained to help teachers use good classroom techniques, as part of the teacher development programme.

Recommendation 11: At the moment there is uncertainty around the best materials and books to be used by schools for teaching Science and Maths in English. The Ministry should consider offering more guidance to schools in this area.

Recommendation 12: The Ministry could consider establishing an independent committee for assessing and advising on appropriate coursebooks and materials for the teaching of Science and Maths through English.

Recommendation 13: Consideration should be given to establishing an Exhibition or Book Fair, so that teachers and administrators can see a wide range of books for content areas in English from a variety of publishers.

IMPACT ON INDONESIAN LANGUAGES & CULTURE - *Recommendation 14:* The Ministry and other agencies should monitor the impact of bilingual/English initiatives on local languages, including Bahasa Indonesian, and consider offering support to those languages potentially threatened by the increased use and teaching of English.

Korea

TESTING - *Recommendation 1*: The Ministry should consider carrying out a test of Korean students' proficiency, benchmarked to international standards such as the Common European Framework. Test data could be used internally by the Ministry in its planning and agenda-setting, and also by authorities in Busan and elsewhere to evaluate the success of their CBI programmes and plan for the future.

TRAINING - *Recommendation 2*: **PRE-SERVICE and IN-SERVICE TRAINING (English Language):** The Ministry should review the training and development of new and current Korean teachers so as to upgrade their ability to use English in their teaching. This review should include the universities and teacher training institutions who currently train teachers, as they might wish to review the extent to which they include English language development in their curricula.

Recommendation 3: **TEE certification**: The TEE project has useful potential towards helping Korean English teachers to use more English in their lessons. It is recommended that the Ministry continue developing the TEE certification programme, perhaps by reviewing the TKT component and collaborating with British Council teacher training staff in the TPT component, if they wish to do so.

Recommendation 4: **IN-SERVICE TRAINING (Methods of teaching through English):** The programme of training for CBI teachers of maths and science through English in the Busan region appears to be strong. It should be continued as far as possible and supported.

Recommendation 5: **IN-SERVICE TRAINING (Methods of teaching through English):** Korean and non-Korean teachers should be offered an ongoing programme of training and development in which they can witness other teachers in action, both teachers of English and teachers of content subjects through English. This will allow them to expand their repertoire of resources and techniques.

MATERIALS - *Recommendation 6*: Good quality video training materials should be provided to show teachers how to use good classroom techniques in their work, as part of a teacher development programme.

Recommendation 7: It is recommended that the books used for English language be reviewed and perhaps modernised and made more communicative and motivating.

Recommendation 8: Teachers of content subjects such as maths and science, for example in the Busan region, could be provided with more assistance in terms of materials and worksheets for use in class.

Recommendation 9: A website could be established on which teachers can share worksheets they produce, and find worksheets at the correct level and for the correct topic, to save time and to pool ideas.

Recommendation 10: Consideration should be given to establishing a conference and/or book fair in various regions on relevant themes so as to stimulate teacher and also to give ideas for materials.

The Terms of Reference set for the consultancy visits to all three countries were as follows:

- To gain an overview of the programmes in each country through documents provided by the British Council. For example, government policies on EBE-types of programme or English teaching in Primary for the last five years.
- To visit the countries mentioned above (Thailand, Indonesia and Korea) to meet key stakeholders such as MoE officials, university researchers and head-teachers and teachers from EBE schools. Round table discussions can also be arranged to generate information.
- To write individual country reports presenting findings and recommendations by 10th January 2010
- To write an overview report of the entire consultancy by 10th January 2010

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Report on EBE in Thailand

Overview

The author visited Thailand from 24th-29th November 2009, to review bilingual/English education in Thailand, as part of the RST strand (strand 1) of the British Council *Access English* Project. The consultancy reviewed a wide range of data, including documentary sources, school and classroom observations, and interviews with a range of stakeholders from the Ministry, schools and elsewhere. It was possible to obtain by means of these data a picture of the views of stakeholders and also of the current situation regarding English/bilingual education in the country.

It concluded that the English Program, as it is known in Thailand, although still relatively small in percentage terms, is popular and attractive to stakeholders and has good prospects for future growth.

The report noted, however, that there is an absence of firm test data by which to evaluate the academic success of the programme. Without such data it is not possible to be sure whether or not students in the English Program are in fact doing as well as, or better than, those not in the programme, both in their English learning and in their content learning. For this reason it is recommended that test data on these areas be obtained in the near future as a solid benchmark by which the programme can be evaluated now and in future years.

It is also recommended that teachers receive training and development in aspects of classroom management and in aspects of teaching content subjects. It is also recommended that schools and teachers be given more guidance on materials which they could use on the teaching of content subjects in their classrooms.

Introduction

The aim of the *Access English* regional project is to improve the teaching of English through a variety of activities that support decision makers, trainers and teachers. One of the areas of interest is EBE or English Bilingual Education, and this consultancy aimed to review EBE programmes as implemented in government schools in Thailand, so as to help the Thai Ministry and the British Council to support and develop such programmes, or similar programmes, in future. It did not look at other areas of English education in Thailand.

The Research Strand of the *Access English* project aims to help governments and policy makers in their setting of agendas:

"the key aim in Strand 1 is not to simply gather data or do research for research's sake or to promote our work but also to use this information to support change agendas in countries. The measure of our success is not the completion of any research per se but whether there is any evidence of institutional change or agenda-setting as a result" (Consultancy TORs)

With this in mind, this report aims to review recent and current EBE initiatives in Thailand, through a carefully designed evaluation procedure, drawing on selected data sources; and to offer specific recommendations which aim to be of help to the Thai stakeholders and to the British Council in their setting and implementing of future agendas in English language/bilingual education in Thailand.

After setting out the background the report describes the research methods and data used in this study and then presents the findings, at each point offering recommendations. These are then collated in a Recommendations section. Final observations are then offered in the Conclusions.

Background: bilingual education in Thailand

This consultancy visit was greatly facilitated by the existence of a number of recent reports on bilingual education in Thailand, in particular Keyuravong (2008) and Coleman (2009). In the first of these, a comprehensive background report on bilingual English programmes in Thailand, Keyuravong explains what EBE means in Thai terms, and in the Thai school system:

"In Thailand, the term used to refer to a school program with English as a medium of instruction is **'English Program'** *or* **EP**. .... *According to the Bureau of Education Innovation, Ministry of Education (2003), there are two types of English programs: the Mini English Program and the English Program:*

- *The* **Mini English Program (MEP)** *– offers at least two core subjects (out of the total of nine subjects) taught in English, excluding Thai language and social studies with aspects related to Thai culture. The English-medium classes occupy at least 8-14 hours per week.*

- *The* **English Program (EP)** *– offers at least four core subjects taught in English (out of the total of nine subjects), excluding Thai language and social studies with aspects related to Thai culture. The English-medium classes occupy at least 15 hours per week. "*

(Keyuravong 2008:3)

These terms will therefore be used throughout this report. In addition it is useful to note at the outset that there are four regional centres for managing the EP project: North, North East, South and Central. These have their bases in local schools which rotate the responsibility every two years. In each of these regions there are local area supervisors responsible for implementing and assisting with the project. (source: Ministry interview).

The EP in Thailand is regulated by government decrees which include controls on what schools can do, for example setting out who they can employ and the minimum required qualifications for teachers. In addition these regulations aim to ensure that the EP does not impact negatively on the learning of Thai or on Thai customs and practices (Ministry of Education 2001, Policy 3 and 4).

An important part of these Ministry regulations is the permission given to schools to charge parents for access to the programme, within certain limits (Ministry of Education 2001, Policy 6). The regulations also include the proviso that EP schools which charge parents must allocate 3% of the income to allow children who cannot afford it to enter the EP (Ministry of Education 2003, Policy 10.2).

As discussed below, this financial dimension is a crucial element in the EP project as a whole.

Thailand - Methodology and data sources

It is important in any review of a curriculum innovation to gather data from a variety of sources and stakeholders. I was fortunate in that the British Council had prepared a comprehensive programme of visits and meetings with key stakeholders which allowed for a range of views and insights.

a) *Limitations of the data*

At this point it is useful to highlight the limitations in the dataset. My visit to Thailand was less than a week in length, and was confined to urban areas around Bangkok. In my findings I therefore take into account the fact that rural schools will inevitably have fewer resources and opportunities than the urban ones I visited, and that classes I observed in selected schools will probably be of a higher standard and better resourced than many other classes around Thailand. In addition, heads, teachers, pupils and others undoubtedly attempted to present to me the best that they could offer, as is natural, so the classes I was able to observe might not be completely typical of classes elsewhere Thailand.

Nonetheless, I was fortunate to visit schools with considerable experience in the EP, and to visit a number of classes, and it was clear that these classes were not 'show classes' for my benefit, but part of the normal school day. Care had been taken to identify typical schools, rather than 'show schools'. The lessons I saw were not specially prepared for my visit. Furthermore I was able to talk to a range of teachers, Thai and non-Thai, to administrators from the schools and from the regional offices, and talk to students as we walked around, as well as looking at student workbooks on tables and shelves.

Although the data samples were necessarily limited in size and scope, I am satisfied that the picture I was able to obtain was representative, and that, taking onto account the various factors which limit the data, I am able to present a reasonably accurate and rounded picture of the current situation concerning the EP project in Thailand.

b) *Documentation and statistical data*

- **Reports and formal documents**

As noted above, I had access to a number of recent reports relating to the current situation of bilingual education in Thailand. Keyuravong (2008), for example, supplies extensive background information, to which the reader is referred for details. Other documents included the report by Coleman (2009), and the formal Ministry of Education regulations for schools wishing to join the EP project, signed by the Minister of Education.

- **School brochures, publicity and other document**

In addition, during my visit numerous other documents were provided including publicity brochures and information on EP activities; handouts produced by primary schools, entirely in English, with photos and details of the schools' EP work, including an impressive 32 page colour booklet produced by Chonkunyanukoon School, a large establishment with over 4000 students. This booklet, aiming to impress prospective parents and student with the merits of the school's English Programme, is written in Thai and English, and is full of colour photographs of staff and students engaging in various interesting activities. It testifies to the importance given to the English Program, and also to the importance given to publicising the EP to parents.

- **Test and statistical data**

Although the Ministry informed me that they have obtained some data on the progress of EP schools, it was not possible for me to see that information during my visit, so as to shed light on the relative results of EP students and non-EP students. Ministry officials noted that the National Examination scores appeared to be higher for EP students than for non-EP students, but full data

was not available during my visit.

c) Interviews and meetings

Numerous interviews and meetings had been set up with a range of stakeholders. The stakeholders interviewed were as follows:

- **Ministry staff**

I was able to visit the Ministry to meet with senior staff at the English Language Institute of the Office of Basic Education Commission, namely Dr Watanaporn Ra-ngubtook, Director, Laddawan Songka, Assistant Director and Pornpimon Prasongporn. This meeting gave great insights into methodology, training, materials and books, tests and testing, and all other aspect of the English Program, as well as their views on how the Program might develop in the coming years.

- **British Council staff**

Meetings with British Council staff offered further insights into areas such as teacher training and development.

- **Head teachers and senior administrators in EP programmes**

I was able to meet with one head from a primary school and one director of the EP from a large secondary school, and to have detailed discussions with both. I also met one director of a local Education Service Area, who offered useful insights into the administration and management of the EP in her area.

- **Thai teachers in the EP**

Meetings and interviews were arranged with Thai teachers at primary and secondary level and I was able to talk privately with them so as to ascertain their views of the EP as a whole, and of their role within it.

- **Foreign teachers in the EP**

I was also able to meet non-Thai teachers at primary and secondary level and to talk privately with them. In total I met 5 teachers, from Myanmar (Burma), the UK, and the Philippines, and was able to ascertain their views of the EP as a whole, and of their role within it.

- **Students in the EP programme**

At the secondary school it was also possible to meet with students from the English Program and talk to them about their experiences. I met a total of five students from a range of secondary classes. This set of meetings was especially useful as it shed light on pupils' aspirations, parental views, and the perspective of the learners in general.

- **University staff**

I was fortunate in being able to visit the King Mongkut's University of Technology Thonburi to talk to Assoc Prof Sonthida Keyuravong, the author of the report mentioned above, and to gain an update on the information in that report.

d) Observation

- **School observations**

The primary school which I visited reported that in the EP section it has 180 students, taught by 14 Thai teachers and 7 foreign teachers (from Sweden, UK, Israel and the Philippines). The EP section has a separate building across the playground from the non-EP section, and all classrooms are well-equipped with technology and materials. Pupils in the EP study science, mathematics, health, home economics, PE and English through English, and social studies and Thai through Thai.

The secondary school is a very large girls' school, with over 4000 students. The EP, which has been in operation since 2003, is housed in separate area of a shared building. However, at the time of my visit, a special building was being prepared for the EP, as the Head of the section anticipates a doubling of student numbers in the next five years. A total of 244 pupils (roughly 6% of the school) currently study in the EP, at levels 1-6, with an average of 30 students per class – though often fewer in senior classes. There are 15 non-Thai teachers, as well as an undisclosed number of Thai teachers. There is a dedicated library and study area with newspapers and computers, and students attend EP camps, field trips and competitions. 75% of class time is in English (22 classes per week out of 30) in classes of mathematics, science, English, computing and some history.

- **Classroom observations**

At the primary school I was able to observe 5 classes, whole or in part. I was also able to walk around to observe students as they worked. I will here offer two snapshots of classes I observed to offer an idea of the teaching and learning processes:

LESSON A:

Teacher A

Primary Level 3, Science lesson

28 children male and female

Teacher from Philippines, with the Thai teacher/assistant also in the class

The teacher stands at the front with a microphone and explains the content all in English, in a lesson about conductivity. From time to time she refers to the large screen with a PowerPoint presentation to help her explanation. She also uses a set of bottle and cups made of various materials to demonstrate the conductivity of various materials. <u>At the same time</u> the Thai teacher, standing at the side of the class, is talking aloud in Thai, explaining what is going on, clarifying vocabulary and concepts. The lesson is therefore an example of simultaneous bilingual team teaching.

The teacher regularly checks with questions, for example "what do you know that is made of plastic?" and the pupils answer enthusiastically.

Later in the lesson the teacher pours hot water into various containers and asks "Which do you think is hottest?" The Thai teacher is still talking aloud in unison with her. Students are very attentive, giggling and enjoying the lesson. Finally the teacher holds up other items such as combs, coke cans, a toothpick, a pencil, metal scissors and so on, and asks if they are <u>conductors</u> or <u>insulators</u>, and the children put their hands up and answer.

The teacher sets a worksheet with pictures of objects for homework in which the pupils must identify conductors and insulators.

At the end I take my opportunity to go round asking pupils about insulators and conductors to check their understanding and their English.

LESSON B:

Teacher B

Primary Level 6, Maths lesson

> 21 children male and female
>
> Teacher from UK, with the Thai teacher/assistant also in the class
>
> *The teacher stands at the front explaining a lesson on decimals, using the board and questioning pupils. Then he asks them to turn to an exercise on the same topic in their books and to work on it. He speaks slowly and clearly, and then goes around monitoring and helping.*
>
> *There is a Thai teacher/assistant at the back of the class who then wanders around helping the pupils quietly. I take the opportunity to go round observing students at work on the questions.*

At the secondary school I was able to observe 4 classes, whole or in part. Again, I was also able to walk around to observe students as they worked. Here is an example of one of them:

> **LESSON C:**
>
> Teacher C
>
> **Secondary Level 4, Physics lesson**
>
> 9 girls
>
> Teacher from Myanmar (Burma)
>
> *The teacher starts at the board, explaining aspects of circular motion, then students work on a worksheet to consolidate their learning. Students work very willingly and quickly. They raise their hands to question the teacher and the whole lesson is in English (as no Thai teacher is present). The teacher interacts and monitors, and the atmosphere is pleasant and productive. It is clear that the students are able to learn..*
>
> *I observe the worksheets of students near me and their work is neat and correct.*

e) *Other data sources*

Besides the relatively formal data sources noted above, I was able to make numerous informal observations during the visit. In my view these were of considerable importance, since they offered insights not only into what participants and stakeholders believed, but into what was actually happening in practice. For example, informal conversations with teachers and pupils allowed me to gauge whether formal Ministry policies were in fact being followed, whether English was in fact

being used in class on a regular basis, whether students in fact understood a particular concept or lesson, whether teachers had received the training they were expected to receive and so on. The range of data sources included the following:

- *Students' written work in books around the schools*
- *Opportunities in the classroom to observe students at work*
- *Questioning students about aspects of the lesson*
- *Discussions with Ministry staff and other stakeholders*
- *Discussions with teachers and pupils outside of formal interviews*
- *Posters, notices and other signs and displays.*

Thailand - Findings

The Findings of my visit are here divided into sections for convenience. We will first consider some important contextual factors related to the EP in Thailand, looking at the current status of the EP in Thailand and future prospects, then consider in turn *Teachers and Teaching,* including questions of training *Students and learning* and then *Materials and curriculum.*

It is worth making the point here that almost all of these findings fit closely with the ideas and information already put forward by the Office of Basic Education Commission in the Ministry of Education. It is clear to me that staff in the Office of Basic Education Commission, as well as in schools, are already working in directions very similar to those recommended below, so it is hoped that these recommendations will offer them additional ideas in their ongoing activities towards improving EBE in Thai schools.

f)   *The English Programme: current status and future prospects*

According to Coleman (2009), the situation for the EP programme in Thailand did not seem positive, with declining numbers and interest. He noted in his report:
"According to Keyuravong (2008:10), 273 schools were implementing EP or MEP in 2007. However, according to a senior official in the Office of the Basic Education Commission interviewed on 20-03-2009, by 2009 the total had dropped to 'between 161 and 163 schools…The conclusion therefore appears to be that interest in the English Programme is gradually declining. The number of participating schools is decreasing and it is increasingly difficult to recruit students." (Coleman 2009:7)

These conclusions were derived largely from interview data, as Coleman did not have the chance to visit schools. My investigations, by contrast, suggest that the EP is developing and growing, albeit at a modest rate.

In the first place, the figure of *273* schools cited in Keyuravong's report, and quoted by Coleman above, referred to all of government, private, International and other schools, whereas the second figure of *161-163* clearly refers to government schools only, hence the disparity. However, if we look specifically at government schools in the primary sector, there has clearly been an *increase* since 2007 in the numbers involved in the EP or Mini EP project, as can be seen in Table 1:

Table 1: Updated numbers of government mainstream Primary Schools that run English Programs

2007 figures (from Keyuravong 2008)		2009 figures (from Ministry interview)	
English Program	**Mini English Programme.**	**English Program**	**Mini English Programme.**
23 schools	*17 schools*	*31 schools*	*20 schools*
40 schools		*51 schools*	

This shows an increase of 11 primary schools in two years. In addition, there are currently **80** secondary schools running the EP and **31** running the Mini EP, a total of **111** (Ministry interviews). This gives a grand total of government schools currently involved in the EP of **162**, both primary and secondary. In terms of geographical coverage, these schools are based in around 70 of the 185 'Education Service Areas' (ESAs) across the country.

The older figures for secondary level, for 2007, are not available, so it is not clear if secondary numbers have increased or not in the interim, but the increase in the number of primary schools involved over the past two years suggests that the EP scheme is growing rather than declining.

- **Finances**

As noted earlier, Ministry regulations (2001 and 2003) permit a school to charge parents for their children's attendance on the English Program, albeit within clear parameters. This is the key socio-economic driver of the whole EP project in Thailand, since the extra income which accrues to

schools from these extra charges allows schools to employ more teachers, buy more materials, equip the EP classrooms with excellent facilities and therefore to make the EP highly attractive to pupils and parents. This accounts in part for the expensive publicity materials produced by the schools for their EP operations, aiming to expand a part of their school which is financially, as well as educationally, dynamic. It is clear that this ability to charge for EP classes, and parents' willingness to pay, not only drives the EP currently, but is likely to see it expand in future.

Charging such extra fees in government schools can be controversial, and indeed some other countries shy away from doing so, since (as Coleman notes) it discriminates against poorer students, but this decision has been the single most significant reason for the ongoing success of the EP in Thailand as a whole. To counter the possible danger of discrimination against poorer families, the government has included the proviso that 3% of all income be used to fund such students through the EP. During my consultancy it was not possible to ascertain whether or not this aspect of the policy is working. However, none of the stakeholders interviewed implied that this was a serious problem, or that there was any sense in wider Thai society that it was an issue.

- **Motivation and public demand**

There is a great demand for English in Thailand. Those who can afford it often choose to send their children to private schools which offer extensive English in the way of immersion or bilingual education, but parents with children at government schools are also clearly willing to pay the extra charges for the perceived benefits of the English Program. All stakeholders indicated that the demand for English is high and shows no sign of reducing. It would seem therefore that the EP at primary level has prospects of expansion, and at secondary level also, although numbers are arguably still relatively small (at the secondary school I visited, fewer than 6% of the pupils were in the EP section) there is clearly a sustained ongoing demand for the EP at this level.

- *School autonomy*

An important feature of the Thai educational system, an awareness of which is essential to understanding the EP as a whole, is the fact that schools are substantially autonomous from the central Ministry in their day-to-day operations. Whereas in some countries the Ministry of Education can, for example, insist on training programmes and other centralised measures, schools in Thailand are more autonomous when it comes to deciding such matters as recruitment and development.

It is important to take account of this element of autonomy when it comes to setting future agendas for developing the EP, as it dictates what the Ministry can and cannot reasonably do. It will therefore be an important determining factor in the recommendations offered in this report.

- **Future of the EP in Thailand**

To summarise this section, the fact that schools have a great deal of autonomy, and can charge extra fees, means that in effect they are operating in a market in which English is a prized commodity. Furthermore, good schools with effective marketing strategies can exploit this to get more students into their EP, and therefore get more income. This marks Thailand out as distinct from some other countries (which might be more uncomfortable with this kind of 'market' dimension in a government system), and this is arguably the key to the current success of the EP in Thailand, and to its likely expansion in future.

- **Academic success of the EP**

It is clear, then, that the EP appears to have established a momentum, and to be attractive to schools, students and parents in ways likely to lead to its expansion in future. However, in terms of its academic success, reliable statistical indicators were less easy to obtain. As noted above, Ministry officials reported that the National Examination scores appeared to be higher for EP students than for non-EP students, but full data was not available during my visit.

This is a significant weakness in the project as a whole, since without reliable test data it is impossible for the Ministry to know whether students on the EP are genuinely progressing in their English and also in their content subjects in comparison with those students not on the EP. Without reliable data of this kind it will be difficult for the Ministry to evaluate the success and impact of the approach and decide how best to prioritise its strategy.

Gathering and analysing data on EP students' current levels and performance, in comparison with non-EP students will be vital to understanding the effectiveness of this programme. If such an assessment is to be carried out, it should ideally be benchmarked to international standards so that the Thai Ministry can see objectively how the EP is performing.

g) *English proficiency benchmarking for EP and non-EP students*

The precise parameters of such an assessment would need to be established separately, but as a minimum it could consist of the following:

o *a test of lexico-grammatical knowledge: this is generally recognised as the test type which is most predictive of general ability and straightforward to administer*

o *a test of reading proficiency: this is generally considered to be the type of test next most predictive of general ability*

o   *benchmarking to international standard specifications such as those in the Common European Framework, probably at levels A1, A2 and B1 for the first test, and then extended to B2 also if a repeat test is carried out in the coming years.*

In order to arrive at valid conclusions concerning the English Programme, the test will need to be administered to:

o   *samples of students in the EP and non-EP cohorts*

o   *samples from a range of areas around the country*

o   *students at the end of primary level*

o   *students at the end of junior secondary level.*

Results will also need to be analysed carefully using statistical measures designed to avoid the risk of bias, and to allow meaningful comparisons to be made between groups and areas.

Besides the features identified above, other features could be added as required, for example a test of basic writing, listening and/or speaking, although these would be substantially more costly to implement and analyse.

The preparation and delivery of such a test need not be costly, if it is organised and carried out in conjunction with local supervisors in each ESA.

Recommendation 1: It is recommended that the Ministry aim to obtain statistical data from test scores, using samples from across the country, to compare the English levels of EP students with levels of those students who are not in the English program. Without such test data it is impossible to be fully confident of the effectiveness of the English program. These test data could be used internally by the Ministry in its planning and agenda-setting.

The above proposal concerns only a test of English language; but a parallel assessment could also be devised so as to ascertain whether EP students are learning content knowledge and skills in ways parallel to non-EP students, i.e. to check that the fact of learning their content subjects such as Science and Maths through English is not affecting their learning adversely.

Recommendation 2: It is recommended that the Ministry aim to obtain statistical data from test scores, using samples from across the country, to compare the levels of content knowledge of EP students with the Content knowledge of students who are not in the English program, at various

levels of schooling.

h)   *Teachers and teaching*

In the section on *Observation* above I offered some brief sketches of classes observed at primary and secondary levels. Since the primary approach is quite different from that at secondary, it is best to consider them separately.

- *Primary teaching*

Some of the classes I observed at primary level were impressive. The subject teacher taught in English, with a Thai teacher giving input in Thai at the same time, or at an appropriate opportunity. It was clear from my observation and questioning of individual pupils that learning was indeed taking place, since most of them they could understand the content concepts, and also deal with them passively and actively in English, though with expected variation between children of different abilities.

The key to success appeared to be the way in which the school managed the balance between the English-speaking content teacher and the Thai teacher. Lesson A was an effective, fully bilingual, team-taught lesson. Lesson B was different in character, with less simultaneous use of Thai, but still appeared to be effective in its outcomes, judging from my checking of students and from their observed responses.

- *Secondary teaching*

The Secondary school observed used a different model, as there was only one teacher in class at a time, usually the English-speaking content teacher who might know little or no Thai, and the lesson was therefore more typically monolingual English rather than bilingual. Lessons were on the whole strong, with clear exposition, good use of visual aids, excellent worksheets and materials, and a high level of participation from students. It was apparent from my observation of student work and their responses, as well as my interviews with them afterwards, that they had learned successfully from the lesson, both in terms of content and in terms of language.

Although the lessons I saw were in general successful, there were a number of areas in which teachers could, in my view, benefit from training and development. It was clear that each school had different approaches to providing training, so that although they did offer development for their Thai and non-Thai staff, this appeared to be rather uncoordinated. When I asked teachers themselves about the training they had received, they said that they had received occasional workshops and development.

In this area, as schools are relatively autonomous, the Ministry could perhaps consider ways of getting schools to be more active and systematic in the training the offer and provide, perhaps with the help of the British Council and other agencies.

Recommendation 3: It is recommended that more attention be given to the systematic development and training of teachers, so that their skills and understanding of their roles and of important classroom techniques and approaches are improved.

One mechanism for this might be for the Ministry to make it a condition for every school wanting EP status that it must undergo an annual inspection with a training day included. In other words, if a school wants to be part of the English Program, then perhaps it should pay for development training for the teachers in the EP on a yearly basis. In return, the school could receive a certificate to recognise their status, and this could then be used as part of the school's publicity to parents as one indicator of quality. We can now turn to consider the areas on which teacher training and development work should focus.

i)   *Areas for Teacher Development and training*

Although many of the classes I observed were of good quality, there would be benefit in providing ongoing development for teachers, particularly in areas related to classroom management. The most significant of these areas are considered below.

- **Roles in the classroom**

As a number of interviewees mentioned, many of the non-Thai teachers have had little or no professional training as teachers. Some of them (for example some of the teachers from the Philippines) are trained as teachers in their own countries, but many others are not. The head of the primary school identified as his first problem the lack of good trained content teachers who can teach in English, and reported that in the early days of the project they had had numerous problems with teachers (for example foreigners who simply wanted to stay in Thailand, and so volunteered to teach, but were not up to the job). The picture reported graphically in Keyuravong (2008) still pertains to some extent:
"Foreign teachers may have the qualifications in the subject area but lack experience in teaching and do not have an education qualification, so skills in knowledge transfer may problematic. They may not follow the terms of contracts and also not give sufficient contact time to the students."
(Keyuravong 2008:18)

In addition there are issues of culture and cultural misunderstandings:

"Foreign teachers do not understand the global picture of the standard of Thai education and the Thai evaluation system. They do not plan the lessons together with the Thai teachers of the same subject and also between subjects. Teaching styles of Thai and foreign teachers are different. Besides, Thai teachers focus on the development of morals. As a result, students are confused in the teaching methodology of both groups of teachers as well as the atmosphere in the classroom." (*Keyuravong 2008:18*)

In the schools which I observed these issues were not problematic. One reason for this is that these schools had had several years to develop ways of overcoming these problems and had developed patterns of working with foreign and Thai teachers which drew on the strengths of all of them. The result was a cohesive and productive partnership.

However, even in these schools some teachers had different ideas of their roles from others. For example, in some cases the Thai teacher was very quiet, and in others more active. In some of them the foreign teacher seemed to feel that her/his role was only to present information' and then to get students to complete a worksheet.

- **Questioning techniques**

It was clear too that some teachers needed development in their use of classroom questions. Some teachers used questions in an excellent way, to stimulate and motive thinking and learning, but some seemed only to 'tell' students information. This is related to the issue of teacher roles, discussed above, since these teachers seemed to feel that their role is only to 'give information'.

- **Systematic checking on learning**

Perhaps the most significant area of weakness in the classes I observed, even with those teachers who were generally of a good standard, was in the area of checking learning. Too often a teacher would ask if everyone understood, and would accept a general nod from the class as a whole, and then continue, even though it was clear, or became clear later, that not all the class had in fact understood the point made.

It is better pedagogy to check regularly, usually through the use of *check questions*, possibly randomly round the class to be sure that students are following what is going on. This kind of checking was relatively rare in the cases I observed, at primary and secondary level, and I would recommend that a focus on this area could be a useful part of any future training.

- **Developing effective learning tasks**

A typical pattern in the classes I observed was for the teacher to give input on the topic of the day, and then to get students working on a worksheet or other task. Some of these were valuable, but others were rather limited in scope. It would be useful for teachers to have training on developing good tasks for learning so as to raise the standard in this area.

Recommendation 4: *Training and development could be offered in key aspects of classroom management, in particular concerning the role of the teacher and classroom assistants, questioning, checking learning, and developing effective learning tasks.*

It is an important part of any teacher's development that they see and learn from what other teachers are doing, as a means towards changing and developing their own practice. It should be noted that many of the areas mentioned above are already covered in the recently produced British Council *Motivating Learning* DVD, which would provide a useful basis for any training.

However, some important areas, for example 'Checking learning', are not covered to any great extent in that DVD. Furthermore that DVD is not aimed at EBE or CLIL classes. It would therefore be valuable to find or develop training materials, perhaps video clips or DVDs, which could help EP teachers, both Thai and non-Thai, to develop their range of techniques when teaching content in Thai EP classes.

j) *Students and learning*

As part of my visit I observed and interviewed students with a view not only to discovering their views on the EP experience, but also to ascertaining as far as possible the level of their English and of their content knowledge.

In terms of their views of the EP project as a whole, they were clearly positive, not only in what they told me directly, but in the manner of their participation in class. It was also clear from informal observation of their written work in their workbooks, their work in class as they completed handouts, their spoken language in class and with me individually, that many of them are motivated by the experience, and that their level of English, written and spoken, is good for their age. Spot checks of their knowledge also showed that many, if not all, were learning both language and content well. It does appear as if learning is taking place, some of it good.

However, it is also true that a number of students are in danger of being neglected. For example, some teachers tended to ask only a few students, leaving many to sit unquestioned and unchallenged.

Such impressions cannot, of course, be taken entirely at face value. As noted above, it is important to obtain more systematic data, through testing samples of students, to be sure that actual educational progress is being made in the EP beyond that in the non-EP classes, in terms of levels of English and also in terms of content knowledge.

k)   Recruitment and training for the future

A number of interviewees noted that, on the whole, Thai teachers are not keen to teach content subjects through English, and some reported that this is largely a question of confidence. Ministry officials noted that this lack of Thai teachers who can teach content areas in English is one reason why so many unqualified non-Thais need to be recruited.

Although it seems that this is satisfactory for some schools, so long as they can develop mechanisms by which Thai and non-Thai teachers can work together effectively, a valuable long-term goal might be to develop the English skills of Thai teachers of content subjects so that they could teach in the EP if they wish. Ministry staff noted that some local universities have been asked to work in this direction, and it would seem valuable, if Thailand wants to develop the EP further, for this to be encouraged.

Recommendation 5: Universities could be encouraged to develop Teacher Education programmes for Content areas which include the development of English language skills, to allow more Thai teachers to teach these subjects through English if they wish to do so.

l)   Materials and curriculum

Ministry officials reported that schools are allowed to buy teaching materials for the English Programme to suit their own needs, in line with the high degree of autonomy enjoyed by each school. Schools are provided with a list of possible materials, but thereafter it is up to them which to choose.

In practice schools vary in their approach to materials. The primary school had bought books on maths and science from Singapore or locally, whereas the secondary school had embarked on an ambitious and impressive programme of developing its own materials in book form, updated every year, consisting of texts and images taken from various other sources.

Neither approach is completely satisfactory. The books bought in from Singapore, whilst of acceptable standard, do not conform completely with the Thai curriculum, whereas a school which produces and updates its own materials makes heavy demands on staff time.

It seems at the moment that many teachers are working to develop materials independently without much cooperation and discussion with other teachers. This problem could be solved if there was a single set of coursebooks for content subjects in English, or else other mechanisms for sharing materials so that each teacher does not have to develop their own.

Recommendation 6: Schools could be given more guidance and help in accessing and choosing materials for teaching content subjects through English. Teachers would also benefit from having access to a wider range of materials and worksheets to help them in their work.

Recommendation 7: Consideration could be given to establishing an Exhibition or Book Fair, or various ones in different regions, so that teachers and administrators can see a wide range of books for content areas in English from a variety of publishers.

Thailand - Conclusions

It appears from the data collected through this consultancy that the English Program in Thailand, though still small in scale, is received positively by stakeholders and is set to grow and develop in the coming years. Schools have gradually, through their experience over several years, been able to overcome various obstacles and challenges, and now work confidently within the programme.

In terms of educational attainment, it is not possible at this stage to be certain whether or not the EP is achieving its educational goals, in terms of improved levels of English and satisfactory levels of content knowledge, owing to the lack of internationally benchmarked evaluation data. In terms of teaching, a number of areas have been identified as targets for training.

The limitations in the research data were outlined earlier, and it would clearly be of value for more research to be carried out into the EP in Thailand. In particular it would be useful to obtain more data on actual classroom practices, perhaps as the basis for future teacher development programmes.

Report on EBE in Indonesia

Overview

This report discusses a visit from 30th Nov – 4th Dec 2009, to review bilingual/English education in Indonesia, as part of the RST strand (strand 1) of the British Council Access English Project. The consultancy reviewed a wide range of data, including documentary sources, school and classroom observations, and interviews with a range of stakeholders from the Ministry, schools and elsewhere.

It concluded that the programme, although still relatively small in percentage terms, is popular and attractive to stakeholders and has good prospects for future growth.

The report noted, however, that there is an absence of firm test data by which to evaluate the academic success of the programme. Without such data it is not possible to be sure whether or not students in the programme are in fact doing as well as, or better than, those not in the programme, both in their English learning and in their content learning. For this reason it is recommended that test data on these areas be obtained in the near future as a solid benchmark by which the programme can be evaluated now and in future years.

It is also recommended that teachers receive training and development in terms of their English Language proficiency, in aspects of classroom management enumerated in the report, and also in aspects of teaching content subjects. It is also recommended that schools and teachers be given more guidance on materials which they could use on the teaching of content subjects in their classrooms.

Introduction

The aim of the *Access English* regional project is to improve the teaching of English through a variety of activities that support decision makers, trainers and teachers. One of the areas of interest is EBE or English Bilingual Education, and this consultancy aimed to review EBE programmes as implemented in government schools in Indonesia, so as to help the Indonesian Ministry and the British Council to support and develop such programmes or similar programmes in future. It did not look at other areas of English education in Indonesia.

Background: bilingual education in Indonesia

This consultancy visit was greatly facilitated by the existence of a number of recent reports on bilingual education in Indonesia, in particular Clegg (2007) and Coleman (2009), and also by meetings with important stakeholders in Indonesian education who offered useful information on the background to bilingual education projects around the country. I here offer a short informal summary of recent developments in this area to assist the reader with understanding the context of the consultancy. A more detailed account can be found in Coleman (2009).

In 2004 the Indonesian authorities asked Professor Slamet of the State University, Yogyakarta to prepare a policy on the use of English in science and maths, and as part of his research he visited Malaysia to investigate Malaysian experiences of bilingual programmes in the teaching of Content subjects. He was briefed on issues of curriculum, teaching/ learning processes, the use of media, teacher development and evaluation as experienced in the Malaysian context. Following his report and policy, 30 junior secondary schools were established as pilot schools.

Although the project appeared to focus on the bilingual dimension of teaching content subjects through English, the aim was in fact more ambitious than that. The intention was to set up a number of 'beacon' schools which would lead the way for other schools to follow, the aim being to raise the level of the Indonesian educational system in general. These pilot schools were supposed to strive for 'international standards' in all areas of the curriculum, not solely in English (hence their name: SBI (*sekolah bertaraf internasional*) which is translated as International Standard Schools) and then to act as models for others. According to Professor Slamet, these pilot schools were intended to aim for a level similar to that in OECD countries, with highly competent graduates, top-quality teachers, quality facilities and management, and full evaluation systems.

It was stressed to me at the Ministry that the aim of the project is still to raise standards of education generally through the development of schools of 'international standard', and that in fact the bilingual/English dimension is secondary, or rather is meant to serve that higher aim. As Coleman has pointed out, the Ministry documentation does not even insist on the use of English in any particular way:

"Regarding the use of English, the primary school handbook says only that pupils must leave school 'possessing the competence to communicate ideas and information to others in Indonesian and foreign languages (primarily English)'… and that the professionalism of 'teachers and other educational staff [i.e. the headteacher] will be demonstrated by their mastery of English'. Staff development must 'improve the competence of teachers in foreign languages, primarily English'…. Nothing is said regarding the use of English as the medium of instruction – not even from Year 4." (Coleman 2009:19)

As will be considered below, however, the role of English in the programme is in practice regarded rather differently by many stakeholders.

In terms of how schools come to obtain SBI status, in principle the local education authority is supposed to nominate a school for SBI status, and then the central authorities are supposed to make a visit so as to evaluate its suitability according to the strict set of criteria. Coleman (2009:18) lists the full set of criteria which are supposed to be applied.

Indonesia - Methodology and data sources

It is important in any review of a curriculum innovation to gather quantities of data from a variety of sources and stakeholders. I was fortunate in that the British Council had prepared a comprehensive programme of school visits and meetings with key stakeholders, as well as documentation, which allowed me to gather a range of views and insights.

a)   *Limitations of the data*

At this point it is useful to highlight the limitations in the dataset. My visit to Indonesia was less than a week in length, and was confined to urban areas around Jakarta. Although efforts were made to take me to schools a little way out of the capital, it is therefore obvious that the sample of

teachers included and classes observed was necessarily limited in number, type and region. In this respect the limitations of the Indonesian data set are the same as those already described for Thailand and are typical of any research project of this type.

Nonetheless, I was fortunate to visit schools which were experienced in implementing English-medium content teaching, and to visit a number of classes, as detailed below. In some cases it seemed as if the classes were perhaps 'show classes' put on for my benefit, and that is understandable, but I was also able to visit other classes, and to conduct short interactive teaching sessions in a number of classes in each school so as to check for myself students' knowledge and understanding of English and also their content knowledge. This was an important part of my visit, since it allowed me the opportunity to evaluate the results of the project independently, at least to some extent. Details of these observations and 'checking sessions' can be found below.

I was also able to talk to a range of teachers, Indonesian and non-Indonesian, to administrators from the schools and from the regional offices, and to talk to students informally, as well as observing students working in class, and examining student workbooks. These less 'planned' and less formal sources of interview and observational data were important parts of the jigsaw.

In sum, although the data samples were necessarily limited in size and scope, I am satisfied that the picture I was able to obtain was suitably representative. Taking onto account the various factors which limit the data, I consider that I am able to present a reasonably accurate and rounded snapshot of the current situation concerning English/bilingual education in Indonesia. However, further research in various areas, to be considered below, would of course be beneficial.

b)   *Documentation and statistical data*

- **Reports and formal documents**

As noted above, I was also fortunate to have access to a number of recent reports relating to the current situation of bilingual education in Indonesia. Coleman's account (2009) is particularly detailed and authoritative. In addition I also received a number of reports from the Ministry, listed below in the References section.

- **School brochures, publicity and other documents**

During my visit numerous other documents were also provided by the Ministry and the British Council, and schools also provided information on their English programmes. I was furthermore able to obtain copies of materials used in class.

- **Test and statistical data**

There was no available statistical data which could shed light on the relative results of SBI and non-SBI schools. Officials at the Ministry reported that all test and examination data for a number of recent years is available, so that in principle a statistical comparison could be made between students/schools involved in the SBI programme and those who are not, or else a comparison of results for each school before and after they joined the programme. However, the Ministry staff noted that they would probably benefit from external advice on how this sort of comparison might best be done. They noted that no formal comparison or evaluation of this type had yet been attempted.

c)   *Interviews and meetings*

Numerous interviews and meetings had been set up with a range of stakeholders. Full details of these meetings can be found in the Appendix. The stakeholders interviewed were as follows:

- Ministry staff and academic staff members

I was able to visit the Ministry to meet with senior officials, as well as with university academics, some of whom are assisting the Ministry in a number of areas. These included *Prof. Slamet* of State University Yogyakarta, *Hywel Coleman* of Leeds University and the Ministry of Education, *Dr. Fatturahman*, Ministry of Education, responsible for Junior secondary level, *Dra. V. Nilawati*, University of Atmajaya, and staff from the *University of Atmajaya* Research Department.

These meetings contributed valuable insights into methodology, training, materials and books, tests and testing, and all other aspect of the English programme in Indonesian schools, as well as their views on how the programme could and might develop in the coming years.

- Indonesian heads and teachers

I was able to meet with one head from a primary school and a number of teachers from primary and secondary level. I was also able to talk to a primary head teacher and a class teacher who had come to Jakarta from a semi-rural school in Semarang, two hours from Yogyakarta, and I was thereby able to get some insights into the situation in more rural areas. I was able to talk privately with these members of school staff so as to ascertain their views of the English/bilingual SBI project in general, and of their own situation within it. At junior secondary level I was also able to speak to teachers and head teachers to form a sense of their work, and to obtain their views on the SBI initiative.

- University staff

I met with university staff from the University of Atmajaya, a private university in Jakarta. This meeting brought out a number of views on the effect of English on indigenous languages, the impact of the project on local schools, the views of parents and so on.

d) Observation

- ### School observations

Primary school

I visited an Islamic (private) primary school in Tangerang, and I spent the whole school day in discussion with teachers, the head teacher, and administrators, examining documentary data, and in observation of a range of classes. I was also able to conduct a number of short teaching sessions which, as noted above, were important ways of checking students' knowledge and understanding directly.

This primary school has 430 pupils (with 164 in the secondary school on the same site) and has been in the SBI scheme for two years. The school teaches three subjects in English, namely, Maths, Science and English, and 9 subjects in Bahasa Indonesian. 70% of pupils go on to an SBI junior secondary school. The school SBI programme has 9 teachers, all of them Indonesian, 6 of whom are teachers of Maths and Science. To enter the SBI school programme children have to pass a Bahasa entrance test to determine their educational level.

Junior Secondary school

I visited a Junior Secondary school in a district of Jakarta, where I also spent some time in discussion with staff, examining documentary data, and then in observation of classes and also in teaching/checking students' abilities directly. This school has a total of 172 pupils in its SBI stream, as follows:

Level	Number of classes	Number of students
7	3	91
8	2	52
9	1	29
		Total: 172

It was reported that intake of students is increasing year on year, as can also be seen from these figures. Since there are 6 classes per level, at the moment half of all students at level 7 are in the SBI stream. Those who wish to enter the SBI classes must take a test in Maths, Science, IT and English as well as an IQ test. The SBI stream has better facilities, such as video screens in each class and more technological and pedagogical support, and a total of 5 Indonesian teachers. They also have some visiting teachers, one from the Philippines, one from Canada and one from the UK, who visit approximately once a fortnight.

- *Classroom observations*

At the primary school I was able to observe 5 classes, as a whole or in part. I here include two snapshots of classes I observed to give an idea of the teaching and learning processes:

LESSON A:

Teacher A

Primary Level 3, Maths lesson

25 children male and female

Teacher teaching multiplication. Shows on the board how to do the sum, doing the workings. Her manner is methodical and clear. She asks some plenary check questions but no individual spot check questions. She then dictates a sum to them and gets them to do it while she counts up to 15, at which point she calls out 'STOP!'

I walk around examining and checking the pupils' work. One just wrote the sum with no answer. Another wrote the answer without the workings. A third did the working well and carefully. So there are different levels of response, but it is nonetheless clear that they do all understand and follow.

Then teacher goes through the answers one by one. She elicits the correct answer and writes it on the board, but does not explain it or check individual students' work or understanding. The class do seem to understand and follow in general. The teacher has a good friendly and professional manner.

I was then fortunate in this school to be able to conduct a 15 minute session myself with a level 6 class. This session was a very useful way of gauging students' actual level of knowledge and skill at this crucial educational stage, namely the last year of primary. This is an outline of the session.

LESSON B:

The author

Primary Level 6

25 children male and female

Seated in a semicircle facing the board

I start by greeting students and telling them a little about myself and my family, using the board to set out details in a diagram with my children's names, ages and so on. I then use this information as the basis for question around the class, e.g.

- How old is my daughter?

- What is my older son's name?

I walk round the class asking students at random, trying to include everyone but not in any order. I then start to ask questions about their own families along the same lines, firing quick questions here and there to check the knowledge and skill or each student. I then ask if they want to ask me questions, and they volunteer, so I start inviting random students to ask questions.

I am genuinely impressed by their ability to understand me, to respond accurately and quickly, to ask questions themselves, and by their level of English knowledge and skill in general. End of class.

The following day, at the junior secondary school, I was able to observe three classes. Again, I was also able to walk around to observe students as they worked. Here is an example of one of them:

LESSON C:

Teacher C

Junior Secondary Level 7, Science lesson

27 children male and female

Indonesian teacher

On the screen is written the heading "Organization of live" (sic)

The teacher talks about the homework from the previous day, all in English. She then talks about the classification system with the example of the 'pantera tigris'. She elicits from students the fact that the first word is the genus, the second the species. It is clear from students' answers that they clearly do know this, though they respond with a few lexical and grammatical errors.

The second screen shows a list of eight words such as 'life' 'organisation', 'cells', 'tissues', 'organ', 'plant'. The teacher goes through them asking for the equivalents in Indonesian. They chorus and many clearly know it, but the teacher does no individual spot checking. The next screen shows 16 new words, and students are visibly deflated. Their shoulders sink. However, the teacher continues with a drawing on the board of a body and checks knowledge of different systems, all reinforced with the Indonesian equivalent. She then uses a good metaphor to explain the cells, saying they are like the classroom, with the bricks representing the cells, and she elaborates the metaphor well. She asks about one cell system and students call out 'protozoa', then she switches to Indonesian.

She then switches to the five natural 'kingdoms'. She is now presenting rather a lot of information, and the thread of the lesson is less clear than before. Good use of PowerPoint on screen to illustrate content. Good use of whiteboard to put up new vocabulary. I note that the children seem to have no books on their desks at all.

At this point the students are a little tired and restless, and they would benefit from a clear task. This is becoming a rather long session of basic input, and a sense that it is largely revision. Again the teacher asks if the class understand and they all chorus together, but there is no individual spot checking. After more input in this same mode the teacher puts a test on the board and asks them to complete it. She accepts answers only from those who volunteer, and does not ask the more silent students. I am curious that the students still seem to have no books or notebooks and they take no notes, just listen.

At the end of the lesson she tells the students to bring a red onion and toothpicks with them for the next lesson!

I say hello and tell students a bit about myself and my family to break the ice. I then put up on the board the same test which the teacher had used earlier and I ask students please to keep silent and keep their hands down. I then go round the class questioning them about each number on the diagram and asking selected students to tell me what the item is – a kind of informal spot check. About half the students can do it, whereas half cannot. This allows information on students' actual comprehension of the lesson's target content.

Then finally I thank the teacher and the class, and say how lucky they are to have such an excellent teacher.

These lesson samples give a sense of the kind of classes which I was able to observe, and also help to illustrate my discussion below concerning the strengths in the teaching I observed, and also what needs more attention in the way of training and development. These points will be considered in detail later.

e)   *Other data sources*

Besides the relatively formal data sources noted above, I was able to make numerous informal observations during the visit. In my view these were of considerable importance, since they offered insights not only into what participants and stakeholders believed, but into what was actually happening in practice. For example, informal conversations with teachers and pupils allowed me to gauge whether formal Ministry policies were in fact being followed, whether English was in fact being used in class on a regular basis, whether students in fact understood a particular concept or lesson, whether teachers had received the training they were expected to receive, and so on. These data sources included the following:

- *Students' written work in books around the schools*
- *Opportunities in the classroom to observe students at work*
- *Questioning students about aspects of the lesson*
- *Discussions with Ministry staff and other stakeholders*
- *Discussions with teachers and pupils outside of formal interviews*
- *Posters, notices and other signs and displays.*

Although these and other data sources were necessarily limited owing to time and other practical limitations, in my view the data collected was sufficient to give a reasonable view of the current state of the English/SBI initiative in Indonesia, since measures were taken to gather the views of a wide variety and range of stakeholders, and also to observe the SBI programme in action at school and classroom level.

Indonesia - Findings

The Findings of my visit are here divided into sections for convenience. I will first consider the *Current status* of the programme in Indonesia, and its future prospects. I will then discuss Evaluation and assessment, followed by *Teachers and Teaching,* including questions of training, *Students and learning* and then *Materials and curriculum.*

f)   The English Programme: current status and future prospects

- ### *Current status*

It is important to note that the SBI project in Indonesia is relatively new, and has had little time so far to have any real impact. Educational initiatives of this kind can often take decades to have the desired effect, whereas many of the SBI schools in Indonesia have been operating their systems for two years or less. It is important for governments and Ministries around the world, and all stakeholders in these projects, to recognise the need for several years of development before judging them a success or failure, and not to rush to judgement.

Examples from other countries can illustrate this. In this same consultancy visit I also visited Thailand, where bilingual projects were started some six years ago. In the opening section of this report I outline that during the first three years or so there were a number of problems with teachers, learning, materials and so on, but that these were overcome in various ways, so that now the project is popular, showing evidence of success, and has a broadly positive outlook.

Recommendation 1 – TIME-FRAME OF THE PROJECT: The SBI English/bilingual project in Indonesia is still in the early stages of development. Given that all significant educational initiatives take many years, or even decades, to achieve their ends, it is recommended that no major changes or shifts should be initiated at this stage, but that the project should be supported, reviewed and modified gradually in the medium term.

It is still possible to offer a number of suggestions and recommendations for general improvements to the SBI initiative.

- ### *Perceptions of the programme*

It was noted earlier that the Ministry documentation considers English to be a mere part of the initiative, and not the main focus, since the central aim is rather to raise educational standards to 'international levels'. However, it was clear from my observations, and my interviews with many stakeholders, that almost everyone in practice considers English to be the main focus of the whole programme.

This may derive from the fact that, as Coleman notes (2009:19), throughout the Ministry documentation there are references to English, and this might lead to the idea that the centre of the project is English. It is certainly clear from interviews which I conducted with all stakeholders that English and a generally bilingual approach is seen as the main aim of the project. A good illustration of how firmly certain misconceptions about the project have taken hold is a newspaper article written for the Jakarta Post (24/2/2007) by Richel Dursin entitled *'English policy does more harm than good'* which assumes that the Ministry policy is aiming strictly at English only classes and will undermine Indonesian language and culture.

This misconception could be potentially harmful to the project as a whole. On the one hand it could distort the work of the SBI schools, so that they will concentrate only on English and not on other parts of the project, and on the other hand it could lead to fears among the public that the SBI initiative will cause harm to Bahasa Indonesian or to other local languages, and to local culture. It is therefore important for the Ministry to make the aims of the project clearer to the public, to parents, teachers and others, and also to make it clear what the project does *not* aim to do.

Recommendation 2 – AIMS OF THE PROGRAMME: Currently there are serious misconceptions about the SBI programme among members of the public, school staff and other stakeholders, and this is an obstacle to the success of the programme. It is therefore recommended that the Ministry should attempt to clarify the aims and purposes of the SBI programme to the public more fully.

- ***Criteria***

Coleman (2009:18-19) lists the criteria which a school is supposed to meet in order to become part of the SBI project. According to Professor Slamet and other stakeholders, however, the main problem with the implementation of the SBI scheme so far has been the fact that schools have been accepted onto it without fully meeting the criteria to get more schools into the scheme. In other words there has perhaps been an emphasis on *quantity* to date.

Those at the Ministry responsible for the Junior Secondary level of the SBI project reported that at the moment there are 269 government Junior Secondary schools involved in the SBI project. When asked if they thought this number would increase they reported that it is felt that it would be better not to increase numbers significantly in the near future, even though many schools want to join, but instead to consolidate the current number.

This proposal to focus on *quality* at this stage instead of increasing the *quantity* of schools seems to be a useful one, and should be supported.

Recommendation 3 – NUMBERS AND QUALITY OF SBI SCHOOLS: The Ministry could review the criteria used for admitting schools onto the SBI programme. In addition the Ministry could aim at this stage to raise the <u>quality</u> of SBI schools, rather than increasing the <u>quantity</u> of schools.

- **Funding of SBI schools**

In terms of funding, the central government and provincial government currently offer extra funding for SBI schools who join the scheme, as has been fully reviewed by Coleman (2009:29-30), and in some cases, as Coleman reports, these funds can be substantial. The primary school I visited had received such funds to pay for extra facilities, science materials, books and so on, and the sum to date was relatively large – Rp900 million (which is £55,600 according to Coleman 2009). The school also charges fees, which are regulated by the government, and these can be increased by 10-20% per year. The same was true of the Junior Secondary school.

Some stakeholders questioned the amount of funding offered by the government, noting that many schools in the cities could get funds from parents, while schools in the countryside and smaller towns needed central government funding more. In other words, it was felt by some stakeholders that at the moment the distribution of funding is not always well-targeted since some schools which are already 'rich' are getting richer, while poorer schools which need more funding are not receiving enough.

It is not clear whether these claims are true or not, but it would seem valuable for the Ministry at this stage to review the funding of SBI schools to ensure that the funding arrangements are equitable and appropriate. This review could also include consideration of the fees which parents need to pay. In some countries (such as Thailand) many parents are willing to pay extra for English and this money can have a positive effect on the educational system, if it is organised well, as it injects funds which can be used for more teachers, materials and other areas to support English education. However, this issue needs to be considered by the Ministry in the light of conditions in Indonesia.

Recommendation 4 - FUNDING: The current funding arrangements for SBI schools may need to be revised. The Ministry could consider these possible steps:

- *redirecting funding so that more funds go to rural initiatives, so as to ensure that poorer areas can also have access to good SBI schools*

- *continuing to allow and encourage parental funding for SBI schools, at a reasonable level*

- *allowing schools to become SBI schools without receiving government funding, if they wish, so long as they meet the quality criteria*

- *reducing or cutting funding for schools in urban areas where the parents can pay, as those areas already benefit from many advantages.*

- **Motivation and public demand**

It is clear that there is a high demand for English in Indonesia. Those who can afford it often choose to send their children to private schools which offer extensive English in the way of immersion or bilingual education, but some parents with children at government schools are also clearly willing to pay the extra charges for the perceived benefits of the SBI scheme. This is clear from the figures given above for the Junior Secondary schools, showing an increase in numbers year on year, and the Ministry reports that schools are keen to join the programme.

In fact, all stakeholders indicated that the demand for English is high and shows no sign of reducing. Teacher and students at the SBI schools were very motivated by the SBI dimension of the project. They clearly had a 'sense of mission' and spoke up in favour of the programme, not because of the funding aspect, but rather because their school had a good image locally and a reputation for being at the forefront. In general, staff and other stakeholders seemed to be supportive of the programme, though they naturally had suggestions for improvement.

- **Future of the SBI programme in Indonesia**

To summarise this section: although there are areas for improvement, and although the SBI initiative is at a very early stage in educational terms, it seems that the project is being viewed positively by most stakeholders. If the funding arrangements are reviewed in some of the ways suggested above, this might also help to develop the programme in future, strengthening the schools currently in the programme before then perhaps extending it more widely.

- **Academic success of the SBI programme**

Although the SBI programme appears to have established a momentum, and to be attractive to schools, students and parents in ways likely to lead to its expansion in future, in terms of its academic success, reliable statistical indicators were less easy to obtain. This concurs with what Coleman found:

"The impact of learning other subjects through English is difficult to measure because no systematic studies have been carried out." (Coleman 2009:55)

This is a significant weakness in the project as a whole, since without reliable test data it is impossible for the Ministry to know whether students on the SBI programme are genuinely progressing in their English and also in their content subjects in comparison with those students not on the SBI programme. Without reliable data of this kind in the coming years it will be difficult

for the Ministry to decide how best to target its efforts, or whether to adjust any aspect of the SBI programme for greater effectiveness.

In each of the schools I visited the teachers were confident that students in the SBI streams are achieving higher standards than those in the normal streams. The Junior Secondary school reported that the local authority carries out tests regularly to see whether their SBI students are performing to standard. However, this is not by any means a reliable guide to achievement since but they also conceded that "*SBI students do better because of motivation*", and also because they are pre-selected by the entry exam, so are already students of a higher educational level than others.

For this reason it would seem an important aim to work towards obtaining a solid and reliable assessment of SBI programme students' current levels and performance at a national level, in comparison with non-SBI programme students. If such an assessment is to be carried out, it should ideally be benchmarked to international standards so that the Indonesian Ministry can see objectively how the SBI programme is performing. This could then serve as the basis for a possible future test of students' level, say in three years from now, as a measure of development in Indonesian students' level of English in the interim. The precise parameters of such an assessment would need to be established separately, but as a minimum it could consist of the following, as outlined for the case of Thailand:

o   *a test of lexico-grammatical knowledge: this is generally recognised as the test type which is most predictive of general ability, as well as being relatively practical to administer*

o   *a test of reading proficiency: this is generally considered to be the type of test next most predictive of general ability, after the lexico-grammatical*

o   *benchmarking to international standard specifications such as those in the Common European Framework, probably at levels A1, A2 and B1 for the first test, and then extended to B2 also if a repeat test is carried out in the coming years.*

In order to arrive at valid conclusions concerning the SBI programme, the test will need to be administered to:

o   *samples of students in the SBI programme and non-SBI programme cohorts*

o   *samples from a range of areas around Indonesia*

o   *students at the end of primary level*

o   *students at the end of junior secondary level.*

The preparation and delivery of such an assessment need not be costly, if it is organised and carried out in conjunction with regional educational authorities in each region. In my view it is essential to work towards the establishment of such an assessment, since without it the project as whole is in effect operating in the dark, without any true indication of the academic success of the programme.

Recommendation 5: *The Ministry should aim to obtain statistical data from test scores, using samples from across the country, to compare the English levels of SBI programme students with levels of those students who are not in the English program. Without such test data it is impossible to be fully confident of the effectiveness of the English program. These test data could be used internally by the Ministry in its planning and agenda-setting.*

The above proposal concerns only a test of English language. However, ideally a parallel assessment could also be devised so as to ascertain whether SBI programme students are learning content knowledge and skills in ways parallel to non-SBI programme students, i.e. to check that the fact of learning their content subjects such as Science and Maths through English is not affecting their learning adversely.

Recommendation 6: *The Ministry should aim to obtain clear statistical data from test scores, using samples from across the country, to compare the levels of content knowledge of SBI programme students with the content knowledge of students who are not in the English program, at various levels of schooling.*

g)   Evaluation and assessment

The discussion above concerns the evaluation of the programme as a whole. We can now turn to examine issues of assessment and testing within the school system.

The staff at the Primary school reported on the fact that the school tests at the end of each school stage are provided only in Bahasa Indonesian, and this means that students who have studied some subjects through English feel disadvantaged. It means that in practice such students revise all the science and maths again in the year before the exams through Bahasa Indonesian just for the exam, and this is clearly not satisfactory.

The examinations at the end of students' schooling are of crucial importance and have a major 'washback effect' on what happens in the whole educational system up to that point. If the Ministry, though the SBI project, wishes students to learn through English, then it would seem

sensible to offer these students an exam, or part of an exam, through English. If this is not done then there will always be a mismatch between what students are learning in the SBI project and the final test they take. The primary school said that they had found for themselves a foreign test of science and maths in English, from an Australian university, in order simply to validate their students' learning of Science through English. However, it would be preferable if a similar solution could be found on a national scale.

Recommendation 7: As concerns the assessment of Maths and Science for students in the SBI programmes, the Ministry could consider establishing a new final examination, or perhaps part of a final assessment, in the medium of English. Such an assessment of Science and Maths in English would allow a more accurate and realistic assessment of the progress of SBI students, and could also act as a motivating factor for SBI staff and students.

h)   Teachers and teaching

In the section on *Observation* above I offered some brief sketches of classes observed at primary and junior secondary levels. Here I consider the stronger points of the teaching I observed, and also some of the main areas which appear to need strengthening through training and development.

- **Strengths in teaching**

The teachers I observed were clearly committed, active and interactive. They had prepared their lessons well and hade an excellent relationship with students. They had a reasonable ability to communicate in English and – as can be seen in the sample lessons given earlier – they used Bahasa Indonesian sensitively and effectively to ensure that key concepts could be understood.

Although the lessons I saw were generally successful, there were a number of areas in which teachers could benefit from training and development. It was clear that although schools do receive training and development sessions, these could be increased in number and frequency, as teachers said that they did not have much development through the year, and few workshops. The head teachers in both schools were quite clear that training for their teachers was one of their first priorities and was what they sought above all.

The two areas which in my view need most attention in terms of development and training are related to **English language**, and to **classroom management**. We can now consider each of these in turn.

o   ***English language development***

The English used in the observed lessons was communicative, and was commendable considering that the teachers were not English specialists, but it did suffer from some inaccuracies. Furthermore teachers were not confident. For this reason it is recommended that attention and development be focussed on this area of their abilities. This is borne out by the research which the Ministry undertook into the English language levels of teaching staff, outlined in the document *Map of English proficiency of teachers and staff in pilot schools* and reported also in Coleman (2009:26).

To be fair, the teachers I saw were of a satisfactory level and were achieving satisfactory results through English, but they are probably not typical of the whole country. This is an important area for future development.

Recommendation 8 – PRE-SERVICE and IN-SERVICE TRAINING (English Language): The Ministry should review the training and development of new and current teachers of Science and Maths so as to upgrade their ability to use English in their teaching. This review should include the universities and teacher training institutions who currently train teachers, as they might wish to review the extent to which they include English language development in their curricula.

o   ***Classroom management***

Another area in which teachers could benefit from training and development is in classroom management, so as to maximise student learning opportunities. These main areas of focus, judging from the cases which I observed, are these: *Developing effective learning tasks, Questioning techniques* and *Systematic checking on learning.*

o   **Developing effective learning tasks**

A typical pattern in the classes I observed was for the teacher to give input on the topic of the day, perhaps through Powerpoint or by some other means. Lessons A and C in the Classroom Observations section above both follow this pattern to some extent, of a teacher-led input session at the start of the lesson. In terms of the quality of the input, this part of the lesson seemed largely satisfactory in the classes I observed. Teachers were sensitive, quite interactive and clear.

However, after such an input stage it is important for the teacher to provide some *task or activity* to consolidate the learning process. This happened to some extent – an illustration is in Lesson A where the teacher offered a short check test in a maths technique which students had to complete - and this is valuable. However, in almost every class which I observed this could have been done

more effectively and rigorously. In Lesson C for example, the teacher tended to give too much information and input and not enough opportunity for *tasks* for consolidation. Learners seemed not to write down anything at all throughout the whole lesson, but simply listened. It is true that the lesson included a lot of interactive questioning which was of benefit to many students, but in general I consider that this lesson, and all others which I saw, needed far greater use of effective tasks and consolidation activities of a kind which would ensure that learners really assimilate the target material of concepts.

For this reason I would recommend that teachers in the SBI system receive training which includes a focus on this area, namely *how to develop learning tasks which get learners to assimilate the target content or material*. To some extent this is linked with the way in which teachers use materials and coursebooks, in those cases where teachers are using coursebook material, but the general ability also to develop new and specific classroom tasks and activities should be part of every Indonesian teacher's repertoire. For this reason it is recommended that teachers be given development training in *developing learning tasks to consolidate learning.*

o   **Questioning techniques**

Although many of the teachers I observed made good use of classroom questions, to stimulate and motive thinking and learning, there were cases where they tended to 'tell' students information without enough questioning. This probably derives from teachers' sense of their role as 'givers of knowledge'. For this reason it is important to offer teachers development training in the area of *classroom questioning techniques.*

o   **Systematic checking on learning**

Perhaps the most significant area of weakness in the classes I observed (as was the case in Thailand), even with those teachers who were generally of a good standard, was in the area of *checking learning*. Too often a teacher would ask if everyone understood, and would accept a general nod from the class as a whole, and a chorus of 'yes', and then continue, even though it was clear, or became clear later, that not all the class had in fact understood the point made.

In the short sections of lessons which I myself was able to teach (see for example the end of Lesson A, in the section on Classroom Observation), it became clear that although students appeared all to nod and say they understood, in fact when they were questioned individually this was not the case. This demonstrates the importance of *regular checking*, as mentioned
in the case of the Thai examples.

Recommendation 9 – PRE-SERVICE and IN-SERVICE TRAINING (Pedagogy): *The Ministry should review the training of new and current teachers of Science and Maths so as to upgrade their abilities in these areas: developing effective learning tasks; questioning techniques; systematic checking on learning.*

It is an important part of any teacher's development that they see and learn from what other teachers are doing, as a means towards changing and developing their own practice. It should be noted that many of the areas mentioned above are already covered in the recently produced British Council *Motivating Learning* DVD, which would provide a useful introduction for any training. It will be valuable to find or develop additional training materials, perhaps video clips or DVDs, which could help SBI programme teachers, both Indonesian and non-Indonesian, to develop their range of techniques when teaching content in Indonesian SBI programme classes.

Recommendation 10 – TRAINING MATERIALS: It is recommended that if possible good video training materials be obtained to show teachers how to use good classroom techniques in their work, as part of a teacher development programme.

i)   *Students and learning*

As part of my visit I observed and interviewed students with a view not only to discovering their views on the SBI programme experience, but also to ascertaining as far as possible the level of their English and of their content knowledge.

In terms of their views of the SBI programme project as a whole, they were clearly positive, not only in what they told me directly, but in the manner of their participation in class. It was also clear from informal observation of their written work in their workbooks, their work in class as they completed handouts, their spoken language in class and with me individually, that many of them are motivated by the experience, and that their level of English, written and spoken, is quite good for their age. Spot checks of their knowledge also showed that many, if not all, were learning both language and content well. It does appear as if learning is taking place, some of it good.

Such indicators cannot, of course, be taken entirely at face value. As noted above, it is important to obtain more systematic data, through testing samples of students, to be sure that actual educational progress is being made in the SBI programme beyond that in the non-SBI programme classes, in terms of levels of English and also in terms of content knowledge.

j) *Materials and curriculum*

The schools report that they are provided with a list of possible books and other materials by the Ministry, and are then entitled to identify and buy materials to support their own school teaching of Science and Maths through English. Frequently they make use of books from Singapore, but the primary school also used a book produced in Indonesia in a bilingual edition, which had one page in Bahasa Indonesian with the facing page containing an exact translation into English. I did not observe this in use, but it is potentially a useful classroom aid in a bilingual classroom, if used properly.

In addition, publishers also offer materials to schools, and also provide training to accompany their books, for a small fee, but these training sessions are rarely available outside of big cities, and are usually held only in Jakarta. The school head and teachers from near Yogyakarta whom I interviewed reported that they could not access training of this kind provided by publishers on the use of materials, although his staff would very much benefit from it.

Staff raised the problem that the books from Singapore and other overseas sources did not usually fit closely with the Indonesian curriculum, which was problematic for them. It is therefore clear that schools and teachers would benefit greatly from more assistance with materials, both in how to choose them and how to create them.

Recommendation 11 - MATERIALS: *At the moment there is considerable uncertainty around the best materials and books to be used by schools for teaching Science and Maths in English. It would be helpful if the Ministry, perhaps with the assistance of other agencies such as the British Council, could offer more guidance to schools in this area.*

Recommendation 12 - MATERIALS: *The Ministry could consider establishing an independent committee for assessing and advising on appropriate coursebooks and materials for the teaching of Science and Maths through English in Indonesian schools.*

Recommendation 13 - MATERIALS: Consideration should be given to establishing an Exhibition or Book Fair, or various fairs in different regions, so that teachers and administrators can see a wide range of books for Content areas in English from a variety of publishers.

Impact on local culture

Coleman is concerned in his report about the possible impact of the English/bilingual programme on local languages, referring to the possibility of 'language death'. In my visit I asked stakeholders specifically about this but in fact none of them considered that it was likely or problematic. It was

suggested that in many countries there are several languages taught and spoken without one necessarily dying, and no evidence was adduced that in fact English was having a serious impact on Bahasa Indonesian.

The only dissenting voice was a university lecturer who considered that some young people who learn at bilingual schools do not perfect their own Bahasa language abilities, and he was concerned that elite groups might use English as a status symbol.

In my visit I was not presented with any evidence or any view that the use of English by elite educated groups is impacting or likely to impact directly on local languages. Nonetheless, it would be wise of the Ministry and other agencies to take precautions in this area, and I would support Coleman's recommendation that, "*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.*" *(Coleman 2009: 59)*

This might include ensuring that language policymakers are aware of the issue, and also to assist with the support for, and education in, local languages alongside the funding of English. In my view it may not necessary or indeed possible to choose between one approach and the other, since support for both English and local languages is surely possible and probably appropriate.

Recommendation 14 – IMPACT ON INDONESIAN LANGUAGES AND CULTURE: The Ministry and other agencies monitor the impact of bilingual/English initiatives on local languages, including Bahasa Indonesian, and consider offering support to those languages which might appear endangered as a result of the increase use and teaching of English.

Indonesia - Conclusions

It appears from the data collected through this consultancy that the English/SBI programme in Indonesia, though still small in scale, is received positively by stakeholders and is set to grow and develop in the coming years. However, the project is in the early stages and will need time and support if it is to grow and become fully effective, as well as attention to the issues raised in this report.

In terms of educational attainment, it is not possible at this stage to be certain whether or not the SBI programme is achieving its educational goals or not, in terms of improved levels of English and satisfactory levels of content knowledge, owing to the lack of internationally benchmarked evaluation data. As a result, obtaining such data should be considered a priority in the short- and

medium-term. This need not be costly if it is managed through local Education Service Areas and supervisors, so long as suitable test instruments are devised.

In terms of teaching, a number of areas have been identified as targets for teacher training and development. In addition, it is recommended that more guidance is offered to schools in their selection and production of materials.

The limitations in the research data were outlined earlier, and it would clearly be of value for more research to be carried out into the SBI programme in Indonesia. In particular it would be useful to obtain more data on actual classroom practices, perhaps as the basis for future teacher development programmes.

Nonetheless, if the programme receives the right amount of support, there is clearly a dynamic in schools, with motivation among teachers, parents and students, for the project to play its part in developing English language abilities and the possible raising of educational standards across Indonesia.

Report on EBE in Korea

Overview

This report discusses the consultancy visit to South Korea, which took place from 6th Dec – 12th Dec 2009, to review Korean bilingual/English education as part of the RST strand (strand 1) of the British Council Access English Project. The consultancy reviewed a wide range of data, including documentary sources, school and classroom observations, and interviews with a range of stakeholders from the Korean Ministry, schools and elsewhere. It was possible to obtain by means of these data an illuminating picture of the views of stakeholders and also of the current situation regarding English/bilingual education in Korea.

It concluded that the English bilingual programme in Korea is operating rather differently in the Seoul area, broadly speaking, and in the Busan area, and the report therefore offers recommendations suited to each area so as to support the development of English language education

The report noted, however, that there is an absence of firm test data by which to evaluate the academic success of English Language learning in Korea in comparison with other countries. Without such data, properly benchmarked to international standards, it is not possible to be sure whether or not students in the Korean system are in fact doing as well as, or better than, those not in the programme, both in their English learning and in their content learning. For this reason it is recommended that test data on these areas be obtained in the near future as a solid benchmark by which the programme can be evaluated now and in future years.

It is also recommended that teachers receive training and development in terms of their English Language proficiency, and also in aspects of teaching content subjects. It is also recommended that schools and teachers be given more guidance on materials which they could use on the teaching of content subjects in their classrooms.

Introduction

The aim of the *Access English* regional project is to improve the teaching of English through a variety of activities that support decision makers, trainers and teachers. One of the areas of interest is EBE or English Bilingual Education, and this consultancy aimed to review EBE

programmes as implemented in government schools in Korea, so as to help the Korean Ministry and the British Council to support and develop such programmes or similar programmes in future. It did not look at other areas of English education in Korea.

Background: bilingual/immersion education in Korea

This consultancy visit was facilitated by the existence of a number of recent reports on bilingual education in Korea, in particular Coleman (2009), and also by meetings with important stakeholders in Korean education who offered useful information on the background to bilingual education projects around the country. I here offer a short informal summary of recent developments in this area to assist the reader with understanding the context of the consultancy.

For some time the government in Korea have been concerned that the country is not succeeding in its English language education. It was reported in 2009 (Korea Times 2009), for example, that Korea ranks 89th out of 120 countries in terms of TOEFL results, achieving a score below the international average. This is in spite of the fact that, as the same article reports, more than 90 percent of elementary school students receive additional private English education, usually in the evenings and weekends, with the amount of money spent on English education reaching 15 trillion won per year – a staggering US$13.35 billion.

Partly to address this issue the Presidential Transition Committee in 2008 decided to work on improving the level of English education in the state system, in the hope of improving the results from government schools, in order to reduce the need for parents to spend so much. The Committee therefore took the advice of a group of academic advisors and agreed to implement a bilingual/immersion approach, known in Korea as *mol-ib,* which included the teaching of content subjects such as maths and science through English. As a result a small number of schools (up to ten in the Seoul area, for example) became involved in a *mol-ib* scheme.

This policy immediately came under fierce attack from teachers' unions and other quarters, some of whom felt that Korean teachers were not equipped to teach though the medium of English, that pupils' learning of science and maths content might suffer, and that the Korean language might also suffer. These objections and worries caused a large amount of critical coverage in the press, to the extent that the government decided to order a review of the project immediately, with a public hearing into the project. This led to the abandonment, after only six months, of the *mol-ib* scheme in its purest form in government schools.

There still remained the concern about standards of English, so the Ministry in Seoul decided next to adopt a different approach. It is widely felt that Korean teachers use too much Korean in class,

with the result that students do not get enough exposure to English, so in place of the *mol-ib* scheme the Ministry decided to try instead to boost the amount of English used by teachers in English classrooms. Their proposed solution has therefore been to develop and pilot a new qualification called the 'TEE' certification (meaning 'Teaching English in English'), which aims to act as a mechanism to encourage teachers of English to use English more in class. The first phase of this project is completed, with a cohort of 200 teachers having received their awards, and it is planned to roll the certificate out across the whole country in the coming year.

In the Seoul area, the Seoul Metropolitan Office of Education has brought out an impressive plan as part of what is known as the SMILE project, which is the 'School-Managed Innovation of Learning English'. This specifically states as a main part of its rationale that:

"In order to curb private education expenditure, the public school system needs to take a leading role to meet the increasing need for quality English language education." (Seoul Metropolitan Office of Education 2009a:4).

The remedies offered are to improve *"current English language teachers' proficiency"* through the TEE project, to recruit more overseas native speakers and to improve the infrastructure of English learning. However, there is no mention of bilingual or CBI or immersion approaches in this project at all.

This illustrates the fact that in the Seoul area, and in the central Ministry in Seoul, the whole idea of bilingual education, or of any form of using English to teach Content subjects in government schools, is now effectively off the agenda, and is almost taboo in some quarters, partly as a result of the public reaction to the earlier attempt at implementation. One stakeholder said perceptively that *"eventually a bilingual programme will be implemented but now the mood is not right"*. Hence the emphasis now on the TEE initiative and other ways of improving English proficiency.

By contrast, in the area of the country under the authority of the Busan Metropolitan City Office of Education, in the south, the experience has been quite different in several important ways. Although in Busan the full bilingual immersion or *mol-ib* approach has likewise been abandoned in its purest form, the authorities and schools in that area have adopted what is termed by some the "Reinforced English Program", which still aims to teach content subjects through English in a form of Content Based Instruction (CBI). This means that whereas in Seoul there are few state schools teaching content subjects through English, in Busan there are rather more examples of CBI practice in more schools, and these are actively supported by the Busan Metropolitan City Office of Education with training, materials and financial support, in ways to be outlined below.

For this reason is useful to consider the two settings to some extent separately. In this report I will therefore consider the situation in Seoul and the implications for national policy on the one hand, and the particular situation in Busan on the other. Of course the two interact to some extent, so that for example Busan will have access to the national TEE certification project in future, but it is nonetheless useful in terms of evaluation, and also in terms of recommendations, to discuss the two separately to some extent, as each will benefit from rather different types of support in future.

Methodology and data sources

It is important in any review of a curriculum innovation to gather quantities of data of a variety of types from a variety of courses and stakeholders. I was fortunate in that the British Council had prepared a comprehensive programme of school visits and meetings with key stakeholders, as well as documentation, which allowed me to gather a range of views and insights.

a)   Limitations of the data

My visit to Korea was less than a week in length, and was confined to urban areas around Seoul and Busan. The sample of teachers included and classes observed was therefore necessarily limited in number, type and region. In my findings I is important therefore to take into account the fact that other schools across Korea will differ from the ones I observed.

In addition, heads, teachers, pupils and others undoubtedly attempted to present to me the best that they could offer including a number of 'show classes' of a type which is common in Korea, so the classes I was able to observe might not all be completely typical of classes elsewhere in Korea.

Nonetheless, I was fortunate to visit schools in both Seoul and Busan which were experienced in implementing English-medium content teaching, albeit in different ways, and to visit a number of classes, as detailed below. I was also able to conduct short interactive teaching sessions in a number of classes in both Seoul and Busan so as to check for myself students' knowledge and understanding of English and also their content knowledge.

In addition I gathered a valuable quantity of 'informal data' from talking to a range of teachers, Korean and non-Korean, to administrators from the schools and from the regional offices, and to talk to students informally, as well as observing students working in class. These less 'planned' and less formal sources of interview and observational data were important parts of the jigsaw.

b) Documentation and statistical data

- **Reports and formal documents**

As noted above, I was also fortunate to have access to a number of recent reports relating to the current situation of bilingual education in Korea. In addition I also received a number of documents from the Ministry and from the Busan Metropolitan City Office of Education, listed below in the References section.

- **School brochures, publicity and other documents**

During my visit numerous other documents were also provided by the Ministry and the British Council, and schools also provided information on their English programmes. I was furthermore able to obtain copies of materials used in class, including some interesting bilingual worksheets.

- **Test and statistical data**

There was no available statistical data which could shed light on the relative results of English bilingual and non-bilingual schools. This will be addressed below.

c) Interviews and meetings

Interviews and meetings had been set up with a range of stakeholders. The main stakeholders interviewed were as follows:

- **Ministry staff and academic staff members**

I was able to visit the Ministry in Seoul and also the Busan Metropolitan City Office of Education to meet with senior Ministry staff in both regions, as well as with university academics, some of whom are assisting the Ministry in a number of areas. These stakeholders included Dr Lee Won Key, Seoul National University of Education; Supervisor Ryoo at the Ministry of Education, Seoul; The Director of the Busan Metropolitan Office of Education, Hyul Mi, Kim and other Senior Supervisors, and Dr. Mae Ran Park, Pukyong National University.

I am most grateful to all of those named for their time and assistance. The meetings contributed valuable insights into methodology, training, materials and books, tests and testing, and all other aspect of the English programme in Korean schools, as well as their views on how the programme could and might develop in the coming years.

- **Korean heads and teachers**

I was able to meet with head teachers and senior teachers in both Seoul and Busan and to hear their opinions on the English/bilingual initiatives. I also conducted several group and individual interviews with a range of teachers in Seoul and in Busan. These included younger and more experienced teachers, as well as native teachers from the US, Ireland and Canada.

- *University staff*

As noted above, I was also able to meet with university staff including Dr Lee Won Key, Seoul National University of Education, and Dr. Mae Ran Park, Pukyong National University in Busan. This was very useful as both of these stakeholders have a wealth of experience and understanding of the bilingual/English initiatives in Korea at senior levels.

d) *Observation*

- **School observations**

I was able to visit a number of classes in both Seoul and Busan. In addition I was able to go into a number of extra classes and to take some short sessions myself.

- **Classroom observations**

At schools in both Seoul and Busan I was able to observe several classes, as a whole or in part. I here present two snapshots of classes I observed to give an idea of the teaching and learning processes:

LESSON A: (Elementary level, Seoul)

Teacher A

Elementary Grade 5

33 children, male and female

Pupils are seated in eight groups, with approximately 4 children to a table. Each table has an animal picture prominently displayed in a small central tower on each table, e.g. jellyfish, buffalo, cheetahs, with the English name. Each table also has a visible scoring system.

Teacher starts by asking about the last lesson. All seems very organised and structured. Then she models the expression "Can you join us?" and elicits 'Sure' and 'Sorry I can't" with a strong US flavour and accent. Then she turns to a large screen where a set of pictures is projected with questions, and plays the sound for all to hear, e.g. "We're going to the movies. Can you join us?". Pupils must answer with either "Sure" or "Sorry I can't". When they do well they are allowed to turn over a number on the table scoring system to get a mark. The teacher then moves to more extended phrases, e.g. "Sorry, I can't. I must …."

A video clip is now played. Some boys are shown in a cartoon speaking as follows:

- Hi Bill let's play football.

- Sounds great.

- Can you join us?

- Sure, I like football.

Pupils then write down the dialogue in an activity worksheet, which is bilingual with a Korean translation on it. The teacher does not check this but says 'good' and moves on.

The same procedure is followed with the next sections of the video, input, followed by oral practice, followed by a bilingual worksheet. There is a strong sense of competition, with each group racing to complete and then getting points as a reward.

The next stage is a freer practice stage, with pupils creating their own dialogue in groups. They work on this happily, mixing English and Korean. Teacher calls out "One minute to practise" and they start to practise their final version. Then groups go to the front and speak their dialogue, mostly of quite good quality, and full of enthusiasm. The teacher gives awards for the loudest voice, the funniest story and the best listener. The lesson ends.

This class is representative of the kind of classes I observed in Seoul. In Busan the approach is rather different, since, as discussed above, Busan schools within the project do teach content subjects through English in what they call the "Reinforced English Program", a form of CBI. Here is an example of such a class, given by a 'home' teacher (i.e. a form teacher who is not an English specialist).

LESSON B:

Maths lesson

Female teacher – the 'home' or main class teacher

Elementary Level 3

21 children male and female

Teacher starts with a video "I like English" as a warm-up, then asks revision questions such as 'How are you?' What's the weather?' What's the date?' She asks randomly around class and the pupils answer and seem to follow.

T now explains about unit fractions. She puts on the desk a set of large cubes with pictures on them of a girl and a pizza. She then tells a story about dividing up the pizza among animal friends who visit – the cat gets one, the dog gets two, the elephant gets four and so on, all illustrated on the cubes on the desk. She then puts on the board new pictures of the girl and animals with the pizza in the middle. She then checks their understanding of the story and what they recall about it, and as she does so she get the class to help her allocate the parts of the pizza to each animal.

The teacher is not an English specialist but she has very good English. She now moves onto group work with pupils changing their seating so that they are working in six groups of 3 to 4. Their task is to divide fractions into types and to discuss them, using large boards on each table and examples of each fraction. The teacher uses some Korean in her explanation of the task.

Individual work with worksheets. The teacher hands out worksheets to each pupil and the pupils write their names in Korean at the top. She then shows shapes on the main screen and pupils have to write each answer on their sheet, e.g. a shape with three shaded parts out of four requires the answer ¾. She also checks the names of the shapes in English (e.g. rectangle). Pupils work well, including those I can see near me. At one point the teacher makes a slip, saying two fifths when it should be two sixths, and the pupils correct her, showing they really understand!

Active learning. The teacher then moves onto a stage where pupils need to cut out shapes. Group leaders come up and collect scissors and paper and then each pupil has to cut out shapes correctly, e.g. to cut out 1/3 of a shape and so on. Then they combine their shapes to make an imaginary animal or other picture. The pupils are very active and enthused, chatting together in a mixture of Korean and English. At the end one group goes up to the front to explain and demonstrate what they did.

At the end the teacher summarises with their help, checking with everyone what they did in today's class.

These lesson samples give a sense of the kind of classes which I was able to observe in Seoul and Busan respectively, and also help to illustrate my discussion below concerning the strengths in the teaching I observed, and also what needs more attention in the way of training and development. These points will be considered in detail below.

e)   *Other data sources*

Besides the relatively formal data sources noted above, I was able to make numerous informal observations during the visit. These offered insights not only into what participants and stakeholders believed, but into what was actually happening in practice. For example, informal conversations with teachers and pupils allowed me to gauge whether formal Ministry policies were in fact being followed, whether English was in fact being used in class on a regular basis, whether students in fact understood a particular concept or lesson, whether teachers had received the training they were expected to receive, and so on. In other words these sources of data were crucial to the validity of my observations as a whole. These data sources included the following:

- *Students' written work in books around the schools*
- *Opportunities in the classroom to observe students at work*
- *Questioning students about aspects of the lesson*
- *Incidental discussions with Ministry staff and other stakeholders*
- *Discussions with teachers and pupils outside of formal interviews*
- *Posters, notices and other signs and displays.*

Although these and other data sources were necessarily limited owing to time and other practical limitations, in my view the data gives a reasonable view of the current state of the English/bilingual initiative in Korea, since measures were taken to gather the views of a wide variety and range of stakeholders, and also to observe the bilingual programme in action at school and classroom level.

Korea - Findings

The Findings of my visit are here divided into sections for convenience. I will first consider the *Current status* of the programme in Korea, and its future prospects. I will then discuss *Teachers and Teaching,* including questions of training, *Students and learning* and then *Materials and curriculum.*

f)   *The English/bilingual programme: current status and future prospects*

*   *Current status*

As noted above, it is clear that the bilingual/English programme in Korea is operating rather differently in Seoul and in Busan. In the Ministry and in the Seoul Metropolitan Office of Education the focus is currently on increasing the use of English in English classes, through the TEE certification and through employing more native teachers, and supporting the infrastructure for English education in general, while bilingual or immersion education has taken a back seat. In Busan, however, there is in addition a continuing programme of CBI work called the 'Reinforced English Program' which seems to be operating dynamically and with some clear success.

It was reported to me by a number of stakeholders in Busan that in the beginning they attempted more of a full immersion type programme, but through experience of what works in their context they have since moved to what they consider a CBI approach, and are gradually moving towards what they term 'Theme based learning.' In practice this means that whereas once they might have tried to have English-only classes of maths and science, this proved difficult, so they gradually adopted the kind of compromise illustrated in the lesson I observed and described above, in which the majority of instruction is in English, but teachers and pupils can and do speak in Korean to ensure comprehension, for discussion and so on.

In addition – and this is an important point – it became clear that students had in all cases I observed already been taught the content of the maths and science lesson in Korean previously, perhaps the previous term or the previous month. In other words in this approach the content was not new to the pupils, which is why it is called a 'Reinforced English Program'. This means that in the Busan region they have developed, through trialling different approaches, through compromising and adjusting their approach, a method which now seems to suit their context.

It is also clear that the scheme, though still small in scale, is growing. The Busan Metropolitan Office of Education give the following figures for CBI schools in their area:

	2007	**2009**	**Projected 2010**
Elementary school	5	9	14
Middle school	1	1	1

This is an indicator of some measure of success. It is also clear from my school visits and interviews with teachers, staff and administrators that the stakeholders are very positive about the experience, that students are learning well, are highly motivated and that staff broadly support the programme. It was noticeable that in these schools English was everywhere, even in signs in the bathrooms and on every wall, and everyone appears to have embraced the idea of (partial) English medium instruction enthusiastically.

In summary, both initiatives seem to be valuable in promoting the use of English in Korea, and both deserve to be supported and expanded if resources allow, in ways to be specified below.

- **Academic success of the English/bilingual programme**

It was noted above that the government has deep concerns about the English language performance of Korean students in international examinations. However, it must be noted that statistics relating to TOEFL are not particularly reliable indicators concerning the language proficiency levels of Korean students. For one thing, as Professor Won Key noted, many students in Korea take TOEFL simply for practice, which will naturally depress the average score of Korean students as a whole. It would seem, in short, that there is currently no reliable statistical or research evidence concerning Korean students' actual English language proficiency levels in relation to the levels of other countries.

In those schools which are operating a CBI policy, such as those in Busan, it was reported that an EBS TOSEL test had been established to test progress in English, but it was not clear to what extent this test offers statistical evidence to determine whether those students in such schemes are improving in terms of their English proficiency and content knowledge in relation to student in normal schools.

Without reliable test data it is impossible for the Ministry to know whether Korean students are in fact weaker in their English learning in comparison with students from other countries, or whether students in CBI schools are doing better or worse than other students. Without reliable test

statistics it is therefore difficult to establish whether current policies are working, and which policies to implement in future.

It is important to move towards implementing a more formal test of students at various levels, benchmarked to international standards, so that the Korean Ministry can see objectively how they are performing. This could then serve as the basis for a possible future test of students' level, say in three years from now, as a measure of development in Korean students' level of English in the interim. If such a test were prepared, it could also be used by different areas, such as the Busan area, to evaluate the performance of students in CBI schools as compared to students in ordinary schools (the parameters for such an assessment have been described earlier in this report in the sections dealing with Thailand and Indonesia).

In my view it is essential to work towards the establishment of such an assessment, since without it the project as whole is in effect operating in the dark, without any true indication of the academic success of the programme.

Recommendation 1: *The Ministry could consider carrying out a test of Korean students' proficiency, benchmarked to international standards such as the Common European Framework. Test data could be used internally by the Ministry in its planning and agenda-setting, and also by authorities in Busan and elsewhere to evaluate the success of their CBI programmes and plan for the future.*

g)   *Teachers and teaching*

In the section on *Observation* above I offered some brief sketches of classes observed in Seoul and Busan. Here I consider the stronger points of the teaching I observed, and also some of the main areas which appear to need strengthening through training and development.

o   **Strengths in teaching**

The teachers I observed were clearly committed, active and interactive. They had prepared their lessons well and hade an excellent relationship with students. They had a reasonable ability to communicate in English and – as can be seen in the sample lessons given earlier – they used English and Korean together sensitively and effectively to ensure that key concepts could be understood.

In my research in Thailand and Indonesia I noted a number of areas of weakness in teaching I observed. For example, teachers in those countries appeared to need more training and development work in areas such as developing effective learning tasks, questing techniques, and in

particular checking on student learning in a systematic way. It was noteworthy, by contrast, that all the teachers I observed in Korea appeared to be competent and skilled in all of these areas, and to have developed systematic ways of checking, questioning and so on. As a result, the general level of pedagogic ability among teachers in the Korean classes I observed was of a good general standard. Of course teachers could always benefit from workshops and training which reinforced their understanding of these areas of pedagogy, but in my view there is less of a need for this in Korea than in some other countries.

It would be useful to offer development and training, namely in the area of English language proficiency, and in the area of bilingual/CBI teaching.

o   *English language development*

The first area which could be improved is in the English language proficiency and confidence of Korean teachers. In the classes I observed the level of English was good, but Korean teachers expressed a lack of confidence in their proficiency. For this reason it is recommended that attention and development be focussed on this area of their abilities. This applies to teachers of content subjects (e.g. in Busan) but also to English specialists in Seoul and elsewhere so that they can feel fully confident in their abilities. It was surprising to note that teachers did not receive much English Language training or development during their own training at university and college, and this is an area which perhaps deserves more attention.

Recommendation 2 – PRE-SERVICE and IN-SERVICE TRAINING (English Language): The Ministry should review the training and development of new and current Korean teachers so as to upgrade their ability to use English in their teaching. This review should include the universities and teacher training institutions who currently train teachers, as they might wish to review the extent to which they include English language development in their curricula.

o   *TEE certification*

The Ministry's TEE certification project arose in part from the concern that Korean teachers of English do not use as much English in class as they might. The aim of the project is therefore to recognise and reward English teachers who use English extensively in their classrooms.

According to the Ministry documentation (Seoul Metropolitan Office of Education 2009b), the TEE framework has two levels, TEE-A (TEE-Ace) which is a certificate designed for *"teachers with satisfactory TEE skills and relatively limited teaching experience"* whereas the TEE-M (TEE-Master) is designed for *"teacher mentors with superior TEE skills and extensive teaching experience".* The

TEE-M has not yet been implemented. Full details of the programme can be obtained in that documentation, so it is unnecessary to repeat them here, but it is worth noting that in both parts the teachers must pass a *TKT* (Teaching Knowledge Test) and a *TPT* (Teaching Practice Test).

Teachers who wish to receive TEE certification do not follow a particular course, but must apply and then – if they meet the entry standard in terms of teaching experience and so on - take these two components. The TKT is essentially a test of teachers' knowledge, possibly inspired by the Cambridge TKT test (Cambridge ESOL 2009), and it appears that some of those involved in the TEE administration are not satisfied with this part, so it is currently under review.

The second part, the TPT, is assessed through a single observed lesson. Each teacher is asked to attend and bring three or four students with her/him, along with two or three other teachers who do the same. The teacher is then given some lesson aims and materials, unseen, and is allowed a short time to prepare a lesson which must then be taught to the small group of students. This is assessed by a panel consisting of a minimum of one ELT professional specialist, a school principal and a native speaker. After the session the teacher is interviewed for around 10 minutes in English. The whole process is assessed on the basis of around 28 criteria.

This at first might appear to be a limited assessment mechanism for assessing a teacher's ability. However, it does appear to provide a means of seeing the extent to which a teacher can use English in the classroom. I interviewed an examiner of TEE and also a teacher who had successfully completed the certificate, and they agreed that it seems to be successful so far in raising awareness of the importance of using English in class. It was clear that for this teacher it was an important mark of achievement, adding greatly to her sense of professional identity. When I asked her if she wanted to be a 'home teacher' in future, as so many teachers do, she said with obvious pride that no, she wanted always to be an English teacher.

The TEE certification process is relatively new, but it does therefore appear to have made an impact already as a mechanism for motivating English teachers to use English more in class, and to take pride in their role and status. As such it is worth supporting and extending. For example if the British Council is able to offer assistance in English language assessment and training to assist the Ministry, either in developing the *TKT* section of the assessment, or in the *TPT* lesson observations, this might help the Ministry as it seeks to expand the TEE project nationally.

Recommendation 3 – TEE certification: *It is clear that the TEE project has useful potential towards helping Korean English teachers to use more English in their lessons. It is recommended that the Ministry should continue to develop the TEE certification programme, perhaps by reviewing the TKT*

component and collaborating with British Council teacher training staff in the TPT component, if they choose to do so.

o   ***Training in CBI approaches***

Training in CBI approaches is already underway in the Busan area, offered by the Metropolitan Office of Education. I was told that this training takes three forms: content based instruction: 30 hours on the principles of CBI for all schools entering the project; summer training workshops on CBI, for a total of 4 weeks, half of it on language proficiency and half on the teaching of maths and science in English, with the assistance of specialists from the US; study programmes overseas (e.g. the US and the Philippines). It is reported that 46 teachers have benefited from these programmes abroad.

I interviewed teachers in Busan about the training they had received and the feedback was positive, which adds to the sense that the project in Busan is well-designed and well supported. As one of the supervisors noted, it was important that they did things 'step by step' with proper support at all levels.

Recommendation 4 IN-SERVICE TRAINING (Methods of teaching through English): The programme of training for CBI teachers of maths and science through English in the Busan region appears to be strong. It should be continued as far as possible and supported, for example by the British Council and other agencies wherever feasible.

o   ***Native teachers***

*T*he Ministry sees the recruitment of 'native teachers', for example from the US, UK, Canada and Australia, as an important part of the attempt to build up English education. There are already a number of well organised programmes to recruit native teachers for Korean schools. In Busan I saw some good examples of team teaching, with the Korean teacher leading the lesson and the native teacher joining in cooperatively with extra help, modelling input and so on. If the roles of each are clear then it can clearly be a productive experience for the pupils.

However, as one of the heads mentioned, these native teachers frequently stay for a short period only, so it is important to ensure that they have early training in order that they understand their roles as soon as possible. Some of the native teachers I spoke to appeared to want more training and assistance in their roles, although most were happy with their work.

In one area, however, it would be of great value for teachers to receive more development training, and that is in approaches and techniques in CBI and bilingual education. I saw some excellent ways of teaching English, and excellent methods of teaching science and maths in English

(in Busan) and it would be of great benefit to all teachers, in Seoul, Busan and elsewhere if they could also see for themselves these different approaches and techniques in action, on video for example. Teachers who do not know about CBI would benefit greatly from seeing how it can be done, and every teacher can benefit from observing others in action.

For this reason I would propose more training which makes use of video material so that all teachers in Korea, Koreans and non-Koreans, can see different ways of teaching and learning through English. It would be particularly beneficial for teachers to see other teachers in action in bilingual or CBI classes, so as to learn from them techniques for carrying out such instruction, and also to see how effective such instruction can be.

Recommendation 5 IN-SERVICE TRAINING (Methods of teaching through English): Korean and non-Korean teachers should be offered an ongoing programme of training and development in which they can witness other teachers in action, both teachers of English and teachers of content subjects through English. This will allow them to expand their repertoire of resources and techniques.

o   *Training materials*

The recommendation above derives from the belief that it is valuable for every teacher to see and learn from what other teachers are doing, as a means towards changing and developing their own practice. It should be noted that many useful areas of pedagogy are covered in the recently produced British Council *Motivating Learning* DVD (Boylan 2009), which would provide a useful basis for any general training (this has been noted earlier in this report).

Recommendation 6 – TRAINING MATERIALS: It is recommended that good quality video training materials be obtained to show teachers how to use good classroom techniques in their work, as part of a teacher development programme.

h)   Students and learning

As part of my visit I observed and interviewed students with a view not only to discovering their opinions on their English classes, but also to ascertaining as far as possible the level of their English and (in Busan) of their content knowledge.

In terms of their opinions on their learning as a whole, they were clearly positive, not only in what they told me directly, but in the manner of their participation in class. This was true in the English classes I observed in Seoul and also in the maths and science classes I observed in Busan.

In several classes in Busan I was also able to take short sessions at the end of lessons in which I asked questions and quizzed students around the class, deliberately checking student knowledge and skills, asking not only those who raised their hands. In these sessions I was impressed by the levels of English proficiency: most students could understand me at fairly natural speed, and could answer and ask questions reasonably well. I also quizzed them on aspect of science and maths from the lesson we hade just completed and again I was impressed by the levels of their content knowledge and comprehension.

It was also clear from informal observation of their written work in their workbooks, their work in class as they completed handouts, their spoken language in class and with me individually, that many of them are motivated by the experience, and that their level of English, written and spoken, is quite good for their age. In summary it does appear as if some useful learning is taking place in a motivated and dynamic atmosphere. This is true of the classes in Seoul (English classes) and also those in Busan (content classes).

It is important to obtain more systematic data, through testing samples of students, to ascertain the educational progress being made, in terms of international benchmarks. Nonetheless, the general impression is that some results are being achieved.

i)   Materials and curriculum

I was able to examine some school textbooks and other materials, as follows.

o   Books for English classes

The teacher in one of the classes in Seoul showed me the *Elementary School English* books used in her school. This book is bilingual in English and Korean, and has a limited range of exercise types, mainly of the 'Listen and Repeat type, 'Let's chant' and so on. It appears to have almost no reading texts except songs. There appears to be no story thread through the books or development of characters. In my view these books were traditional in scope, with few motivating features. However, I was unable to examine the full range of books and materials, so I cannot evaluate the series as a whole.

o   Books for content subjects

Early in the bilingual project the Busan Metropolitan Office of Education produced sets of books which were direct translations of the maths and science books into English, along with CD-ROMs.

According to the supervisors and teachers, these proved useful at first, but were soon considered to be too difficult in term of level. It appears that now few teachers use these books directly and I did not see any used in the classes or schools I visited.

Teachers instead said that they make their own materials, often taking ideas from the internet and producing their own worksheets. Some of these were innovative and interesting, for example a worksheet for chemistry which even had strips of litmus paper stuck on the bottom so students could carry out tests and then write the answer in English. Many of these worksheets were bilingual.

However it is clear that producing these sheets is very time consuming. In effect teachers have to make their own materials for every lesson. This means that each teacher seems to be making worksheets individually on a daily basis, perhaps unwittingly repeating work which other teachers have already done. In fact the only serious complaint I heard about the project in Busan was from one teacher who said she was exhausted from making materials, as it is so time-consuming, and she was happy to say she would be returning to an 'ordinary' school next year where her workload in this area will be less.

This suggests that more support and help in the area of materials and worksheets could usefully be provided for teachers teaching content subjects through English, so as to cut down the work which each teacher is doing. This could be done in two ways. Firstly it would be useful to provide better published materials, if these can be found. Secondly, it would be valuable if teachers could share their worksheets online, so that others could download worksheets for the various levels, then simply adapt them, print them and use them, instead of each teacher working alone. Such a site for sharing teaching resources would be an invaluable aid to teachers and could substantially cut their preparation time.

Recommendation 7 – MATERIALS - English language: It appears that the materials may be an area of weakness in the Korean teaching and learning programme. The books used for English language should be reviewed and perhaps modernised and made more communicative and motivating.

Recommendation 8 – MATERIALS - Maths and Science: The teachers of content subjects such as maths and science, for example in the Busan region, could be provided with more assistance in terms of materials and worksheets for use in class.

Recommendation 9 – MATERIALS - Website: A website could be established on which teachers can share worksheets they produce, and find worksheets at the correct level and for the correct topic, to save time and to pool ideas.

j) *Conference and book fair*

In order for teachers to develop their ideas and see new materials and methods, it might be of value to establish a Conference and/or Book Fair in Seoul, in Busan and elsewhere, so as to allow teachers a forum for developing their ideas about pedagogy and materials. Themes for such Conferences/Fairs might include:

• Teaching English through English: ideas and techniques (Seoul and nationally)
• CBI: methods and materials (Busan in particular)
• Materials Design for active learning.

Recommendation 10 – CONFERENCE AND BOOK FAIR: *Consideration should be given to establishing a conference and/or book fair in various regions on relevant themes so as to stimulate teacher and also to give ideas for materials.*

Korea - Conclusions

It appears from the data collected through this consultancy that the initiatives in Seoul and Busan, though with rather different aims and approaches, could both be potentially fruitful in developing English language proficiency in Korean schools.

In terms of educational attainment, it is not possible at this stage to be certain whether or not the programme is achieving its educational goals or not, in terms of improved levels of English and satisfactory levels of content knowledge, owing to the lack of internationally benchmarked evaluation data. As a result, obtaining such data should be considered a priority in the short- and medium-term. This need not be costly if it is managed through local Metropolitan offices, so long as suitable test instruments are devised. The Korean educational authorities could then use any resulting test data to make decisions concerning any future direction to the project.

In terms of teaching, a number of areas have been identified as targets for teacher training and development, including the English language proficiency of Korean teachers. In addition, it is recommended that more guidance is offered to schools in their selection and production of materials, both for English Language work and also for content teaching through English.

The limitations in the research data were outlined earlier, and it would clearly be of value for more research to be carried out into these initiatives in Korea. In particular it would be useful to obtain more data on actual classroom practices, perhaps as the basis for future teacher development programmes.

Nonetheless, if the programme receives the right amount of support, there is clearly a dynamic in schools, with motivation among teachers, parents and students, for these initiatives to play their part in developing English language abilities and the possible raising of educational standards across Korea.

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