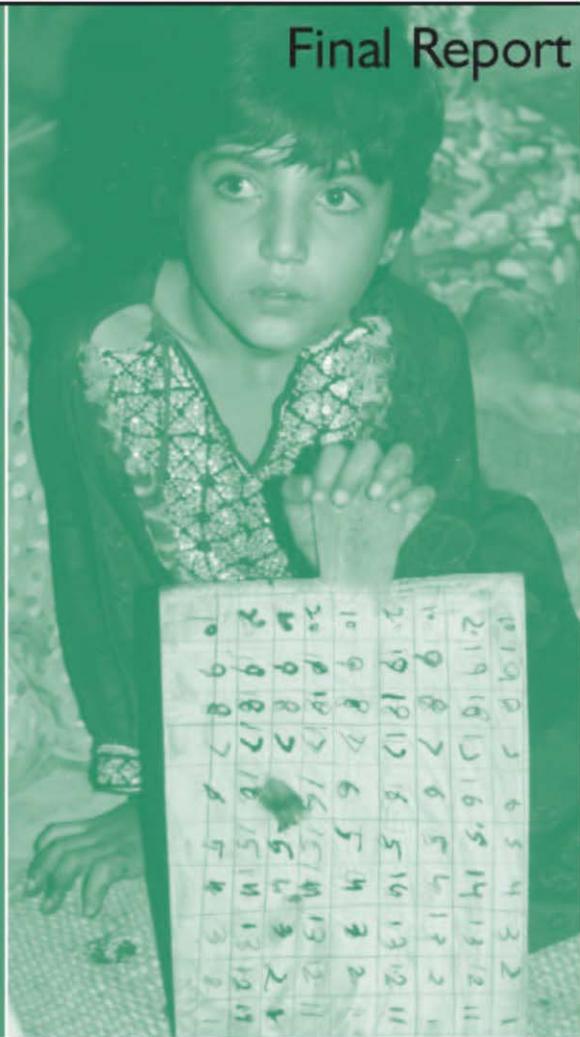
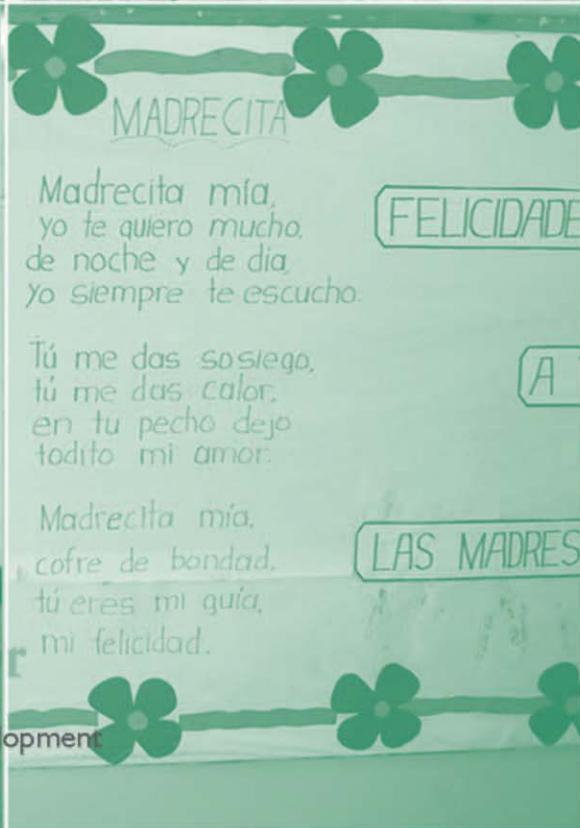


DEVELOPMENT OF A LANGUAGE OF INSTRUCTION POLICY DATABASE



Final Report

BEPS



Basic Education and Policy Support (BEPS) Activity

CREATIVE ASSOCIATES INTERNATIONAL^{INC}

In collaboration with

CARE, THE GEORGE WASHINGTON UNIVERSITY, AND GROUNDWORK



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Prepared by:

**Katy Anís
Sean Tate
Creative Associates International, Inc.**

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Table of Contents

ACRONYMS	3
I. INTRODUCTION	4
II. BACKGROUND	4
III. BEPS CONTRIBUTION TO THE LANGUAGE OF INSTRUCTION DATABASE	5
IV. RESULTS	7
V. APPENDICES	9
APPENDIX A: FLYER ON LANGUAGE OF INSTRUCTION POLICY DATABASE.....	10
APPENDIX B: BIBLIOGRAPHY.....	11
APPENDIX C : SOME PLAYERS IN LANGUAGE OF INSTRUCTION	13

ACRONYMS

ACCU	Asia/Pacific Cultural Centre
BEPS	Basic Education and Policy Support Activity
CAII	Creative Associates International
CAL	Center for Applied Linguistics
CARE	Cooperative for Assistance and Relief Everywhere
EFA	Education For All
GTZ	German Agency for Technical Cooperation (GTZ)
GWU	George Washington University
ILI	International Literacy Institute
IRA	International Reading Association
LOI	Language of Instruction
NGO	Non-governmental Organization
PRONEBI	Programa Nacional de Educación Bilingüe
SIL	Summer Institute of Linguistics
UNESCO	United Nations Educational, Cultural and Scientific Organization
USAID	United States Agency for International Development

I. INTRODUCTION

Language of instruction (LOI) has been a topic of growing interest among educators around the world during the past decade. The initiative described in this report developed through a dialogue with World Bank staff involved in raising awareness about language of instruction issues. The issue of language of instruction was brought to light through a series of seminars sponsored by the World Bank on language of instruction. From these discussions, the opportunity arose to collaborate on a web-enabled database, utilizing the resources and contributions of various individuals and institutions. The report below summarizes the Basic Education and Policy Support (BEPS) Activity's involvement in the development of the Language of Instruction Policy Database.

II. BACKGROUND

The importance of language of instruction has often not received adequate attention in the education arena, at international, national and local levels. Speakers of local languages make up twenty-two percent world's population, yet language policies have often been sidelined, in relation to mainstream education reform. The last decade witnessed widespread attention to Education for All and educational access issues. Gradually, the development community has begun to recognize the importance of quality of education. Many educational projects have sought to widen the access and quality of education, but few directly addressed the fact that many children come into school, not understanding or not fully understanding the language in which class is administered. How language of instruction is used in the classroom touches on who is able to understand what takes place in the classroom, how efficiently they are able to learn it, how likely they are to drop out and repeat, who decides what language should be used, and how that policy is implemented.

The disadvantage that language minority children experience is not a blatantly obvious quality issue like the absence of a teacher from a classroom or a ratio of one hundred children to one teacher. Yet, if children do not possess skills in the language spoken in the classroom, they will not be able to adequately understand educational content for years to come. Wolfgang Kuper of GTZ, cites research showing that it took children schooled in a second language 7-10 years to achieve competency in that language, whereas those who were native speakers achieved competency in 4-7 years (1998).

Various studies have shown an increase in academic achievement when children learned in their native language before transitioning into a language of wider communication (Dutcher, 1995; Akinnaso, 1993; Luckkett, 1994). In one study of the Guatemala PRONEBI bilingual education project, Patrinos showed that students who received bilingual education had higher attendance and promotion rates, lower repetition and dropout rates, and higher scores in all subject matters, resulting in higher educational attainment among Guatemala's indigenous populations. He also estimated the cost savings of bilingual education to be equivalent to the cost of providing primary education

to 100,000 students (1996). Therefore, the potential pedagogical, economic and sociological benefits of exploring this area are tremendous.

Where efforts at sharing experiences with language policy have occurred, they have produced useful results. For instance, the results of the Pan-African Seminar on “Problems and Prospects of the Use of African Languages in Education” produced recommendations on the research and coordination in furtherance of standardizing languages, design of instructional materials, and revision of laws and regulations governing book production (ADEA, 1996). In another example, a review of Tanzania’s experience with Kiswahili revealed that, for a policy to become a success, teachers had to be trained, books and other teaching materials had to be provided, new technical terms had to be coined and disseminated, and prevailing language attitudes had to be addressed (Rubagumya, 1999). Other programs, such as ActionAid’s innovative REFLECT program, have experimented with non-traditional methods of approaching literacy and language as a means of influencing power dynamics.

It is the lessons learned of experiences such as these, that this project sought to bring to light. Below follows a description of how the BEPS Language of Instruction Policy Database was developed.

III. BEPS CONTRIBUTION TO THE LANGUAGE OF INSTRUCTION DATABASE

USAID has acknowledged that multilingual education has a significant impact on the education of girls and other underserved populations and states, “This is an area starving for strategic investment to improve educational quality” (USAID, 1999).

The project implementers found the issue of language of instruction to be intricately intertwined into three overarching goals of the USAID-sponsored BEPS Activity, namely:

1. Supporting educational policy dialogue and reform.
2. Improving the quality, efficiency, access and equity of education, particularly basic education.
3. Carrying out restorative and beneficially additive basic education, educational policy and planning activities in crisis and non-presence countries.

Because little consciousness, research, or consensus exists internationally regarding the role of and importance of language of instruction, BEPS took the opportunity to further broaden the knowledge base in this area. It chose to collaborate with various partners to create a publicly accessible database on language of instruction country policies. This database was designed to serve as a resource to those who wish to become more informed of their own and other countries’ experience, including international actors in education policy, in-country policymakers, in-country educators, academics and students who become involved in research on language of instruction issues, local level teachers and community members, linguists and applied linguists, and others.

The database was created through a combined effort of the World Bank, the US Agency for International Development, Creative Associates International, Inc., The International Reading Association, The George Washington University's Institute for Education Policy Studies/National Clearinghouse for Bilingual Education, SIL, the Government of Norway, the Government of the Netherlands and various other individuals. The initiative was led by David Klaus of the World Bank.

The database tracks information on:

- country-specific linguistic data
- language policy
- development projects with language of instruction components
- research on pedagogical outcomes of language of instruction policies
- research on financial impact of language of instruction policies
- research on institutional implications of language of instruction policies
- presence of locally-generated content or cultural heritage in the curriculum
- available training on country-specific language of instruction issues

The following steps were implemented in the process of creating the database:

1. The BEPS Team worked with David Klaus at the World Bank to identify information needs, identify the types of available information, and assess the appropriate medium for presenting the information.
2. The BEPS Team and David Klaus developed a questionnaire for gathering systematic information on language of instruction policies.
3. The BEPS Team worked with Ifteharul Islam of the World Bank and Colin Israel of Creative Associates to identify the appropriate type of database, to design the database specifications, and create an interface for the data-enterer, and implement the database.
4. The BEPS Team and Jung Choi of the World Bank created a web-interface for the general user.
5. The BEPS Team, the World Bank, the International Reading Association, SIL, the George Washington University and various other partners collected, compiled and abstracted information on countries' experience with language policy, country-specific research, training materials, curriculum resources, lessons learned, resource persons, and a series of other information.
6. The George Washington University's Institute for Education Policy Studies/National Clearinghouse for Bilingual Education supported the editing of the information for preparation to enter it into the database.
7. The World Bank and the BEPS Team and various other interns synthesized and entered information into the database.
8. The database was made available at the website:
<http://www.beps.net/LOI/Database>

The project was initiated in June of 2001 and work on the database was completed by September 2001. Data entry continued intermittently with the assistance of various interns from September 2001 through August 2002. The final paper was submitted in January 2003.

IV. RESULTS

Through collaborating with partner organizations on the creation of the database, BEPS sought to become involved in the production of a very needed resource, to deepen its knowledge base, so that BEPS would be better prepared to become involved in further language of instruction activities, and to build relationships with the World Bank and possibly other organizations through collaboration.

Specific outputs on the combined efforts of those involved in the creation of the database include:

- Questionnaire developed for gathering systematic information on language of instruction policies and other relevant data for countries around the world.
- Database created for tabulating systematic information on language of instruction.
- 112 write-ups produced on World-Bank-supported education projects in 52 countries which had language components.
- 131 abstracts of articles produced on language of instruction in 55 countries.
- Information collected on countries or territories in the world and the languages spoken there, numbers of speakers, and percentage of population speaking each language, with a focus on developing countries.
- Information collected on the 1,000 most widely spoken languages, number of speakers, and percent of world's total population.
- Information collected on a list of the languages used in public education and the number of countries that use them.
- Abstracts or notes produced on language of instruction seminars regarding 12 countries (Papua New Guinea, East Timor, Guatemala, Madagascar, Sri Lanka, Mali, Laos, Namibia, Nigeria, Morocco, Peru, USA) and three other related topics.

The project yielded positive results in that a large amount of information was assembled, and organized. The amount and type of knowledge collected is very useful, in that many pieces of information were retrieved from hard to reach sources and key individuals. Collaboration on the project also resulted in the establishment of relationships and cooperation between agencies, where communication had previously not existed. A community of interest was developed and was able to share information on language of instruction issues, building a network of contacts and allies. Following the activity, a US government official became a supporter of the international aspects of language of instruction, through the use of the database and relating documentation.

The project also yielded an unexpected benefit of developing the capacity of the BEPS team to create education project-related databases. The effort put into database design, specifications and interface fed into the development of further BEPS databases including: The Education to Combat Abusive Child Labor Database, the CETT Event Management System, The Friends of Uganda Database, and an Events Manager Template Database.

The project could have been improved with more attention to the finalization of project tasks; limited time and various other pressing priorities pulled the team into other activities, leaving this project with less attention and deadlines missed.

The BEPS Team also needed to be more proactive in disseminating information and publicizing the creation of the database. BEPS still has the opportunity to disseminate the website addresses through various mediums, including putting a link to the database on the National Clearinghouse for Bilingual Education website, disseminating the website addresses through various other GWU bilingual education mediums and through other BEPS activities.

The database needs continuing attention in order to maximize its usefulness. David Klaus is currently seeking funding for further development of the database project, including additional editing, data entry and collecting of information. As of yet, follow-on activities with language of instruction as a primary focus have not yet been pursued by BEPS. However, this database can serve as a resource base for future BEPS activities that touch on language of instruction issues.

This topic of language of instruction will continue to have growing importance in the educational arena, and the database serves as a jumping board for future initiatives. It is envisioned that the information contained in this database may consolidate efforts and make it easier to access information on language of instruction policies and advocate for wiser language of instruction policy choices.

V. APPENDICES

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APPENDIX A

LANGUAGE OF INSTRUCTION POLICY DATABASE

<http://www.beps.net/LOI/Database>

This web-accessible database amalgamates country-specific information on language of instruction for the purpose of providing a tool to facilitate learning from the experience of various nations in implementing language policy.

The database contains:

- country-specific linguistic data
- language policy
- development projects with language of instruction components
- research on pedagogical outcomes of language of instruction policies
- research on financial impact of language of instruction policies
- research on institutional implications of language of instruction policies
- presence of locally-generated content or cultural heritage in the curriculum
- available training on country-specific language of instruction issues

This database was created through a combined effort of the World Bank, the US Agency for International Development, Creative Associates International, Inc., The George Washington University's Institute for Education Policy Studies, SIL (Summer Institute of Linguistics), the Governments of Norway and the Netherlands and various other individuals.

To access the database, go to:

<http://www.beps.net/LOI/Database>

There you may access information by region, country, or keyword.

Collecting information for the database is an ongoing effort, and your knowledge is valuable. If you would like to contribute information, contact David Klaus at dklaus@worldbank.org or Katy Anis at katya@caii-dc.com.

APPENDIX B

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APPENDIX C

SOME OF THE PLAYERS IN LANGUAGE OF INSTRUCTION

The following institutions have been identified as actors in the international arena of language of instruction relevant to BEPS. Further actors in this field exist; however, for the sake of brevity, this report does not exhaust all possibilities.

Asia/Pacific Cultural Centre for UNESCO (ACCU)

- ACCU is a non-profit organization working for mutual understanding and cultural cooperation in Asia and the Pacific in the fields of culture, book development and literacy promotion. They have worked in promoting literacy in the native tongue.

CARE

- CARE is implementing the Musuq Yachay (New Learning) Project in Peru in which native language instruction is a central component of the project, along with parent involvement, teacher training, focus on girls, and strengthening of educational networks.
- CARE has various other education projects that focus on access for girls. In several of these projects, the mother tongue is used for instruction.

Center for Applied Linguistics (CAL)

- CAL is a private, non-profit organization, a group of scholars and educators (made possible by a grant from the Ford Foundation in 1959).
- CAL uses the findings of linguistics and related sciences in identifying and addressing language-related problems in the areas of English as a Second Language (ESL), immigrant education, foreign language education, language proficiency assessment, bilingual and vernacular language education, refugee education and services, language policy and planning, and cross-cultural communication.
- CAL carries out research, teacher education, analysis and dissemination of information, design and development of instructional materials, technical assistance, conference planning, program evaluation, and policy analysis.

Creative Associates International, Inc.

- Under the BEPS contract, Creative Associates funded the task order, Assistance to Higher, Minority and Bilingual Education, through which it provided policy advice on how ethnic minority Albanians could be served in the Macedonian higher education system.
- Through the ABEL1 Project, Creative Associates produced, "Evaluation of the Experimentation in National Languages in Primary Education in the Republic of Mali".

- Creative Associates does not have an extensive history in language of instruction issues. However, it does have experience in related areas of improving basic education and equity in education.

Ford Foundation

- Ford Foundation is currently investigating whether/how to invest in widening access to education among multilingual societies. It commissioned a study by Nadine Dutcher on “Expanding Educational Opportunity in Linguistically Diverse Societies” in 2001.
- Ford Foundation actively promoted language of instruction issues in the 1960s and 1970s, but since that time, their priorities shifted to strengthening democratic values, reducing poverty and injustice, promoting international cooperation and advancing human achievement.

George Washington University

- The Institute for Education Policy Studies at GWU works to promote the study and shaping of public policy related to education and human development, as a way of seeking to raise the quality of public debate about critical social issues and contribute to their resolution. This institute is home to the National Clearinghouse for Bilingual Education which collects, analyzes, and disseminates information relating to the effective education of linguistically and culturally diverse learners in the U.S.
- Joel Gomez, the BEPS liaison, is president of the American Association of Bilingual Educators and has an extensive background in language and linguistics, as do other staff at GWU.

German Agency for Technical Cooperation (GTZ)

- The German Agency for Technical Cooperation has been active in funding projects where language of instruction is an issue all over the world. One example includes a Papua New Guinea project in which an orthography was developed, the value of local knowledge was stressed, and villagers became involved in printing their own books for local use.

International Literacy Institute (ILI)

- The ILI provides leadership in research, development, and training in the broad field of international literacy and development, with an emphasis on developing countries. The ILI organizes regional and international conferences, disseminates a newsletter, and is involved in a number of significant research, development, training, and networking activities around the world.
- ILI has produced several research-oriented studies on native language literacy and related issues.

The International Reading Association (IRA)

- The International Reading Association is a member organization composed primarily of teachers and reading professionals and conducts international outreach and advocacy on reading. It has passed resolutions, supported research, sponsored events,

and produced publications in which the use of the native language for literacy is advocated.

SIL (formerly called the Summer Institute of Linguistics)

- SIL works with language communities worldwide to facilitate language-based development through research, translation, and literacy.
- SIL has a highly skilled repository of linguists and anthropologists who, many times, have years of in-country experience with the promotion of indigenous language use.
- SIL produces an ethnologue which summarizes the use of languages around the world (including the number of speakers, where it is spoken, official language of a country, and other factors).

UNESCO

- Since 1986, UNESCO has been operating LinguaPax, a project which aims at promoting a culture of peace through the promotion of multilingual education and the respect for linguistic diversity
- UNESCO set up an Advisory Committee for Linguistic Pluralism and Multilingual Education in 1998. The Language Team is active in supporting various initiatives.
- In 1999, UNESCO's General Conference proclaimed February 21 as International Mother Language Day.
- UNESCO has passed or drafted several resolutions: 1) Implementation of a world multi-lingual language policy: Resolution 12 of UNESCO's 30th General Conference 2) Draft recommendation on the promotion and use of multilingualism and universal access to cyberspace: Resolution 37 of UNESCO's 30th General Conference.

USAID

- USAID funded the project, Access to Intercultural Bilingual Education (AIBE) Program in Guatemala, which is seen as very successful. Through its IEQ Project, USAID sponsored language of instruction research in Ghana and Malawi. It also funded the Equity in the Classroom Project in which informational materials were produced for teachers on language of instruction, and language of instruction was highlighted as an equity issue during training sessions it conducted.
- Various other language of instruction activities have been sponsored in Niger, Pakistan, Mali, Kenya, Guatemala, Peru, Ecuador and other locations to greater and lesser degrees throughout USAID's history. In 1978, USAID funded a feasibility study for an international evaluation of the effectiveness of bilingual approaches in educating rural poor linguistic minorities.
- It is likely that there are individuals within USAID who have experience in dealing with this issue in some of the projects in which they have worked, but the issue has not received concentrated focus.

World Bank

- The Human Development Network's Education Unit has provided limited funding to compile experience and knowledge on language of instruction issues and policies.
- In Spring 2001, the World Bank Institute sponsored a week-long training on language of instruction issues. The Adult Outreach Education Team also organized various informal meetings on the topic through the last several years.

World Learning

- World Learning implements overseas development projects in democracy and governance, education, training exchange, societies in transition, and institutional capacity building. World Learning houses a Language and Culture Center, runs a Masters program degree in language teaching, and has a language learning library.
- World Learning implemented the Access to Intercultural Bilingual Education (AIBE) Program in Guatemala with components in teacher training, materials development, community participation, and policy coordination. It also operates English Language Testing in Pakistan.

