

PUBLIC POLICIES FOR ENGLISH TEACHING

AN OVERVIEW OF
BRAZILIAN PUBLIC
NETWORK EXPERIENCE



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ON THE MOVE FOR CHANGE

MARTIN DOWLE

Country Director of the
British Council in Brazil

ARMANDO RAPCHAN

Evidence-based analysis of challenges is always a good way to start

Next year, 2020, English teaching will become compulsory in public schools in Brazil. The government has recognised that, if it wants to have a world class economy that can negotiate internationally, having a greater percentage of people who can operate in English is an essential requirement, not a luxury.

This publication is the result of a study carried out by Move Social exclusively for the British Council: the first comprehensive analysis of how Brazilian states are creating a basis for compulsory teaching and learning of English. The study is supplemented by analyses and reflections by professionals from the area of education and English language teaching, and also describes some inspirational practices, thus giving this publication a very special quality.

As was to be expected, the results show great variations in the states' level of preparation, even though a considerable amount of work has been done in developing curricula to comply with the *Base Nacional Comum Curricular* (BNCC) [Common National Curricular Base]. There is also an important analysis of the positioning in state documents about a focus on traditional grammar versus essential communication skills for the 21st century listed in the BNCC.

The study reveals that Brazil is facing a huge challenge as it embarks on this journey, with a big percentage of teachers lacking proper training, and this may make it hard to introduce a curriculum which regards language as a social practice. The situation is made worse by the fact that 40 per cent of the teachers are employed on a temporary basis, with only 60 per cent being permanent staff. Another factor is that the average age of English teachers in the public system is 42, which means that many of them will be retiring soon.

This is a difficult situation, but it is not unique in the world, and various countries have successfully overcome it with specific training and close attention to continuing professional development.

In the Brazilian context it is absolutely essential that efforts be focused on the initial training of future teachers to prepare them to meet the BNCC demands.

Analysing future challenges on the basis of evidence, rather than on rumours or illusions, is always a good way to start. This publication has arrived at a suitable moment, when the British Embassy is getting ready to launch its Prosperity Fund, a programme aimed at supporting improvements in English teaching in the public education system over the next three or four years. The initiative will provide a great opportunity for a breakthrough in English teaching and learning.

I would like to thank all those who have worked so hard to produce the study, and in particular Cíntia Toth Gonçalves, Patricia Santos and Luis Felipe Serrao, from our English and Basic Education teams, who have dedicated so much time and energy to ensuring its quality and comprehensiveness. I would also thank the Move Social team who carried out the survey, Daniel Brandão, Vanessa Orban and Bruno Novelli. //

FOR A NATIONAL POLICY ON ENGLISH LANGUAGE TEACHING

CÍNTIA TOTH GONÇALVES
Senior Manager for English, British Council

The role of English in the Brazilian educational system has been going through significant changes in recent years. The provisional measure 746/2016, which introduced the new secondary school system, has given English, as from 2020, the status of only compulsory foreign language for lower and upper secondary education. This new situation provides a unique opportunity to offer quality English teaching in Brazil's public schools, as well as many challenges. One of them is for us to have a proper diagnosis of English teaching in the country. Much of what we find are perceptions that, though on the one hand are important as a starting point, on the other can be based on personal experience and fail to reflect reality. It was precisely this lack of quantitative and qualitative data that served as an incentive for this publication.

ARMANDO RAPOHAN

According to the survey *Demandas de aprendizagem de Inglês no Brasil* [Demand for English Learning in Brazil, British Council, 2013], only 5.1 per cent of the population aged 16 or more claim to have some knowledge of English. This claim, however, is more a question of perception and does not necessarily translate into actual knowledge of the language. Among the younger people, aged from 18 to 24 — who have completed or are about to complete their secondary education — the number claiming to speak English doubles, to 10.3 per cent.

Even so, this is a low percentage if we consider that most Brazilian students spend at least seven years studying English at school — more specifically, from the sixth grade of lower secondary education to the third grade of upper secondary education, for an average of two hours a week. There are also students who take English lessons at private language institutions or on courses offered before or after class by the public networks themselves.

If we want to disrupt this situation and offer quality English teaching for all as part of the basic curriculum, we have to understand what it is during their time at school that determines whether or not they learn the language properly. Thinking about the system, how is policy made and implemented for teaching English in state-run schools? What are the basic elements that a state education department needs for an English teaching programme?

Finding answers to these questions is essential if we want to understand how English language teaching functions in our country. We need to recognise the good practices existing in parts of Brazil and other countries that improve English teaching and learning and that can help formulate new and more comprehensive public policies, through more informed discussion.

We must also acknowledge the *Base Nacional Comum Curricular* (BNCC) [Common National Curricular Base] progress towards teaching the language as a social practice, rather than just as a list of grammatical content. This change in the approach to English language teaching can and must have a prominent role in the personal, academic and professional training of students, helping make them into global citizens.

One of the challenges of my work at the British Council is to design and develop projects, in partnership with Brazilian

public managers at national and subnational level, for improvements in English teaching. Brazil is a vast and diverse country, and with 85 per cent of Brazilian students in public schools, this is where change must be made, particularly in the state education network, which bears most responsibility for teaching foreign languages and, as from 2020, for teaching English.

Since we are to be partners in this undertaking, and the approval of the BNCC provides an opportunity to discuss a national policy for English teaching, the purpose of this publication is to provide a contribution for a more informed discussion. We have collected findings from official documents that guide English language teaching in the states, the profile of English teachers, the policies for their initial and continuing training, and the support programmes and partnerships, at both state and federal level, that supplement the basic teaching provided. We have also considered monitoring and assessment needs. The information gathered is enriched with interviews and analyses involving a number of English teachers and educators, putting the survey findings into context and applying more qualitative and plural contributions into the discussion of English language teaching challenges and opportunities in Brazil. //

MAPPING ENGLISH TEACHING IN BRAZIL

A study by the British Council outlines the range of public policies for English teaching in Brazilian states

Under the *Base Nacional Comum Curricular* (BNCC) [Common National Curricular Base], English is the compulsory foreign language to be taught in all Brazilian schools, starting in the final years of lower secondary education. The document outlines the essential teaching to be provided by public and private schools as from 2020. It has recently been incorporated into the curricula and is now starting to be implemented by teaching systems and networks throughout the country. It will be helpful to understand what has been done in the past in Brazilian state in terms of public policy for English teaching, and to have the specialists perspectives on what is now likely to change.

The aim of the Public Policy for English Teaching study, undertaken by Move Social for the British Council, was to carry out a diagnosis of English teaching in the country, focusing on the public policies developed by the states. The survey was organised in five dimensions: curriculum; teacher profile and employment regime; teacher training; partnerships and support programmes for English teaching; assessment and monitoring.

In methodological terms, the five dimensions were broken down into a series of indicators to classify the information sought in each of the 27 Brazilian states. The quantitative information was collected from the School Censuses of 2015 to 2017, produced by National Institute for Educational Studies and Research “Anísio Teixeira” (Inep) of the Ministry of Education (MEC). Other information was obtained from official documents and references, and from interviews with the technical English language teams of the state education departments, and on-site interviews with teachers and technical staff in five states (Rondônia, the Federal District, Pernambuco, Espírito Santo and Paraná). Educators and English specialists were also asked for their analyses of the topics.

This publication contains the main results of the five axes of the study, in addition to describing good practices identified during the process which could serve as an example to other teaching authorities. In each section, the questions discussed in the study are put into context and subjected to critical analysis through interviews with specialists in education and English, to supplement those contained in the survey. The opinions and analyses of educators who took part in the training *Inglês na BNCC: apoio à construção dos currículos estaduais* [English for BNCC course: supporting state curricula development], held by the British Council during the second half of 2018, are also included in certain sections.

SURVEY DIMENSIONS:



In the first section, the survey approaches the Brazilian states' proposed curricula, looking at how the documents are developed, what they are based on and current prospects for English teaching. According to Maria do Carmo Xavier, an English language specialist and adviser to the British Council, "the curriculum is a public policy tool to guide the work done in the classroom". However, she says, the document "only serves as a really effective tool if it succeeds in communicating with the person executing it, that is the teacher".

Specialists note that the main advance for English language under the BNCC — and also the major challenge to implementing it — is the proposal for teaching to focus on usage rather than on a list of grammatical content as before. For Margarete Schlatter, a professor at the Federal University of Rio Grande do Sul (UFRGS) and one of the English

The survey identified good practices that can serve as examples for other states

language specialists interviewed for this publication, English teaching through social practices makes it possible for the language to have real meaning for the

students, "enabling them to expand and give new meaning to their world". On the other hand, a majority of teachers are not ready for this new approach. "We need to have teachers who speak and use the English language", says Andreia Alves, a teacher at Escola da Vila, in São Paulo city, and a consultant in English teaching for basic education.

In terms of teacher profile and employment regime – the study's second dimension – the School Census (2017) tells us that Brazil has more than 62,000 teachers in the public network, with an average age of 42. Of this total, only around 45 per cent have a university degree in the subject. "So it is very important to think about policies aimed at attracting more young people into a teaching career, and initial training more focused on actual classroom context, says Cíntia Toth Gonçalves, senior manager for English at the British Council.

Speaking about teacher career, Juscelino Sant'Ana, PhD in Linguistics from the Federal University of São Carlos (UFSCar), claims that investments focused on provide value to teachers training are responsible to reflect in better conditions for teaching English in Brazilian public schools. Sant'Ana says that policies should focus on career plans and continuing training of teachers.

14 An investigation of teacher training policies, the third dimension of the survey, reveals examples of initiatives designed by the states to overcome continuing training challenges of language teachers – ranging from distance learning (D-Learning) in remote regions to government programmes and partnerships with international agencies to promote exchanges with foreign countries. The training courses are usually one-off and last for an average of 40 hours. But less than half the states claim to take any specific action for English teaching. “Continuing training is essential – it always has been, but now more than ever with the BNCC”, says Inés Kayon de Miller, an associate professor of the Center for Theology and Human Sciences (CTCH) at the Pontifical Catholic University of Rio de Janeiro (PUC-Rio).

In respect of initial training some initiatives can be detached, they are included in the *Política Nacional de Formação de Professores* [National Policy for Teacher Training] of the Ministry of Education (MEC), such as the *Programa Institucional de Bolsas de Iniciação à Docência* (Pibid) [Institutional Scholarship Programme for Teaching Initiation] and the *Programa de Residência Pedagógica* [Pedagogical Residence Programme]. According to Miller, these programmes give future teachers more contact with the reality of Brazilian schools while they are still undergraduates, and this ensures a more complete education.

SOURCES OF INFORMATION

SCHOOL CENSUS (INEP)

OFFICIAL DOCUMENTS AND REFERENCES

INTERVIEWS WITH TECHNICAL ENGLISH LANGUAGE STAFF IN THE STATE EDUCATION DEPARTMENTS

ON-SITE INTERVIEWS IN FIVE STATES (ONE IN EACH REGION OF BRAZIL)

INTERVIEWS WITH EDUCATORS

The aim is to contribute with information and discussions to help draft policies for English language in Brazil

in most cases, this does not go very far, and most activities occur before or after class. According to Schlatter, the possibility of having a greater number of important meetings in English is always positive. “But languages have to be taught as part of the curriculum, because this means that they are valued in the public system”, she argues.

The survey’s fifth dimension shows that assessment and monitoring procedures for English teaching are still in their infancy, and have not helped define goals or obtain the desired results. Examples of initiatives in neighbouring countries — Chile and Colombia — are therefore used instead. For Gladys Quevedo, an associate professor at the University of Brasília (UnB) and member of the board of the Latin American Association for Language Testing and Assessment (LAALTA), the country must have clear goals and objectives for English teaching to aim at. “I think it is extremely important to reflect on this and discuss it in Brazil, and society is failing to do this”, she warns.

Getting access to specific information about English teaching in Brazil was the main challenge and limitation of the survey. For example, the information available on teacher training in the School Census is combined under “English and foreign languages”, which prevents a specific analysis of English teachers in the public network. Moreover, some Brazilian states do not make official documents available for public access, and what is available usually refers to public education policies in general terms, without any specific information on the subject. Although we contacted all the states, we were unable to interview technical staff in some education departments because they did not reply or were unavailable. Besides, it is a well-known fact that in most states, there are no technical staff specifically for the English language component of the curriculum.

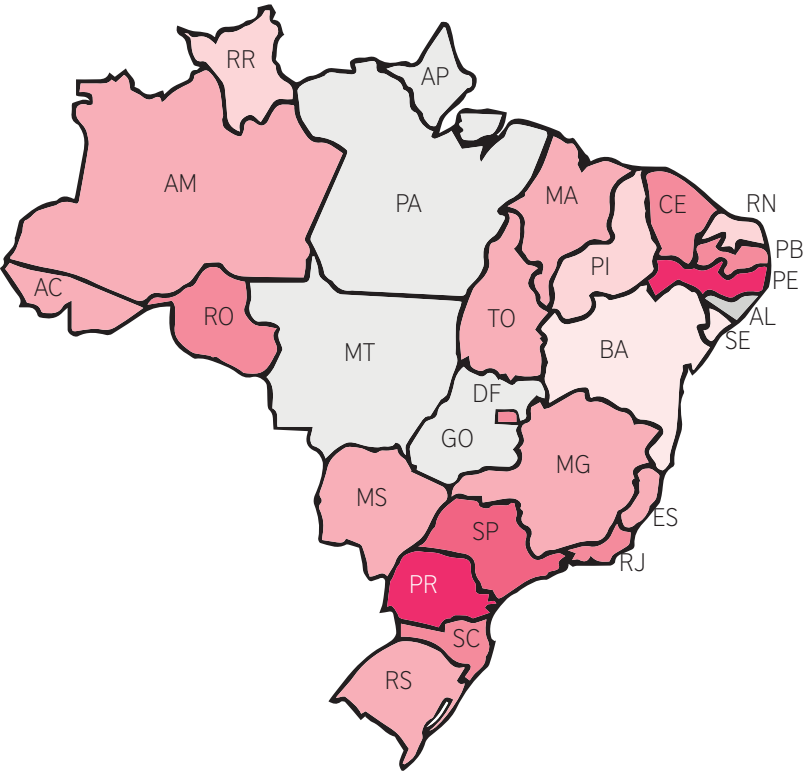
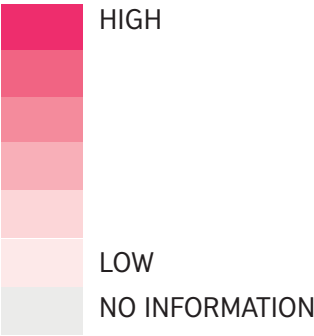
This and other gaps — which are highlighted in the results presented throughout this publication — reveal that the lack of information and of specialist technical personnel in the state education departments may hinder development of a public policy for English teaching in Brazil. Therefore, the aim of the survey and of this publication is to help improve this situation, providing information and stimulating discussion that may help action to be taken and policies drafted.

The heat map below summarises the study results, showing the level of structuring and consolidation of public policies for English teaching in Brazil's states. It is developed on the basis of seven indicators used in the survey (see the infographic/box on this page) which cover essential points of the five dimensions analysed. Each of the indicators has been marked from 0 to 3, giving a possible maximum score of 21 for each state. Paraná was the state with the highest mark (19), followed by Pernambuco (17), São Paulo (14) and the Federal District (13). The states of Pará, Amapá, Goiás, Mato Grosso and Alagoas do not figure in the list because we were unable to collect any information. //

INDICATORS

- 1. EXISTENCE OF A SPECIFIC FOUNDATION FOR ENGLISH IN THE CURRICULUM
- 2. EXISTENCE OF SUPPLEMENTARY DOCUMENTS AIMED AT IMPLEMENTING THE CURRICULUM OR SUPPORTING ENGLISH TEACHING
- 3. SPECIFIC TRAINING PROVIDED FOR ENGLISH TEACHERS
- 4. A WIDE RANGE OF POSSIBILITIES FOR ENGLISH LEARNING
 - (I) English lessons at school, before or after class
 - (II) English teaching language centres
 - (III) Existence of programmes to support the development of English teaching
- 5. ENGLISH LANGUAGE ASSESSMENT AND MONITORING
- 6. EMPLOYMENT REGIME: PROPORTION OF CAREER-GRADE ENGLISH TEACHERS
- 7. TRAINING PROFILE: TEACHERS TRAINED IN ENGLISH OR A FOREIGN LANGUAGE

LEVEL OF STRUCTURING AND CONSOLIDATION OF ENGLISH TEACHING IN BRAZILIAN STATES



The curriculum is much more than just a product: it's a path to be trod by everyone involved in the educational process. It's a public policy tool to guide classroom teaching as well as educational planning and management and as such it must be constantly updated and adapted, and all its implications must be considered¹. So there has to be a dialogue between the curriculum and the teacher who is to put it into practice, given that its design takes into account the values, skills and, above all, knowledge that all those involved think it is necessary to develop or reinforce. Underlying any approach to language teaching is an idea of the language itself, of teaching aims, the material to be used and the practices to be followed. In this sense, an understanding must be obtained about how each state has developed its curriculum and what beliefs and perspectives are behind this development. This will show how they propose to deal with the changes to be brought in by the *Base Nacional Comum Curricular* (BNCC) [Common National Curricular Base]. So this survey aimed at finding out how each state has planned its curriculum for modern language teaching in general, and what specific proposals they have for English. An analysis was made of the available official documents, as well as of how their content set the base for developing linguistic abilities in schoolchildren. Specialists give their opinion on how the BNCC will affect English teaching in Brazil, and what progress states have made in adapting their curricula and implementing them according to Ministry of Education's guidelines.

1. WELP, A. K. S.; VIAL, A. P. S. Currículo com base em projetos pedagógicos: relato de uma experiência na educação superior. **Revista Entrelinhas**, v. 10, n. 2, p. 230-254, Jul./Dec. 2016.

”
CURRICULUM

“

“The curriculum is an educational planning tool. It gives the teacher freedom to think about the best ways of making the curriculum happen in the classroom, and to choose the best materials and teaching strategies”

Ilona Becskeházy, PhD in Education from the University of São Paulo (USP) and consultant in educational project implementation

THE CURRICULA IN THE STATES

Before looking for specific information about the approach to language shown in the curriculum of each state, we had to find out whether in fact such a document existed in the state departments, whether it was available for public access and whether it was specifically aimed at English or at foreign languages in general. This is important for finding out how each department organises its information and to what extent guidance for schools and teachers is backed up by access to official documents relating to the state in question.

The information was collected during 2018. During the period of the survey, the state curricula available for use still contained modern languages (not necessarily English) and the documents were being redrafted in the light of the BNCC. We found that, of the total states, 20 had their own curriculum available for public access and 21 had specific sections for English and/or foreign languages.

An analysis of the documents shows that only a few proposed curricula possess a more detailed or broader basis for English teaching. These include practices for the social use of the language, text genres², the importance of language for human development and training and a basis

SOME STATES HAVE SUPPLEMENTARY DOCUMENTS AS WELL AS A CURRICULUM. THEY ARE:

AP, TO, RO, RR, AL, PB, PE, DF, MS, ES, MG, PR, RS, SC
State education plan

AL, CE
Curricular matrix

AC, BA, MA, PR
Textbooks for teachers

PR
Textbooks for teacher training

PB
Operating and administrative guidelines for running schools

in the four skills of communication through language (hearing, speaking, writing and reading). Some proposals even include philosophical discussions on the importance of foreign language teaching or a historical debate on modern languages in Brazil. Examples of state curricula with broader foundations for English teaching are given in a table on the next page.

2. Textual genres are “materialized texts that we find in our daily lives and which present socio-communicative characteristics defined by content, functional properties, styles and determined composition”. (MARCUSCHI, 2003, p. 22) Marcuschi, L. A. Gêneros Textuais: definição e funcionalidade. In: Dioniário, A. P.; Machado, A. R.; Bezerra, M. A. (Org.). **Gêneros Textuais e Ensino**. 2nd edition. Rio de Janeiro: Lucerna, 2003.

STATE CURRICULA: EXISTENCE, PUBLIC AVAILABILITY AND FOUNDATION FOR ENGLISH OR FOREIGN LANGUAGES

REGION	STATE	EXISTENCE OF A CURRICULUM	PUBLIC ACCESS	FOUNDATION FOR ENGLISH/FOREIGN LANGUAGE
NORTH	ACRE	●	●	●
	AMAPÁ	●	●	●
	AMAZONAS	●	○	○
	PARÁ	No information*	○	No information*
	RONDÔNIA	●	●	●
	RORAIMA	●	○	●
	TOCANTINS	●	●	●
NORTHEAST	ALAGOAS	●	●	●
	BAHIA	●	●	●
	CEARÁ	●	○**	●
	MARANHÃO	●	●	○
	PARAÍBA	●	●	●
	PERNAMBUCO	●	●	●
	PIAUÍ	●	○	●
	RIO GRANDE DO NORTE	○	○	○
MIDWEST	SERGIPE	●	●	●
	DISTRITO FEDERAL	●	●	●
	GOIÁS	●	●	●
	MATO GROSSO	No information*	○	No information*
SOUTHEAST	MATO GROSSO DO SUL	●	●	●
	ESPÍRITO SANTO	●	●	●
	MINAS GERAIS	●	●	●
	RIO DE JANEIRO	●	●	○
SOUTH	SÃO PAULO	●	●	●
	PARANÁ	●	●	●
	SANTA CATARINA	●	●	●
	RIO GRANDE DO SUL	●	●	●

* States where the education departments were not available to provide information during the period of the survey.
** Ceará does not have a single state curriculum; the schools themselves create their own curricula. The standard available and indicated by the state was the curricular guidance documents of Escola Aprendente.

EXAMPLES OF PROPOSED CURRICULA WITH A BROAD, DETAILED AND SPECIFIC BASIS FOR THE ENGLISH LANGUAGE

ACRE	<ul style="list-style-type: none">organised on the basis of objectives, content, suggestions for activities and assessmentincludes a philosophical discussion on the importance of learning a foreign language for student educationdeals with the possibility of teaching initiatives jointly, through cross-cutting topics
ESPÍRITO SANTO	<ul style="list-style-type: none">organised on the basis of competencies, skills and contentsuggests methodological alternativesdeals with the importance of language for developing more critical awareness in the student
MINAS GERAIS	<ul style="list-style-type: none">discusses the reasons for teaching Englishprovides general guidelines for the process of teaching the language in terms of communication skills (hearing, speaking, writing and reading)lists the elements making up competent communication (linguistic, textual, sociolinguistic and strategic)discusses the types of knowledge required for teaching (knowledge of the world, textual and lexical and systemic)discusses the role of technology in English teaching
PARANÁ	<ul style="list-style-type: none">proposes a discussion of the historical dimension of the subject in Brazil, so as to meet modern social expectations and demandpresents the theoretical and methodological foundations of a communicative approach and the discursive practices associated with English teaching
PARAÍBA	<ul style="list-style-type: none">proposes a discussion on the theoretical concept of a communicative event, and on teaching languages through text genres and the relationship with possible cross-cutting topics (ethno-cultural plurality and religious, sexual and gender diversity)deals with capabilities for discursive and linguistic-discursive initiatives in English teaching
PERNAMBUCO	<ul style="list-style-type: none">deals with the concepts of language and teaching-learning a foreign tonguediscusses the role of text genres in teaching languageslists overall guidelines for the process of language teaching with reference to the four skills of communication through languagedeals with the role of student and teacher in the teaching-learning process

“English must be taught in use and for use, so that we can get away from this idea of an abstract English language. We must make English into a tool for accessing knowledge”

Andreia Alves, English teacher at Escola da Vila, in São Paulo, and specialist in English teaching for basic education

CONCEPTION OF THE ENGLISH LANGUAGE

The conception of English or a foreign language adopted in the proposed curricula was analysed from two different perspectives: one related to grammatical structure and the other to its use as a social practice. The former is based on a structural teaching of the language, focusing on categories such as adjectives, articles, prepositions, verb tenses and so on. In the latter, on the other hand, teaching is approached from the use of the language in social practices, for example, introducing oneself to people, going shopping and asking for information, as well as working with authentic text genres such as newspaper articles and advertising material.

An analysis of how the proposed curricula are structured and based shows how work should be done by schools and teachers. According to specialists, English teaching in schools should be based on its use and for

its use (see interviews on pages 30 and 34). This means that the language should serve as an instrument for performing social activities and that teaching by means of practical examples gives it more meaning for students.

Historically in Brazil, English teaching has been based on a fragmented perspective of language, prioritising grammatical structures. This notion makes text subservient to grammar and not the other way round, as happens in real life. A structuralist conception of language teaching views text not as an element providing opportunities for the use of and reflection on the language, but as a pretext for teaching grammatical rules. Prioritising language in use, or



THEORETICAL PERSPECTIVES PRESENT IN PROPOSED STATE CURRICULA

USE OF THE LANGUAGE AS A SOCIAL PRACTICE		GRAMMATICAL STRUCTURE OF THE LANGUAGE	
Totally focused on the use of language as a social practice	Predominantly focused on the use of language as a social practice	Predominantly focused on the grammatical structure of the language	Totally focused on the grammatical structure of the language
Acre, Paraíba, Distrito Federal, Paraná	Amapá, Pernambuco, Goiás, Minas Gerais, Rio de Janeiro	Rondônia, Tocantins, Alagoas, Ceará, Maranhão, Piauí, Sergipe, São Paulo, Rio Grande do Sul	Bahia, Mato Grosso do Sul, Espírito Santo

as an element of social interaction, is based on the idea that discourse is part of social practice which is both traditional and dynamic. In this view, linguistic resources find their importance in the actions one wants to perform.

The proposed curricula of 12 states are concentrated mainly on the structural or grammatical teaching of English or a foreign language. On the other hand, the curricula of nine states are more focused on the social usage of the language, indicating a context closer to the concepts outlined in the BNCC for English teaching. //

GOOD PRACTICES

THE PROCESS OF DEVELOPING
THE STATE CURRICULUM IN PARANÁ

The state of Paraná used a very interesting procedure for developing curricular standards for the state teaching network. The teaching community was closely involved in drafting the proposal which, when completed, was implemented on the basis of a structured plan, with meetings and seminars, as seen from the reports of the teachers interviewed in our survey.

The **development of the document** was based on a long collective process of discussions between teachers in the state network, educators in the Regional Centres of the Paraná Education Department and university researchers, over the period from 2003 to 2008.

The **validation process** consisted of a series of meetings, school study groups, symposia and a pedagogical study week, to draft the texts that now make up the *Diretrizes Curriculares da Educação Básica* [Basic Education Curricular Guidelines] in force in the state.

The proposed curriculum was **implemented** by a series of workshops throughout the state and training courses for state network teachers.

Both the education department and the teachers recognise the curricular guidelines as the principal reference for English teaching in the state. The *Diretrizes Curriculares de Línguas Estrangeiras Modernas* (LEM) [Curricular Guidelines for Modern Languages; which cover various languages, including English] serve as an essential guide for planning lessons in the state schools. In the interviews for our survey, most of the teachers confirmed that they use text genres as a basis for their classes. //

ENGLISH LANGUAGE CURRICULA IN THE LIGHT OF THE BNCC

As mentioned earlier, the period of the survey coincided with a moment when the states were redrafting their proposed curricula for basic education in accordance with the BNCC. In spite of the different ways in which the states organised and mobilised for this agenda, we found that the guidelines and instructions of the Ministry of Education were generally followed. Discussions were held in schools, and network players were consulted and collaborated.

A number of specialists in the education and English teaching areas are optimistic about the BNCC, its priorities and goals, and believe that it will result in more strategic, long-term action. There are also some criticisms.

“English is made compulsory and becomes more important [with the BNCC]. There is also a change in the approach to teaching, which now focuses on the use of the language. Among other things, students must learn to speak English.”

Maria do Carmo Xavier, specialist in English language teaching and consultant to the British Council

“The BNCC proposes teaching English with a focus on the use of the language, contradicting the commonly held belief that you cannot learn the language in public schools.”

Cíntia Toth Gonçalves, senior manager for English, British Council

“[The BNCC] opens up the possibility of going much farther than before, when the focus of teaching material was on grammar. Now the focus is much more on conversation and communication skills.”

Ivan Siqueira, chair of the Basic Education Chamber of the National Education Council (CNE) and professor at the University of São Paulo School of Communication and Arts (ECA-USP)

“[The BNCC] is no more than reasonable in terms of structure, and creates problems through being too extensive – the skills ought to be more succinct and objective in order to create less confusion, principally in English teaching.”

Ilona Becskeházy, PhD in from the University of São Paulo (USP) and consultant in educational project implementation

“The list of objectives, in my view, is extremely incoherent in a number of aspects, and the thematic units are not properly organised. With the way the BNCC is developed, there is nothing to set these items in a social context.”

Margarete Schlatter, lecturer at the Federal University of Rio Grande do Sul (UFRGS) and member of the committee drafting the first two versions of the BNCC for modern languages

TRAINING FOR DRAFTING AND IMPLEMENTING A CURRICULUM

In the second half of 2018, the British Council held a course entitled *Inglês na BNCC: apoio à construção dos currículos estaduais* [English for BNCC course: supporting state curricular development], to train technical staff from various Brazilian teaching networks in drafting and implementing English language curricula for lower secondary schools. Held in partnership with the British Embassy, the hybrid course (attendance in person or online) lasted for ten weeks. The aim was to provide theoretical contributions and opportunities for discussion to help draft the English language component of the new curricula in the light of local realities and learning and development goals of the BNCC. “Inclusion of English in the BNCC and the fact that it has been made compulsory as from the final years of lower secondary school is an advance. We are experiencing a moment when the teaching of English in the public school system is for the first time ceasing to be a marginal activity”, commemorates Maria do Carmo Xavier, consultant to the British Council and specialist in charge of training. Nevertheless, the challenges are far from few. According to Xavier, in addition to training in drafting a curriculum, the educators were also updated on new trends and strategies for English teaching, focusing on verbal skills. The course was also aimed at the professional development of teachers: “As specialists, once the curriculum has been drafted, they also have to put it into practice in the classroom”, she remarks.

ENGLISH LANGUAGE SKILLS

The English language skills outlined in the BNCC indicate a new outlook on teaching the subject, concentrating on language use. For this reason the skills describe what students should know how to do with the language. This approach may be challenging, because it diverges from what teachers are used to, which is a focus on teaching grammar. “To serve its purpose of planning for classes, the curriculum must have a particular structure, and the final component must be a list of skills”, according to Ilona Becskeházy, a specialist in implementing educational projects who attended the course as a lecturer. “It is the most essential cog in the whole machine”, she stresses. She shows how abilities should be listed in a curriculum:

ABILITY = A VERB IN THE INFINITIVE (WHICH MUST BE OBSERVABLE) + AT LEAST ONE COMPLEMENT THAT QUALIFIES THE VERB

According to the Taxonomy of Educational Objectives (also known as Bloom’s Taxonomy), the aims of learning – in the case of the BNCC and the curricula, the abilities – can be written with the help of verbs that describe cognitive processes. In this context, “naming” is an action with lower cognitive demand than “describing” which, in turn, has lower cognitive demand than “applying”, and so on. The taxonomy can be an important reference for a teacher reading the documents, planning classes and monitoring students’ progress.

TRAINING FOR IMPLEMENTATION

The main difficulty in implementing the proposed curricula is in ensuring that English teachers are qualified to work in the classroom. “All the language used in the BNCC is very different from what the teachers are accustomed to. We shall have to make an effort to introduce the curricula to them and get them to understand the BNCC”, claims Maria do Carmo Xavier.

She says that the aim was that those who attended the British Council course would learn how to instruct the teachers in their networks on using the new curricula. “Traditionally, teacher training in Brazil focuses on subject content. This is something we have to change, since teachers must start working with skills”, appraises Xavier. The idea was to discuss teacher training policies that will enable them to pick up the document and implement it independently.

PROGRESS WITH LANGUAGE IN USE



For **Andreia Alves**, who teaches English at Escola da Vila, in São Paulo, the BNCC is a major advance for English teaching in Brazil because it focuses on usage and the spoken language. But this requires training teachers who will need to have command of the English language. Alves is a specialist in English teaching for basic education, and has acted as an advisor to MEC, working on support for drafters of curricula and training teachers in the BNCC.

What is your opinion on BNCC for English language teaching?

Andreia: The BNCC represents a major advance in teaching the subject in Brazil. Possibly the most important aspect is its focus on oral expression. Previously we had the PCNs (National Curricular Parameters), with a focus on reading, and now the BNCC is going to change this. The teaching of oral expression – speaking, listening, interacting – is an advance, because when we think about teaching a foreign language, what we want is a means of interaction. Language is a human thing, it cannot be abstract. When you propose to teach oral expression, you are combining language and its use. For students, working on oral expression is a great

motivator. We live in a country where speaking English is prestigious, and students also see value in speak the language. And the BNCC responds to these desires.

The BNCC has been much criticised because it is divided into axes, one of which is grammar, and people have interpreted this as support for teaching focused on grammar. But I see it differently – I think grammar is there to be integrated with the other axes. This axis has to serve as a basis

for language practice, in other words, grammar must be taught for students to be able to speak and write. I think that the BNCC is proposing something different which will require investment in training teachers as users of the language and in more integrated teaching methods of English in use and for use.

“It will be necessary to invest in training teachers as users of the language and in more integrated teaching methods.”

Do you think that teachers currently teaching English in Brazilian schools are ready for this type of approach?

Andreia: The focus on oral expression is a major step forward, but also the biggest challenge of the BNCC, and I feel that we are not ready to meet its demands in this sense. This is because most of our teachers are not users of the language and the BNCC demands a teacher who interacts, who speaks English. English teaching is based on a world standard, the Common European Framework of Reference for Languages (CEFR), which classifies users as basic, independent or proficient. If we look at 9th grade, the BNCC demands an intermediate level, which would be an independent user, equivalent to CEFR B level. A majority of our teachers, however, are at a level below this. So I think that implementing the BNCC will be a major challenge, and it will need to be supported by public policies for training these teachers. I am pleased to see that the BNCC has set audacious goals, which are what we needed, and now we have to do our best to implement it. One day we will get there.

“The focus on oral expression is a major step forward, but also the biggest challenge of the BNCC”

How should English teachers be trained, in view of the BNCC approach?

Andreia: I think there are two pillars on which teacher training must be based. The first is language. We need teachers who speak and use English, that's the main thing. Another point that also needs close attention is the method the teacher is going to use in the classroom. The BNCC calls for integrated teaching, with English being used to teach other things, and this is great. The document is very much aligned with the idea of integrated education. But we have an English teaching system with a traditional focus on grammar and translation, which does not fit into what the BNCC wants or what our expectations are for training people to use the language. So we need investments in this methodological approach that focuses on usage. If we have teachers that cannot speak English properly, how are they going to teach others to do so? They focus on teaching grammar and translation, because these are only rules and do not require a user to teach them. We have to disrupt this tradition.

Apart from the question of teacher training, what are the other major challenges to implementing the BNCC in Brazil?

Andreia: Something that I think about a lot, and I consider a major challenge for us to overcome as a country, is access to technology. For example, the BNCC suggests using authentic texts for English teaching, and not texts that the publishers invent for textbooks. And how are we going to achieve this in places with no internet access, where they only have a blackboard and chalk as aids? There are places in Brazil, for example, where it can take three days to download a two-minute video. I think that English teaching depends a great deal on audio and video technologies, and this is a challenge for the country.

Another challenge I found when working in the different states [as a MEC consultant] is that there are many towns in Brazil without an English teacher. This is because, before the BNCC, the law required one foreign language to be taught, but not necessarily English. In some regions you will only find French teachers – such as in the areas bordering on French Guiana – and in others, only teachers of Spanish. So this is another challenge, to hire English teachers in these places.

“We must make English into a tool for accessing knowledge”

“English teaching depends a great deal on audio and video technologies, and this is a challenge for the country”

How do you think that the BNCC should be incorporated into the state and municipal English language curricula?

Andreia: I am wagering on the incorporation of English in use and for use, for us to get away from this idea of English language in the abstract, and from the belief that one can't learn English at school. This is the ideal situation, because it is only in this way that the language is going to contribute to students' complete education. It means making English a tool for accessing knowledge – that will give students access to texts, to debates and to opportunities that they will not have in Portuguese. I think this is the way. //

LANGUAGE AS A TOOL TO BROADEN AND GIVE NEW MEANING TO THE WORLD

DIVULGAÇÃO

Margarete Schlatter, a lecturer at the Federal University of Rio Grande do Sul (UFRGS), argues that English should be taught through participation in social situations – this way it gains significance for the student, broadening and giving new meaning to their world. She is one of the authors of the proposed curriculum for Modern Languages/Spanish and English in the Rio Grande do Sul State Curricular Standards, and was part of the team that drafted the first and second versions of the BNCC for modern language teaching.

In your opinion, what is the function of English teaching in schools?

Margarete: We look at English teaching, first of all, from the viewpoint of knowing and participating, so as to introduce new understanding and new elements into students' reality. By contact with English language texts, students can think about their own place, their own identity, their own actions, their own world. We undertake the teaching of English always on the basis of texts and participation in events, situations and contexts arising in English. In other words, always keeping in mind social participation in the language. These days this is easy, because we have access to possible contexts occurring in English, especially through the internet. To some extent, English

teaching role in schools is precisely to enable students to participate in a broader world, different from the one they live in, but without losing sight of their own culture and social context. Through social participation in the English language students can expand and resize their own world, have a more informed outlook, deal with diversity and, to some extent, resolve conflicts in daily life or participate in different forums. Here I am talking about linguistic education in a broader sense, because when you learn another language you also rethink your own: the uses, the forms and everything related to language, both at system level and its usage in fact. Where do I use different

languages, with whom and for what purpose? Where are languages valued, by whom, in what situations? This is something very broad and closely related to a dimension of social participation and the making of it.

“English teaching in schools should take into account social participation in the language”

38 **Do you think that this language conception should be adopted for English teaching in Brazilian schools?**

Margarete: Very much so. Language conception is precisely that, of participation in social practices. For example, a student joins a website or a Facebook page of a group interested in films, which uses English. To take part in the group they will have to learn the language used. This will make students think in English and also start to use certain constructions and structures of the language. And it will also require thinking about other questions, to achieve real social participation.

How should English teaching be assessed?

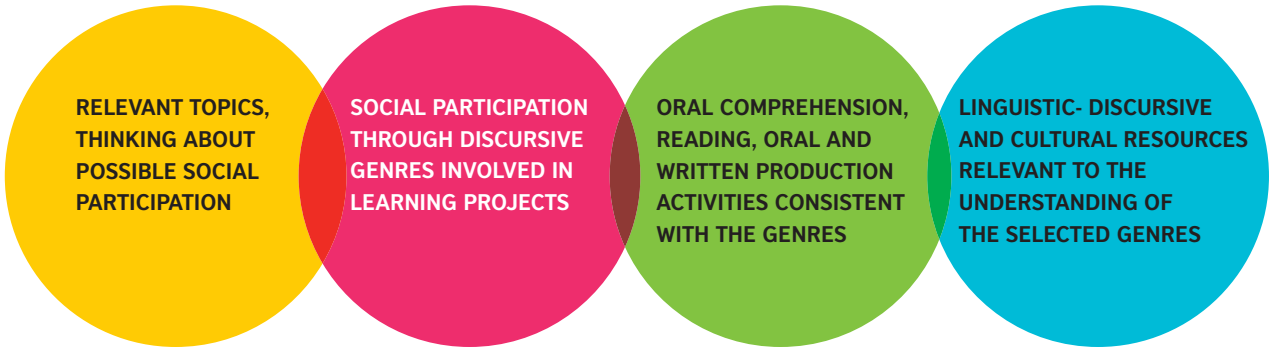
Margarete: If I see language use as a social participation, I have to judge whether the student is really able to act using this language. In terms of school, this has to do with setting objectives for a social participation project that the class is going to be part of. What I mean is that we need to set these social participation objectives and the need to learn certain language structures to enable students to participate and actually do what they want to do in that situation. We need to define a learning path and assess it according to what was proposed and achieved, by monitoring progress and the goals set.

What is your opinion on BNCC for English language teaching?

Margarete: I was a member of the team that drafted the first two versions of the BNCC, and much of what I believe is contained in the second version, which proposed a curriculum focused on the use of languages. In the latest version the objectives for English are organised around axes: oral expression, reading, writing, linguistic knowledge, intercultural dimension. This structure is easy to recognise by traditional language teachers and also by the man in the street. There is also a list of specific skills which are very like those included in the second version of the BNCC, which in general terms I agree with.

The issue, however, is the way in which the document is organised. The list of objectives, in my view, is extremely incoherent in a number of aspects, and the thematic units are not properly organised. With the way the BNCC is developed, nothing is setting these items in a social context. There are some vague descriptions of abilities such as “Collect information from the group, asking and answering questions about family, friends and the community”, which are not related to an action such as posting a comment on a specific page, for example. In addition, if I really want to collect information from the group, I shall need to know how to ask and answer questions, and this is not included in the related section on grammar.

GUIDELINES FOR DRAFTING CURRICULA AND TEACHING PROGRAMMES



Source: Margerete Schlatter

The teacher can take one text for all these items, take a different text for each item, or even work with single sentences. A well-trained teacher may perhaps know how to put this into practice in a situation of actual usage, but the proposal is not organised so as to indicate that the student is taking part in a social practice. For example, the item “Grammar: simple present, imperative, genitive case, possessive adjectives” includes points that could occur in any text, from the simplest to the most complex. And there is no connection with “why” a student should learn this. You need to have a reason for it, and the reasons are not given.

How can the learning objectives in the curricula be best designed to meet the BNCC guidelines?

Margarete: If I was to train teachers on this, I would be looking for social practices to achieve the greatest number of objectives on the BNCC list for each grade. One possibility would be to work with relevant thematic units, using texts and social practices – going from something quite local

“We have to find social practices that will achieve the greatest number of objectives on the BNCC list for each grade”

and static during the final grades of lower secondary education, to more public situations for upper secondary school students. This approach involves a progression to different practices for language use, from the world of work, daily life, literature, politics and citizenship etc. For

me this is the most interesting way of organising a curriculum. I think it is too complicated when we have a list of items unrelated to each other, put there at random, because the teacher will end up treating these topics in a fragmented way.

So how should curricular progression be planned?

Margarete: In the final analysis, talking about progression and complexity is a question of choice of what to do; but this doesn't mean that one action is more complex than another. For example, if you talk about your family, about yourself, about important things that happened or people you met in the past, or about the future, in fact none of these things is more complex than another. They are just different, in the sense that you will have to learn different linguistic resources. From the age of five a child is capable of talking about the present, the past and the future. If we understand these concepts, learning to say the same thing in another language is not a cognitive problem, but simply a matter of linguistic repertoire. There is a tradition in language teaching that says that we should start with the present, and then go on to the past and the future. But this is just a tradition, since in cognitive terms there would be no difficulty.

“Curricular progression is related to students’ maturity”

The question of curricular progression, therefore, is very much related to students’ maturity and, of course, to the genres of language discourse used. Naturally, in line with this progression, more complex linguistic resources are required.

Once again, if we think about language teaching from the perspective of usage and social participation, it is much easier to understand progression as well.

Do you think that teachers currently teaching English in Brazilian schools are ready for this type of approach?

Margarete: I think that some are and some aren't, depending very much on their training. In many places training is focused on language teaching through social participation. But this does not mean that teachers actually put it into practice, because they have to deal with a very strongly rooted tradition of a list of grammatical points. So I say again, the way the BNCC is structured now, it may be more easily recognisable by teachers, because they traditionally work with lists. But they won't think about the social participation that the list could allow, because that is not the way it's organised. What I see when I'm involved in teacher training is that if they understand that the focus of language teaching should be based on social participation, they can achieve the most important of these skills. I know a number of our graduated students [from UFRGS] who have put this into practice. They organise programmes that put the student into contact with situations where English is the language used.

So our proposal would be to relate complexity to students’ maturity, in terms of reading texts, speaking and writing about local, familiar matters before going on to more complex ones. I mean going from something quite local and static to a more public situation where there is a possibility of intervention. You start with texts about things surrounding you, and then go on to journalistic material about political, economic, social matters. The subject of sanitation, for example, is suitable from the sixth grade of lower secondary school till upper secondary third grade. In the sixth grade, students can talk about their surroundings: what their house is like, the neighbourhood, what water is used for, whether they have mains water etc. You gradually progress with the subject and, by third grade, you can have broader discussions, about sanitation policies, interventions, who is responsible, how much they invest, why they don't invest, and so on.



But this is a very complicated issue, because so many public schools have a list of priorities relating to social services before they even start on English teaching. So actually, not to lose sight of education, which after all is the purpose of schools, teachers struggle to deal with these social issues and provide an education as well. And this is apart from the problems of infrastructure and the school's access to material. That very traditional lesson is at times the best they can do in a very difficult situation.

But we have many examples of teachers who make good sense of education, because they have had opportunities as trainee teachers and in their training, and they work at schools with excellent staff who find ways of dealing with these challenges. So it can be done, the teacher can do it. Some years ago we launched a magazine called *Bem Legal*³, with the idea of reporting successful practices by our trainees and teachers in the public network. Actually I don't like to criticise a teacher or say they have no training. They may not have had a chance to see things working properly. But of course, in teacher training, we must always invest possibilities for facing these challenges. This is what we try to do here [at UFRGS], and it isn't easy.

3. <http://www.ufrgs.br/revistabemlegal>

What is the importance of engaging state and municipal systems for developing English language curricula? And the involvement of the community in this process?

Margarete: The most important part of developing a curriculum is talking to the community and getting people involved. The BNCC was partly developed in this way, with public consultations and a lot of community participation, and the same thing ought to happen in the states and municipalities too. One thing is essential: since this is a proposal intended to listen and negotiate possibilities with the participation of a greater number of people, the curriculum is going to be less cohesive than if it was drafted, say, by just two people. But the more people take part in the process, the greater will be the commitment to it.

“The schools struggle to deal with social issues in addition to providing an education”

Participation in the process of developing a curriculum helps people understand the possibilities and the decisions that have been taken. Because, to have English teaching of quality in basic education, the curriculum is one stepping stone among the many that are needed. And one sure thing is that the BNCC gives you a chance to think. Whether people will actually think, or whether they will use the document bureaucratically, depends on local conditions, since much that the BNCC contains is aimed at a school that functions. I mean that the document is an important starting point, but it is not sufficient by itself to guarantee quality English teaching in schools.

What, in your opinion, is a well-based English curriculum?

Margarete: As I said before, I think the curriculum must be based on social practices. I don't think we learn anything otherwise. Experience, use and living with that knowledge are fundamental for learning. So in any curriculum it is necessary for the language to really make sense to the student. But those who make public policy, curricula, school textbooks are people, and people take where they are into account. One must

“The more people take part in developing a curriculum, the greater will be the commitment to it.”

remember that Brazil is a country of continental size, and I would like to believe that the curricula will reflect what is possible in a particular place, at a particular time, and this can be very different in differing urban and rural contexts. For example, if a school is located in a violent neighbourhood, the situation is more complex and requires certain choices which are different from those at another school in a more peaceful place. The decisions also depend on what the group is able to accomplish. The discussion [about curricula] has not ended with the BNCC, because it was supposed to be minimal, and has turned out being very detailed. The idea was for a normative text leaving openings for local variations, but I don't think that this has been very well resolved.



What can be done to teach English in the time available in the classroom?

Margarete: I have been teaching trainee teachers for many years, and I always tell them that we have to take the best possible advantage of the time available. Teachers of every subject complain about the hours, we always want more time. But if you really stimulate people and provide them with significant experiences that are pertinent and relevant to the language, you can teach an awful lot. Of course, the more complex the situation in the classroom, in terms of social challenges, the more time you need to get down to teaching. And you have to deal with the social aspect, because you are never going to be able to teach anything to someone who is suffering, for example. I am amazed at some attempts at easy solutions for education, which fail to deal with the underlying situations. It is very

“Experience, use and living with that knowledge are fundamental for learning”

46 hard to teach in a context where students have other priorities that are not even minimally satisfied. And in these situations the solution is not with the BNCC, a marvellous textbook or outsourcing classes before or after class, for example. These initiatives are all important, but they are not enough – you also need decent conditions of human life for them to be able to be put into practice.

What is your view on English lessons before or after class in terms of public policy?

Margarete: If there is a chance of having more meetings of significance in the English language, I think that is excellent. In Uruguay, for example, there is a comprehensive policy for teaching different languages [*Programa Centros de Lenguas Extranjeras* – the Foreign Language Centres Programme] – for German, French, Italian and Portuguese – as an extracurricular activity throughout the network. English is not one of these languages because it is part of the curriculum. In other words, all public school students have the right to study the language of their choice, in addition to English, for three years, which is great.

It is important to stress that language teaching should be part of the curriculum. If there are possibilities at different times of day, fine; but language teaching should be part of the curriculum, which means that its worth is understood in the public system. In fact, though I am an English teacher, I am totally opposed to the fact that Spanish and other languages have been removed from the BNCC. It makes no sense to select one single language to be taught – unless other possibilities are offered. This is related to the proposal for linguistic education where students can enjoy variety, diversity. The function of schools is not to train chemists or historians, and nor is it to train accomplished English speakers. But it does have the function of ensuring that students are familiar with diversity; are able to give a new meaning to their world taking other perspectives into account. That's what a school is. //

“The function of a school is to enable students to find out about and experience diversity; to give a new meaning to their world taking other perspectives into account”



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To discuss public policy regarding English teaching it is essential to be familiar with the teachers that work in the public schools, and their working conditions. This part of the survey used the School Census to create a portrait of English teachers in basic education in Brazil. It showed that their average age is 42, indicating that they will be retiring soon. It also showed that less than half of them have a qualification in English or any other foreign language. This information is essential for designing policies to attract and train new teachers. A large number of English teachers work as temporary staff, which is far from ideal since neither the states nor the teachers themselves are likely to invest in their careers. The study also analysed documents and interviewed technical staff in the state education departments, to find out about teachers' career plans and training, the laws that apply to them, and to highlight good practices aimed at fostering professional growth. According to a specialist interviewed, success will only come if government provides the necessary financial and political investments in effective actions to value the teaching career.

TEACHER

PROFILE AND EMPLOYMENT REGIME

WHO ARE THE ENGLISH LANGUAGE TEACHERS?

There are 62,250 English language teachers in the Brazilian public network, according to the School Census (2017). Most of them are women (80.1 per cent). The states with the most even balance between the sexes are Rio Grande do Norte, where 58 per cent of the teachers are women, Amazonas (61 per cent), Roraima (62 per cent) and Sergipe (62 per cent).

The average age of English teachers is 42, which means that many will be retiring shortly or in the medium term – and this must be taken into account by teacher training policies, which have to try to attract young people to work in the area.

In respect of ethnicity or race, the greatest number (48.9 per cent) declare themselves to be white. The percentage of black teachers, i.e., those who say they are black or mixed-race, is 27.1 per cent, giving a distribution very similar to that of basic education teachers in general, according to the 2017 census figures; but it is different from that of the Brazilian population as a whole, of which 56.1 per cent are black, according to official figures (the PNAD)¹.

¹ According to the study Profile of the Teacher of Basic Education, information on the distribution of teachers according to their ethnicity/race “should be considered as a basis for public policies which take into account the importance of multicultural factors” in relation to teacher training. The study also makes reference to evidence indicating that teacher-student relations are more positive when both have the same ethno-racial origins, and suggests that this leads to better results in the teaching-learning process. Carvalho, M. R. V. Perfil do Professor da Educação Básica. **Série Documental.**

Relatos de Pesquisa, ISSN 0140-6551; n. 41. Brasília, DF: Instituto Nacional de Estudos e Pesquisas Educacionais Anísio Teixeira (Inep), 2018.

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is the average age of English teachers in Brazil

Of English language teachers in the country,

45.3%

have graduated in English or another foreign language

PROFILE OF ENGLISH TEACHERS IN THE STATE PUBLIC NETWORK BY REGION

	NORTH	NORTHEAST	MIDWEST	SOUTHEAST	SOUTH	BRAZIL*
TOTAL NUMBER OF TEACHERS	5,060	14,641	6,114	24,689	11,841	62,250
PROPORTION OF WOMEN TEACHERS	70.5%	67.5%	77.8%	82.4%	88.3%	80.1%
AVERAGE AGE	40.7	40.8	39.0	42.5	41.6	42
ETHNICITY/RACE**	49% pa 19.3% br 4.3% in 4.1% pr 0.7% am	30% pa 24.2% br 1.4% in 4.2% pr 1.6% am	31.4% pa 37.6% br 5.6% in 3.8% pr 0.7% am	19.8% pa 46.2% br 0.1% in 4.2% pr 0.3% am	6% pa 80% br 0.2% in 2.2% pr 0.6% am	20.1% pa 48.9% br 0.2% in 7% pr 0.6% am
GRADUATES	90.5%	90.1%	89.2%	96.3%	90.7%	91.6%
WITH A POSTGRADUATE DEGREE	34.6%	47.8%	33.7%	36.5%	61.5%	40.5%
TRAINED IN ENGLISH OR A FOREIGN LANGUAGE	41.6%	54.7%	42.3%	49.3%	57.7%	45.3%
PERMANENT/ CAREER TEACHERS/ STABLE	60.9%	64.1%	42.9%	63.7%	49.1%	60.7%

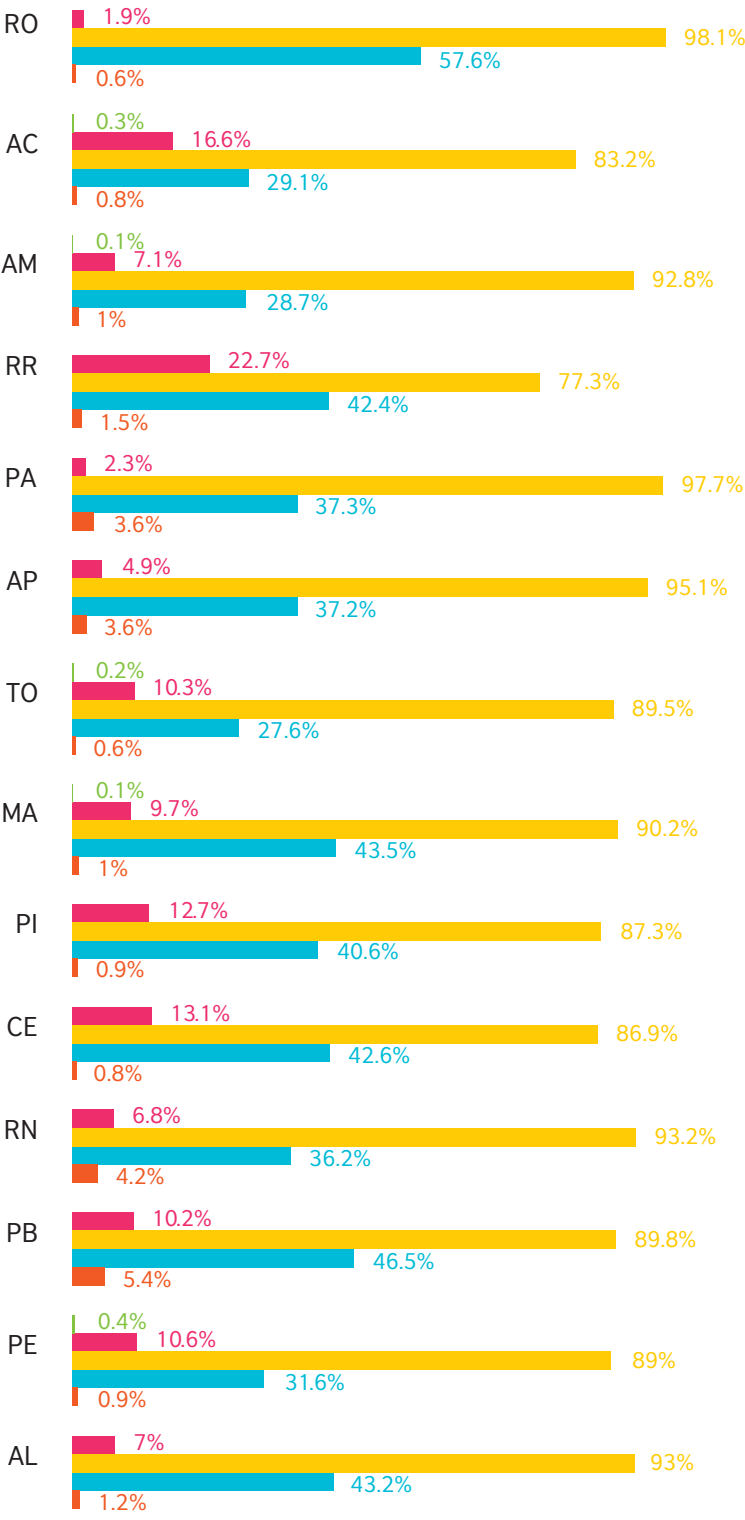
Source: INEP. School Census 2017
* Some teachers work in more than one state but double counting is avoided. Therefore the total for Brazil is not the same as the sum of the 27 states or of the regions
** pa = mixed-race; pr = black; br = white; am = oriental; in = indigenous

As to schooling, nine in every ten language teachers are university graduates, with the rate varying between the regions and states. Sergipe and Paraná are the states with the highest proportion of university graduates (98.7 per cent), followed by Rio de Janeiro (98.4 per cent) and Rondônia (98.1 per cent). On the other hand, one in every five language teachers in Roraima and Mato Grosso has only completed secondary education – in other words, they are at the same level of schooling as some of the students they teach.

Although the average of graduate teachers in the country is more than 90 per cent, less than half of them (45.3 per cent) have specific training in English or another foreign language², and this indicates the need for the states to arrange training for the others so that they can do their job properly. Programmes such as the *Plano Nacional de Formação de Professores da Educação Básica* (Parfor) [National Plan for Training Basic Education Teachers], which will be discussed later on, are fundamental for public policy to ensure adequate training. Sergipe and Paraná are the only states where more than 70 per cent of the teachers are qualified in English or a modern language.

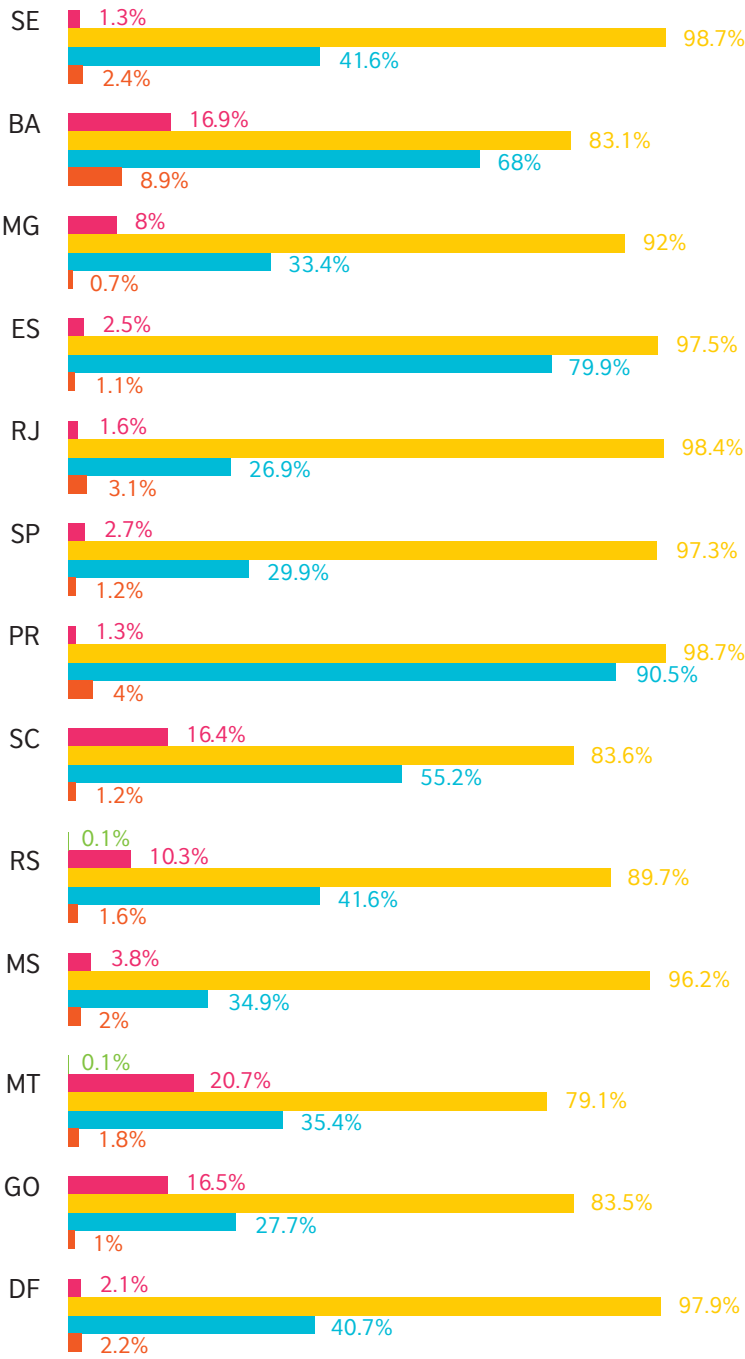
2. The details for “type of teacher’s university course” in the School Census are combined under “foreign language” (including English), and so it is not possible to obtain figures for English language training specifically.

EDUCATIONAL BACKGROUND OF ENGLISH TEACHERS IN THE STATE PUBLIC NETWORKS



According to the School Census, the states with the highest percentage increases in qualified language teachers between 2015 and 2017 were Rio Grande do Norte (an increase of 11.1 per cent), Pernambuco (8.4 per cent), Paraíba (7.1 per cent) and Amapá (6.8 per cent).

The national average of language teachers with postgraduate degrees is 40.5 per cent, with the south region in first place with 61.5 per cent of postgraduate teachers. Of all the states, Paraná is responsible for raising the national average, with 90.5 per cent of its teachers having completed a postgraduate specialisation course. Bahia and Santa Catarina, though the percentage of teachers with university degrees is below the national average, have 62 per cent and 55 per cent with postgraduate degrees respectively – in other words, they are above the average for the country in this respect. //



Source: INEP. School Census 2017

primary school
secondary school
undergraduate degree
specialisation
MA

THEIR WORKING CONDITIONS



Six of every ten

English teachers in
public schools are tenured

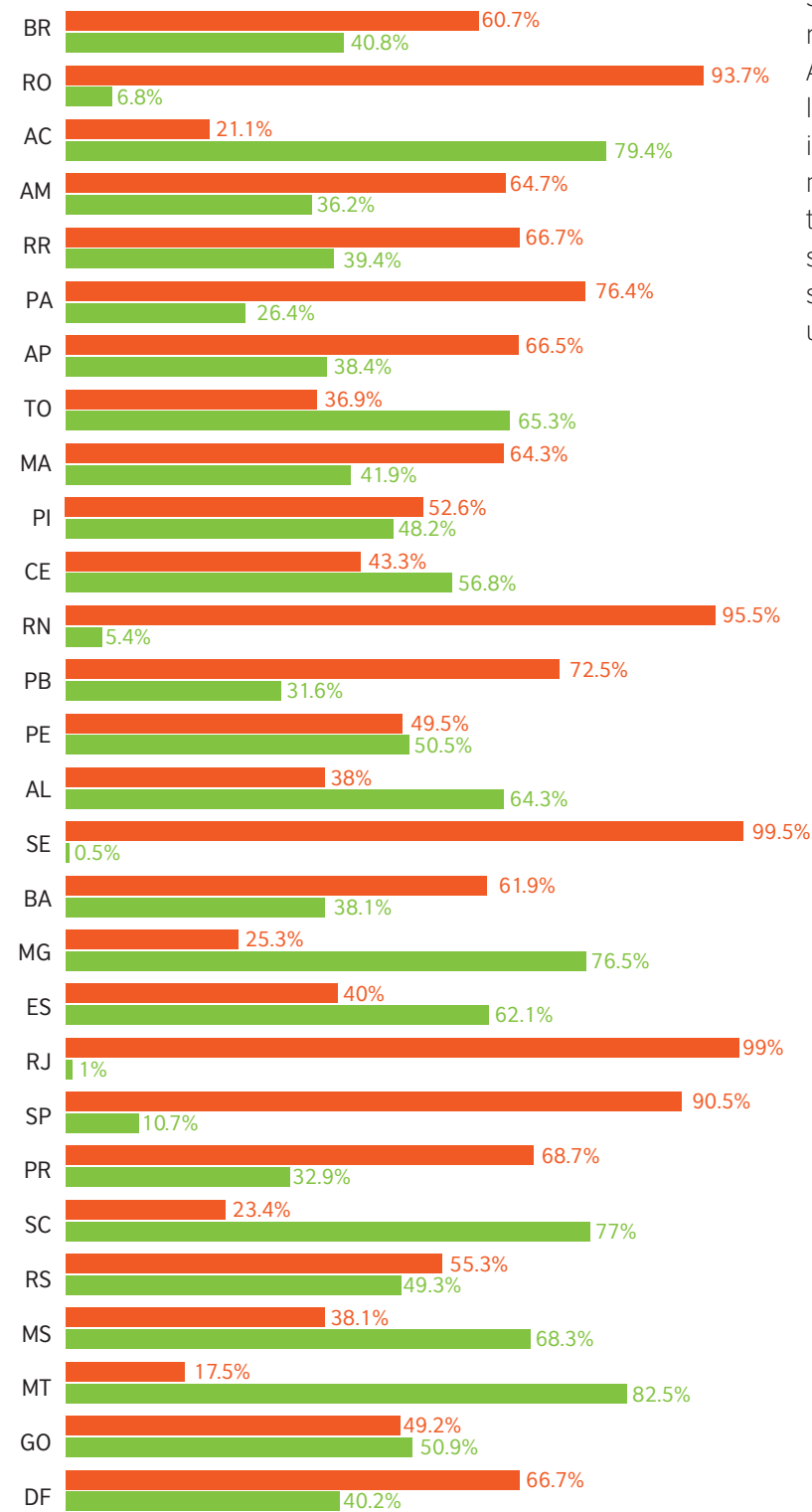
We analysed the working conditions of English teachers in the states from the School Census figures and from phone interviews and on-site visits. In general, the technical staff of the state education departments and the teachers who spoke to us say that the main challenges of teaching relate to crowded classrooms, too many hours spent teaching on several shifts, little time for planning, a lack of discussion with their colleagues, little or no further training, low salaries and too much bureaucracy. Added together, these factors lead to a feeling that the foreign language teachers and teaching are not considered to be of much value.

3. The “type of employment relationship” is classified by the School Census as “temporary”, “tenure”, “full-time or “stable”. In the survey, the last three categories were combined, since they all refer to teachers with tenure. Teachers with tenure can also have other “temporary” employment relationships, which is why the totals may exceed 100% in some states.

The School Census (2017) indicates that only 60.7 per cent of English teachers in public schools have tenure³. This would be the desirable situation because it would allow the state to invest more in its teachers and the teachers to invest more in their own careers. The states with the highest percentages of permanent English teachers are Sergipe (99.5 per cent), Rio de Janeiro (99 per cent), Rio Grande do Norte (95.5 per cent), Rondônia (93.7 per cent) and São Paulo (90.5 per cent). At the other end of the scale, the states with the most temporary teachers are Mato Grosso (82.5 per cent), Acre (79.4 per cent), Santa Catarina (77 per cent) and Minas Gerais (76.5 per cent).

The percentage of permanent English teachers changed in some states between 2015 and 2017. It went up by 18 percentage points in Espírito Santo, nine in Pernambuco and 7.9 in Maranhão. The states showing a fall in this percentage include Minas Gerais (decrease of 19.6 percentage points), Santa Catarina (11.9 points) and Federal District (8.6).

**PROPORTION (%) OF ENGLISH TEACHERS
ACCORDING TO THEIR FUNCTIONAL SITUATION,
EMPLOYMENT REGIME OR TYPE OF RELATIONSHIP**



Source: INEP. School Census 2017

Crowded classrooms and too many working shifts, indicated as problems for English teaching by the technical staff and teachers interviewed, are reflected in the School Census (2017). Average numbers of students per language teacher – calculated from information on the number of students matriculated in public schools and the number of English teachers per state – are 143 in primary and lower secondary school (EF) and 178 in upper secondary school (EM).

Career teachers/
permanent/tenured

Temporary contract

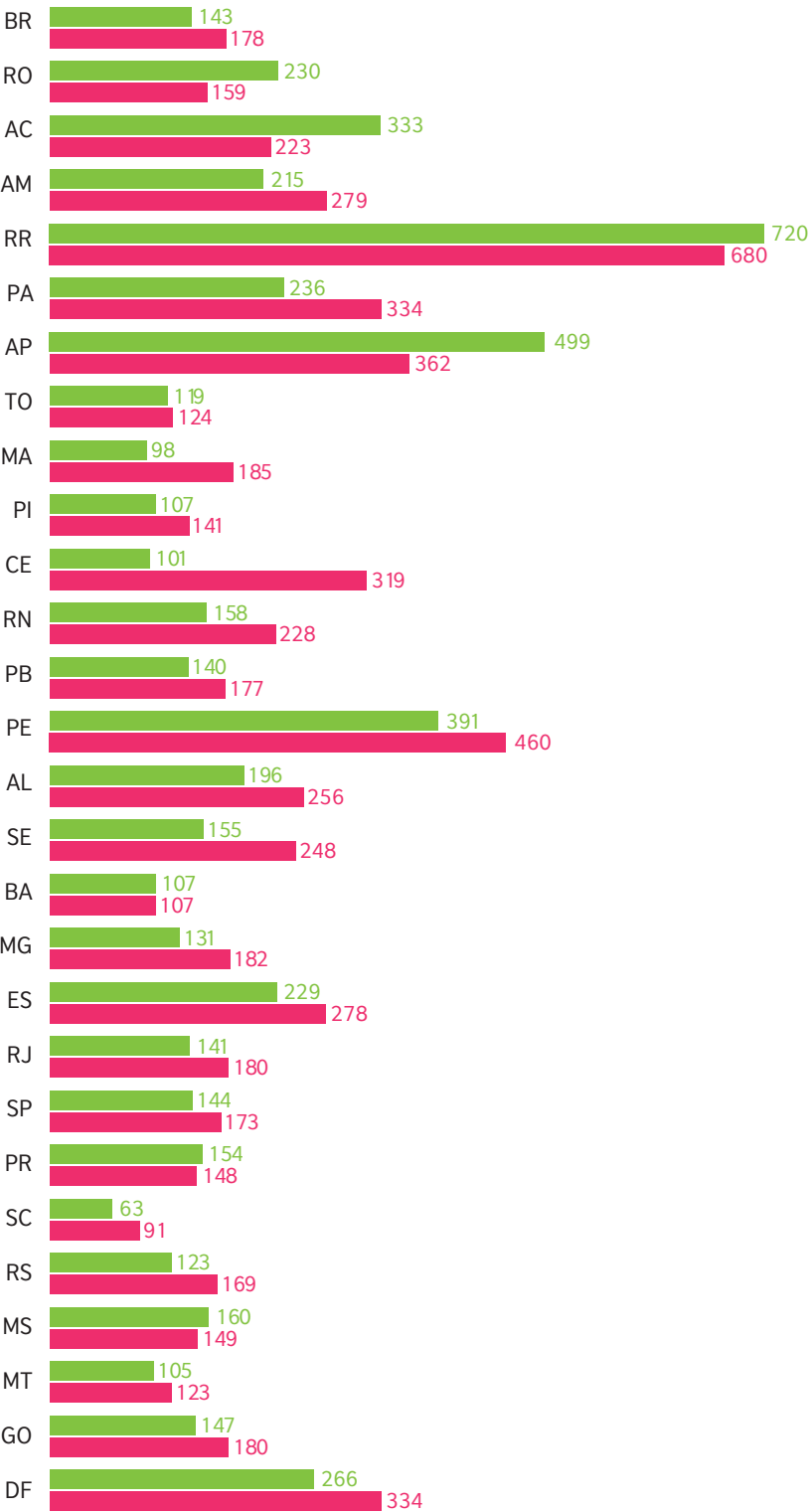
In some states the situation is even more critical. Roraima, for example, has an average of 720 students per teacher in EF and 680 in EM. These figures were even higher in previous years, reaching averages of more than a thousand students per English teacher in EM in 2015 and 2016. In lower proportions, but still above the national average, are Pernambuco (391 EF and 460 EM), Amapá (499 EF and 362 EM), Acre (333 EF and 233 EM), Pará (236 EF and 334 EM), Federal District (266 EF and 334 EM) and Ceará (319 EM). States with figures below the national average are Santa Catarina (63 EF and 91 EM), Tocantins (107 EF and 124 EM) and Piauí (107 EF and 141 EM).

With the BNCC introducing compulsory English lessons from the final years of upper secondary school, these percentages indicate that there are not enough teachers in the public schools. Some states may prioritise teaching of other foreign languages over English, which would reduce the average number of students per teacher in the area. //

Final years of lower
secondary education

Upper secondary
education

**AVERAGE NUMBER OF STUDENTS PER ENGLISH
TEACHER IN PRIMARY, LOWER SECONDARY AND
UPPER SECONDARY EDUCATION**



TO WHAT EXTENT TEACHERS ARE VALUED PROFESSIONALS

The survey investigated plans for teacher's career progression and valorisation in the states, if any, by consulting documents and interviewing technical staff at education departments. Of the total of 27 states, 22 have documents about teachers' careers available for public consultation. In Rio Grande do Norte, according to the technician interviewed, although there is a career plan, it has not been implemented. In the cases of Pará, Alagoas, Goiás and Mato Grosso, no information was available. Maranhão and Sergipe, we were informed, have no career plan for state teachers.

CAREER PROGRESSION

There is a great variety of arrangements for career progression for teachers in state policies, and many rating possibilities. The criteria most used are:

- time of service;
- academic titles (undergraduate degrees, postgraduate studies etc.);
- in some states, the career plan includes attending training courses.

BONUSES AND GRATUITIES

A detailed analysis of the criteria for teachers' gratuities and bonuses – allowances paid in accordance with contracts, and extra payments for good performance, respectively – indicates that 11 states have arrangements of this sort, which can be divided into four groups with common features:

1. allowance for teachers working in places of difficult access: Rondônia and Bahia;
2. bonus for educational performance: Pernambuco, Mato Grosso do Sul and São Paulo;
3. allowance linked to attendance on training courses, in some cases with a defined minimum number of hours: Ceará (minimum 80 hours), Rio Grande do Sul (minimum 40 hours), Paraná and Santa Catarina;
4. bonus for merit: Paraíba and Espírito Santo (in the latter case, bonuses depend on the teacher's internal assessment).

FULL-TIME SCHOOLS

In **Rondônia**, the wider availability of language classes is not through specialist centres but at full-time schools, which in general offer teachers better teaching and working conditions. In 2012, when the scheme was introduced, only students with the highest marks were selected. This changed in 2016 thanks to funding coming from the *Fundo Nacional de Desenvolvimento da Educação* (FNDE) [National Fund for Educational Development], which allowed for structural reforms in the schools, the purchase of equipment, and the hiring and training of teachers.

In these schools students have twice as many weekly lessons as in ordinary schools, which enables English teachers to remain in the unit and permits more effective planning, as well as the possibility of optional classes.

The fact that English teachers spend more time at the school leads to more involvement with the school community and a better understanding of the reality of students and their families. It also means that information can be exchanged with colleagues and support staff, and this has a positive effect on the quality of preparation for classes. The interviewees confirmed that this policy allows for better planning and less fragmented classes.

GOOD PRACTICES: POLICIES AFFECTING LOCAL TEACHING CONDITIONS

ALLOWANCE FOR TEACHERS IN REGIONS OF DIFFICULT ACCESS

In the states of **Rondônia** and **Bahia**, the career planning policies for teachers have a separate chapter on teachers working in locations where access and provisioning are difficult, frequently with no public transport. The idea is to make isolated regions more attractive to teachers.

POLICIES TO SUPPORT TEACHING STAFF

Juscelino Sant'Ana teaches English in the Federal District State Department of Education. He holds a Master's degree in Applied Linguistics from the University of Brasília (UnB) and a doctorate in Linguistics from the Federal University of São Carlos (UFSCar), specialising in the area of teacher training. He believes that upgrading teachers' skills and improving conditions for English teaching depend on political will and investment in comprehensive policies.

Less than half the English teachers in Brazil's public schools are qualified in English or another foreign language, according to the School Census (2017). What does this mean for English teaching in the country?

Juscelino: There are a number of implications which directly affect the professional activity. The first is related to teaching and educational questions. Frequently teachers learn by imitation, in other words they copy the way their own teachers taught them in the past. José Carlos Paes de Almeida Filho, a researcher at UnB, calls this process "learning a profession like the sorcerer's apprentice", a metaphor for learning by observation. Professional training, on the other hand, is obtained through systematic study and scientific reading, based on research information. When a teacher does not have access to this type of training, which is available at university, professional development is difficult, and leads to the perpetuation of a certain amateurish quality among the majority of language teachers, including English teachers. The lack of professional training in the area, specifically a degree in English or another foreign language, limits possibilities. The teacher has little chance of developing concepts or discovering new ways of teaching.



Another implication is related to the language itself. Usually this teacher has had little in the way of formal English training, and so is ignorant of the language taught or has only a tenuous knowledge of it, which limits the possibilities for a contribution in the classroom. For example, teachers are unable to develop ways of communicating with students in English, and so the process is limited to repeating models. And this has implications for the way English is taught. Teachers stick to the area where they are most confident, which is generally the written language and the teaching of grammatical rules – and frequently even this is incomplete. Research indicates that this causes major damage to the quality of teaching. And the damage extends to the teaching profession as well, which does not progress but becomes caught up in a vicious circle. In other words, the lack of specific training in English reduces the chances of professional development and so adversely affects the language teaching in Brazil's basic education system.

“Without training in the area, teachers' chances of development of language teaching is adversely affected”

In view of the fact that the average age of English teachers in Brazil is 42, what policies are needed for teacher training to attract younger people into the profession?

Juscelino: Attracting new teachers is a challenge that the country needs to face urgently and comprehensively. This is a difficulty affecting education as a whole, and language teaching in particular. A teaching career is not highly regarded in a number of aspects. From the social viewpoint, teachers do

not have much prestige these days. From the perspective of public policy, there are only a few federal units that have developed minimally attractive career plans. Maranhão and the Federal District have the most interesting policies in this respect, compared to the other states, but this is something that needs to be addressed on a national scale. Career plans need to be designed with a view to making both a career in teaching, and the teachers themselves, more respected. I don't see today's politicians being very concerned about these questions or consulting or listening to specialists in the area.

Apart from the question of making a teaching career more attractive in general terms, there are specific questions about language teachers, such as access to training, both initial and continuing. There are a few initiatives in this direction, but still very limited in scope, and there are regions with no access at all. Further education must be arranged especially for teachers who have been on the job for some time and whose ideas are very out of date. Investment is necessary in training, in learning the language and in a more up-to-date approach to English teaching.

“There are only a few federal units that have developed minimally attractive career plans”

Continuing training requires financial investment and time off to study. Language teachers – and I suspect that this applies to other teachers too – are very much hostages to concerns about situations arising in the classroom. Day-to-day matters are very important, but they end up taking more of a teacher's time than others such as reflecting on the teaching-learning process, reading, seeking out specialist help to rethink the way they work. This means that little time is left over to think about resolving less immediate problems. Resolving

today's urgent matters takes up almost all the time available for training and for the pedagogical and professional development of language teachers.

Could you say what you think is positive about the career plans for teachers in Maranhão and the Federal District?

Juscelino: They have some points in common in terms of making the career more attractive. Compensation is a salient factor in both cases, with starting salaries well above the national average, and salaries always being paid on time. Associated with this, the career plans provide for progression for time of service and, what is very interesting, for continuing training. In the Federal District, the career plan for teachers (Law 5.105/2013) allows them to take leave for postgraduate studies. Teachers may take two years' leave to study for a master's degree, and four years for a doctorate. They receive full pay during the period of leave. After obtaining the title the teacher is promoted. This brings a small increase in compensation (a bonus for an academic title) and a major advantage in terms of rethinking problematical teaching and learning

situations. In this way teaching professionals become qualified and are able to react to working situations and conditions. The Maranhão career plan has similar provisions.

Another important factor is the time reserved for lessons planning, known as "coordination". In Maranhão, under Law 9.860/2013, one third of a teacher's time is reserved for activities outside the classroom and for lessons planning. In the Federal District, of the 40 hours of work per week, 15 are reserved for coordination (lessons planning, activities outside the classroom etc.) and continuing training. These are, in my view, the key points that can improve many aspects of the teaching profession in the country's public schools.



68 **Some 40 per cent of English teachers in basic education are engaged as temporary staff. What effect does this have on English teaching in Brazilian schools?**

Juscelino: Under temporary employment contracts, with most teachers being paid by the hour, they get no compensation during rest periods or school holidays, and this makes their income uncertain. This arrangement has other effects that are even more serious. For example, when a school has been operating for some time, it is likely to have created a certain identity, a process of educational consolidation that reveals itself in certain ways of teaching, of working. If the staff consists of temporary teachers there will be constant changes. So at the beginning of each school year schools will have to rebuild everything anew. We have observed that as soon as

“Constant changes in the teaching staff makes it hard for the institution itself to improve”

teachers begin to feel at home and have absorbed the teaching methods of these schools, they are replaced. This makes it hard for the institutions themselves to stabilise and develop. And it also hinders development of new ways of teaching, of specific teaching techniques. There is a disruption, which in the end becomes the rule, with adverse consequences for advances in the teaching process.

What would be the ideal working conditions for teachers to make English teaching in Brazilian schools more effective?

Juscelino: The current status of language teaching is extremely complex, because situations vary and there are regional differences. Some common traits, however, can be found in almost all the states. For example, the time allowed for language teaching is very short, and generally insufficient for a type of teaching that will produce satisfactory results. Students start to learn a foreign language in the final years of lower secondary school, and by the time they complete secondary education they are still unable to read a text or speak the language – they lack even a minimum instrumental mastery of it. Another factor common to several regions of the country is the large number of students in a class. In the short space of time available it will be practically impossible for teachers to attend to individual needs, even if they are able to map all students in their classroom.

Another important factor is the lack of access to inputs (by inputs I mean the possibility that teachers and students can bring the language they are studying into the classroom). For example, I can bring the language in the shape of audiovisual material – today we have access, on the internet, to videos and articles not produced specifically for language teaching, but which can be used in the classroom. But this access, which in principle appears abundant, is denied in many regions. Many schools have no access to the internet or even to books or other types of media. If there are already difficulties in bringing the language to the classroom in the form of material, it is harder still for teachers and students themselves to produce these inputs.

What types of policy have most effect on English teaching? Can you give examples?

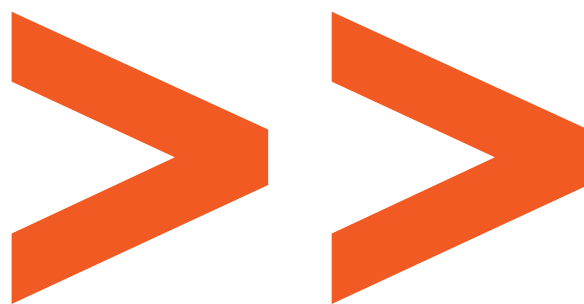
Juscelino: It is important to remember that public policy cannot exist without investment on two fronts: political and financial. Political investment relates to efforts of managers – such as education secretaries, who are strategically important in drafting policies and creating the conditions for development in schools – to implement and support policies that affect language teaching. This is true too for education policy in the wider sense, as it forms the context in which language teaching occurs. Financial investment is also essential, since there is no such thing as a policy that does not require spending. In my view, only the government has the ability to develop comprehensive policies with

70 major impact on education, and more specifically on language teaching. Private sector initiatives have a contribution to make, but generally they affect only a small number of people and do not have a wide-ranging impact, taking into account the size of Brazil's target population.

The public sector, as I have said, must focus on career plans for teachers. To combat certain factors which have adversely affected English teaching – for instance, the large number of students per teacher - more teachers must be hired, and this means spending money. To improve the prestige of the job, teachers' salaries need to be raised to make the career more interesting, and there must be investment in continuing training.

In the Federal District, we have two examples of policies that have worked well. One example is the *Centros Interescolares de Línguas* (CIL) [Interschool Language Centres], which have been operating for more than 40 years. These are public schools, located in every Administrative Region, with the sole aim of teaching foreign languages – several different languages are offered, with English in every centre. All teachers are tenured servants, with university degrees and a good understanding of the language. The results are encouraging: by the end of the course, students are able to communicate well in English. The CILs, however, meet only about 20% of the network demand, and therefore not far-reaching, but still represent a state policy.

Another more recent initiative, which is still at a very early experimental stage – with two schools operating and three in preparation – is the Experience Classroom. The project is applied in ordinary schools, which are upgraded to provide better teaching conditions: more time is dedicated to English lessons and the number of students per class is limited to 20. The classroom is designed specifically for language teaching, in other words it is a room where the language can be experienced. Here you have a range of language teaching materials, access to the internet and well-trained teachers. In this classroom students really use the language. A community of speakers of the language is formed, something that otherwise would be impossible. It is a linguistic oasis. //



//03



Teacher training starts before future teachers enter a classroom, and continues throughout their entire career so as to ensure teaching effectiveness and meaningful learning. English teachers need to know how to teach, and also have to constantly update their knowledge of the language. As mentioned in the preceding section, the School Census (2017) indicates that less than half of the English teachers in the Brazilian public school network have a degree in English or another foreign language. So further training is essential, on a continuing basis and not just sporadically, in order to fill in the gaps resulting from this lack of qualification. The survey analysed the strategies adopted in state education networks for continuing teacher training in general and specifically for English teachers. Teacher training policies and programs are developed through partnerships between the federal government and the states, and also with universities and other types of organisation. These partnerships frequently provide reflective training for teachers, with their own experiences and perspectives being part of the process. This section also refers to the *Programa Nacional do Livro Didático* (PNLD) [National Textbook Programme], which is an important educational resource used in public schools for the final years of lower secondary school, and it can also be considered as a teacher training policy.



TEACHER

TRAINING

GENERAL STRATEGIES FOR CONTINUING TRAINING IN THE BRAZILIAN STATES

17 states

say they use **distance learning**
to train teachers

External partners are responsible
for training in

16 states

**“Teacher training
courses last for
40 hours on average”**


Initiatives for teacher training designed by the different states, for the network in general including English teachers, have different aims and formats. All the states provide in-class courses for teachers, either on school premises or elsewhere. Distance learning is however becoming ever more common: 17 states say they use this method, especially in the northeast (the only exceptions are Piauí and Sergipe) and in the southeast. Hybrid courses are the norm in Acre, Ceará, Mato Grosso do Sul and Rio Grande do Sul. Distance learning techniques are aimed at increasing the impact of training courses by longer hours of study and as a way of reaching teachers who are unable to attend courses in person.

In general, these courses are held on an occasional basis, during week hours intended for study and planning. The number of training hours for teachers in all areas is specified only in the states of Amazonas, Paraíba, Paraná, Pernambuco, Rio Grande do Norte, Roraima, São Paulo and Tocantins. The times range from 20 to 80 hours, with 40 hours being the period most frequently specified.

78 Responsibility for training, according to information supplied by technical staff, lies mainly with the state education departments (in 24 states, excepting only Bahia, Sergipe and Minas Gerais), followed by external partners – such as universities, social organisations, international bodies – which is the case in 16 states. It should be noted that most of the states using partnerships for training are in the northeast and the southeast (for more information on partnership programmes for teacher training see page 97).

The training courses provided by the networks (not just those specifically for English language), are intended mainly for teachers. The school management staff come next: educational coordinators are listed as participants in 23 states, school managers in 20, and regional office or educational board staff in 15. After them, as indicated only in the northeast and south regions, come the education department staff (ten states).

What this means is that a substantial number of technical staff (from education departments, regional offices and educational boards) do not take part in these courses, and are without a training policy that would help them in their work; and this can have serious effects because they are the people who monitor and support the teachers. Added to this is the fact that technical staff generally have more than one function or responsibility, such as coordinating more than one area, subject or supplementary programme, and this makes it even harder for the education departments to supply the support needed by the schools for teaching their students.



“Less than half the states have specific English language training”

Teachers’ attendance on courses depends in many cases on their being given leave of absence. Most of the states indicated that such leave is granted. In some cases, however, teachers can only attend courses outside class hours or during school holidays – suggesting that such activities are not important or part of the teaching function. There is also difficulty in releasing teachers for study abroad, or to take master’s degrees or doctorates.

On the other hand, the construction of state curricula based on the BNCC is mentioned as an opportunity for the training of teachers and school staff to be extended. The teachers, however, voiced some discontent at the fact that the training process included in the curricula, either on the basis of the BNCC or formerly, has not been continued. They feel that, in a context where generally there are few opportunities for continuing training, those arising from the development of a curriculum should result in a constant training process.

Specific training for English teaching is by no means the rule, since less than half the states have any initiative of this type for the area (below we give some examples of good practices adopted by the states). On one hand, it is important that there should be training for all the teachers of a school or network, to give consistency of teaching method. However, there are aspects relating only to English teachers that need to be specifically dealt with by training. Accordingly, both types of training are required: general training, to enable teachers to deal with the reality of the classroom and the structure available; and specific, focusing on aspects such as linguistic proficiency and the preparation of teaching material for the English language.

An important question, that several interviewees mentioned, is mastery of the English language by the teachers. This arose in a survey undertaken by Pearson in 2016, when a language proficiency test was given to 2,000 teachers in the states of Mato Grosso, Minas Gerais and São Paulo. The test used the Common European Framework of Reference (CEFR) with six levels of proficiency, A1, A2, B1, B2, C1 and C2, with A1 being the most basic and C2 the most proficient. The results revealed that of the 22.3 per cent of teachers who considered their level in the language to be

advanced, only 5.9 per cent actually achieved levels of B2, C1 or C2; and of the 36.6 per cent who considered their level to be intermediate, only 24.5 per cent were classified B1. Most of the teachers attained only the basic levels A2 and A1 (29.9 per cent and 40.6 per cent respectively). This emphasises the need for basic training as well as continuing training, to enable English teachers in the networks to reach a minimum level of language proficiency and so be able to teach it effectively. //

79

“A significant percentage of the technical staff who monitor and support the teachers do not receive any training.”

COMMUNICATION CHALLENGES

There is a challenging aspect of communication that affects teacher training: information about training often does not reach all the teachers. On our visits to the states, teachers often complained that they had not heard about training courses. There are a variety of reasons for this: disorganisation in the education departments and regional offices, ill-defined information flows, lack of staff dedicated to the English language area, failure by schools to pass on information, and so on.

On the other hand, it is clear that there is a positive impact on the networks when the communication channel with education departments and regional offices’ technical staff is more open and direct, as is the case in Pernambuco. In this state, communication flows are properly organised: the department staff talk to teachers when necessary, and vice-versa. Social networks are also used for some types of communication.



PARTNERSHIP PROGRAMMES FOR TEACHER TRAINING

TEACHER TRAINING IN GENERAL

PIBID AND PEDAGOGICAL RESIDENCE PROGRAMMES

The *Programa Institucional de Bolsas de Iniciação à Docência* (Pibid) [Institutional Scholarship Programme for Teaching Initiation] and the Pedagogical Residence are initiatives to provide training for basic education teachers under the responsibility of the *Coordenação de Aperfeiçoamento de Pessoal de Nível Superior* (Capes) [Coordination for Improvement of Higher Education Personnel], which comes under MEC.

The Pibid, introduced in 2007, is intended to give people studying for teaching qualification degrees practical experience of the daily routine of public schools and the context in which they operate. The programme gives scholarships to students to take part in teaching initiation projects held by higher education institutions (IES) in partnership with the teaching networks. The projects promote the initiation of aspiring teachers in schools in the first half of the course, so as to enable them to observe and reflect on professional practice. The students are monitored by a school teacher and by an educator from one of the IES participating in the

programme. In 2018, approval was given for projects in 281 institutions, a considerable increase over 2013, when 195 IES took part.

Launched in 2018, the Pedagogical Residence Programme is intended to supplement the supervised curricular internship by immersing aspiring teachers – now in the second half of their course – in a basic education public school. As the name of the programme suggests, the residence involves immersion in the school, including running a class and handling educational questions. As in the Pibid, each aspiring teacher is monitored by a teacher from the school and an educator from an IES. The programmes are aimed at enhancing teacher training for basic education and adding value to the teaching qualification courses.

In addition to training arranged by the education departments themselves, other initiatives were mentioned in the interviews with technical staff and teachers. Some of them are for teacher training in general and others specifically for English. Federal government programmes are particularly effective and comprehensive – *Programa Institucional de Bolsas de Iniciação à Docência* (Pibid) [Institutional Scholarship Programme for Teaching Initiation], Pedagogical Residence, *Programa Nacional de Formação de Professores da Educação Básica* (Parfor) [National Plan for Training Basic Education Teachers] and *Programa de Desenvolvimento Profissional para Professores de Língua Inglesa nos Estados Unidos* (PDPI) [Professional Development Programme for English Language Teachers in the United States].

A partnership with other institutions is sometimes the only way for the states to arrange specific training for English teachers (details are given below). The initiatives most often mentioned in the interviews were the Distinguished

Awards in Teaching Program for International Teachers in the United States (DAI), operating in 10 states; and the International Leaders in Education Program (ILEP), considered to be important in seven Brazilian states.

The programmes arranged by partners are in general recognised as effective, and their practical nature is welcomed by the teachers and technical staff we interviewed. However, there are two shortcomings: the first relates to the extension and reach, since these initiatives as a general rule are applied to a very small number of teachers; and the second to sustainability, since after the course it is unlikely that there will be anyone responsible for following up.

“The Pedagogical Residence Programme gave me the opportunity to create a closer relationship with the school and the pupils. I was able to learn more about their needs, and this led to projects on topics pertinent not only to the pupils’ interests but also to what they needed to learn English more naturally and reflectively. In terms of my own training, the programme helped me to understand that being a teacher is much more than just teaching content, since every day we are involved with schooling issues that make us understand our fundamental role in the pupils’ literacy and in teaching them critical thinking. I think that this link we establish between school and university leads to exchanges that benefit not just us, teachers in training, but also the teachers at the schools, who are seldom exposed to the educational surveys undertaken by academics.” (Statement by Bianca Menegotto Ramos, holder of a scholarship and studying for a teaching qualification degree in English in Rio Grande do Sul)

NATIONAL PLAN FOR TRAINING BASIC EDUCATION TEACHERS – PARFOR

The National Plan for Training Basic Education Teachers (Parfor) is aimed at training public school teachers who have no specific training in the area where they teach. The programme is a collaborative effort between the federal government (through Capes/MEC), the states and the municipalities. It works by getting higher education institutions to offer places for special groups in courses for

- teaching qualification degrees – for public teachers schools who did not attend higher education;
- second teaching qualification degrees - for public school teachers who have a degree in a subject other than the one they are teaching;
- educational training – for public school teachers who have an undergraduate degree, but not a teaching qualification.

It can be seen, therefore, that the programme offers a solution for the low proportion of English teachers with specific training in the area – as indicated in the previous section, only 45.3 per cent of English teachers in Brazilian public schools have degrees in English or another foreign language.

There is no single model of teaching for the Parfor courses, and this means that each IES involved in the programme has its own system, based on local needs and the background of the institutions and the staff involved. Between 2009 and 2016, more than 100 higher education institutions took part in the programme, and 94,727 teachers from 3,300 municipalities were enrolled.

ENGLISH LANGUAGE TRAINING

PROFESSIONAL DEVELOPMENT PROGRAMME FOR ENGLISH LANGUAGE TEACHERS IN THE UNITED STATES – PDPI

The Professional Development Programme for English Language Teachers in the United States (Parfor) [*Plano Nacional de Formação de Professores*] is financed by the Brazilian government under a partnership between the Coordination for Improvement of Higher Education Personnel (Capes) and the Fulbright Commission, the US Embassy in Brazil and the US Department of State. The aim of the programme is to train basic education network teachers.

The courses last for six weeks and are held in American universities. The programmes focus explicitly on broadening linguistic and cultural capital (for teachers with intermediate English skills) and on sharing teaching, learning and assessment methods to supplement classroom procedures (for teachers with an advanced knowledge of the language).

To qualify, candidates must obtain a mark of 450 or more in the TOEFL ITP for intermediate course I, 500 for intermediate course II and 550 for the Methodology Development course. All applicants take one of the tests, which are paid for by the programme itself. In 2019 486 places were available, 18 for each state. With a universe of 62,250 English teachers, the number benefited by the PDPI is still very low. In any event, the programme serves as an incentive for the successful candidates, who regard it as a positive experience.

“I was on the PDPI in January and February 2018, at Michigan State University. The course focused on English language teaching methodologies, and was intended for teachers at the advanced (C1) level. I heard about the opportunity on the Fulbright Commission Brazil page on Facebook. What most impressed me about the experience was a chance to revisit concepts I had studied as an undergraduate, but which at the time were totally foreign to the daily routine in the classroom. And, in definitely, having the chance to visit US public schools, to experience daily life at a university and to interact and exchange ideas with Brazilian colleagues who work in similar conditions to my own, gave the PDPI lessons an added practical angle and put the knowledge I gained into context” (Statement by Ana Paula Seixas Vial, teacher at the Porto Alegre Municipal Education Department)

GOOD PRACTICES

ENGLISH LANGUAGE TRAINING INITIATIVES

AMAZONAS: DISTANCE LEARNING FOR TEACHER TRAINING

In the state of **Amazonas** we found an inspiring example in the organisation and structuring of distance learning, whereby teachers in the most remote regions of the state have been provided with continuing training, creating a system that reinforces teaching and support the teachers in their work. Amazonas is Brazil's largest state in terms of size, with municipalities and communities where access is difficult and requires long journeys by boat. For these cases the state has set up a broad system of distance learning:

- the state has a well-structured media centre, with well-equipped studios where lessons are given;
- more than 300 hubs distributed around the state have computerised classrooms permitting contact between the trainers and the teachers or students, with online interaction possible in real time;
- each hub is equipped with satellite, television, computer, microphone, camera, speakers, a printer and communication equipment;
- the media centre has a team to provide technical support for the hubs;
- the system provides training for teachers in different subjects, and regular classes for network students who are too far away from a school;
- for English language lessons, there is a technician in charge who organises and gives training to teachers throughout the state via this system;
- the teachers and trainers give live classes, and in each hub there is an educator accompanying the classes in person;
- currently all the regions in the state are served, and no one is more than half an hour away from a hub by boat;
- most of the hubs are located in state or municipal schools.

PARANÁ: ENGLISH LANGUAGE TRAINING IN DISCIPLINARY ACTION

The state of **Paraná** organises courses for English teachers called *Formação em Ação Disciplinar* (FAD) [Training in Disciplinary Action], in the following format:

- two annual sessions of eight hours each;
- the courses are run by department technical staff or experienced network teachers;
- the content of the sessions is wide-ranging – focus may be on educational practices or specific English content;
- teachers are released to attend the sessions, with the schools arranging for replacements.

PERNAMBUCO: ENGLISH TRAINING MEETINGS

English teacher training in **Pernambuco** is also in the form of meetings:

- two annual sessions of at least four hours each;
- courses are run by regional technical staff and multiplier teachers;
- the agenda for the courses is based on demand from teachers – topics vary considerably, but generally focus on classroom activities and strategies;
- the regional offices are free to organise the courses as they wish, and they may work with partners or the education departments;
- in the state capital, the meetings consist of an initial lecture followed by workshops for groups of schools on different days (at times separating the teachers according to their level of proficiency in English);
- the department has issued a directive that hours of training must be extended by means of distance learning;
- permanent teachers are released to attend training, courses and foreign study without loss of salary.
- a replacement in the classroom is arranged by the school, the regional office or the department;
- teachers are given incentives to study for a master's degree or doctorate, and they can be released full-time or part-time (depending on the location/distance from the university), on full pay.

RORAIMA: PARTNERSHIP FOR ENGLISH TEACHING POLICY

The state of **Roraima** takes advantage of its geographical position allied with regional opportunities to reinforce its English teaching policy. The state looks for alternatives for developing English teaching through partnerships with the bordering Republic of Guyana (formerly British Guiana). There are possibilities for arranging courses for state school teachers by trainers from Guyana, the hiring of Guyanese teachers to teach English, and student and teacher exchanges. The initiative is important because it encourages a cultural exchange involving the language, increasing the possibilities for teacher training and for students to learn the language in use.

RONDÔNIA: BRAZ-TESOL NETWORK

In **Rondônia**, one of the states we visited for the survey, we found that an independent social organisation is operating: Braz-Tesol, which consists of educators and English teaching professionals whose aim is to encourage the teaching of the language and support teacher training. The organisation also exists in other states, but members informed us that only in Rondônia has there been close cooperation with the state education department, which has created more opportunities for training network teachers.

Created independently by a small group of teachers, the initiative is supported by the US Embassy, which has sent a fellow¹ of the Tesol International Association – the largest professional organisation for teachers of English as a second language or a foreign language – to Porto Velho to help with the work. The network today consists of 200 teachers and a ten-person steering committee, whose members are representatives of the department and school and university teachers. Its aims include:

- encouraging the professional development of English teachers by organising conferences and workshops and issuing informative and academic publications;
- establishing and maintaining contacts with similar national and international organisations;
- disseminating new English teaching techniques;
- offering opportunities for discussion and the formation of study groups.

¹. Specialists in English teaching in the USA who work as cultural ambassadors and promote the learning of English and mutual understanding through cultural exchanges. Source: <https://elprograms.org/fellow/>

PARAÍBA: GIRAMUNDO PROGRAMME

The Giramundo Programme in the state of Paraíba is considered fundamental for the promotion of policies for foreign language teaching, both by supporting teaching and by training English teachers.

- **Giramundo Finland:** arranges exchange visits for up to two months for teachers in every area of knowledge, including English teaching. Eighty scholarships are offered each year: 40 for activities related to basic education, digital tools in learning, the VET Teachers for the Future Programme and problem-based learning (PBL); and 40 for teachers to engage in educational activities related to the areas of entrepreneurship, 21st century skills and innovation. The exchange programme includes visits to schools and courses in Finnish universities. Participants have to design a project before they leave Brazil and put in into practice when they return. The initiative is in partnership with *Fundação de Apoio à Pesquisa do Estado da Paraíba* (Fapesq) [State Funding Agency of Paraíba].
- **Giramundo Israel:** with a format similar to the preceding one, its aim is to train teachers from the northeast of Brazil by means of exchange programmes. Twenty teachers are selected each year to spend a month in a kibbutz in Israel: (volunteer collective communities).
- **Giraparaíba:** intended to multiply the experience of teachers taking part in other programmes and replicate them for the entire network. An online platform is used to pass programme content on to other teachers, and to prepare those who are to participate in Giramundo the following year. There are tutors to support the training process, which is open to all network teachers. There are 400 places every year.

MARANHÃO: CITIZEN OF THE WORLD PROGRAMME

The Citizen of the World Programme in Maranhão offers language courses to network teachers, lasting from one month to six months, in Canada, South America or the United States. There is a selection process each six months. The costs of the programme are covered by the state government, through the Department of Science, Technology and Innovation.

NATIONAL TEXTBOOK PROGRAMME (PNLD) IN ENGLISH

The *Programa Nacional do Livro Didático* (PNLD) [National Textbook Programme] distributes school books free of charge to all public schools in Brazil. The books are an important educational resource for use in English classes from the sixth grade of lower secondary school onwards. The Teachers' Guide also have to include a theoretical section and/or articles to help train teachers, in particular beginners.

The current instructions require the textbooks to be in accordance with the BNCC, with activities and projects in line with the abilities and skills of the English language component of the curriculum. One of the important aspects of the textbooks is the concept of English as a lingua franca, in other words, the idea that correct English is not only that used by native speakers, such as people from the USA or United Kingdom. Thus the usages of speakers from around the world, with their different linguistic and cultural repertoires, are legitimised. In addition, the works approved for 2020 must obey the concept of language which underlies the BNCC, i.e. language in use.

It should be noted that, although based on public policy, the material is produced by private publishing companies according to the specifications of the tender calls. The books submitted by the publishers are carefully assessed by English language specialists, who judge them in the light of the tender specifications. Reviews of the approved collections are published

in the Textbook Guide, which will help teachers, schools and municipalities select the collection which most closely meets their own educational policies.

The quote below is a description by Professor Vera Menezes, one of the authors of the Alive! collection published by Editora Moderna, of the procedure and challenges of producing textbooks for the PNLD.

“The Alive! collection was approved in three consecutive invitations to bid for the PNLD and was reformatted twice. For the PNLD of 2016, we updated texts and information and replaced personalities who, for a variety of reasons, were no longer suitable for inclusion in the work. For example, since we only work with authentic texts, we had to replace a text taken from a theatre website about a play that was no longer being performed. We also had to do without a large number of texts because of the difficulty of getting approval. An example of this are the TED Talks, where the organisers have entered into an exclusive contract with one publisher. In the last invitation to bid, the changes were even more substantial because we had to rewrite content and add new activities to comply with the BNCC. Getting authentic audios is also difficult, especially to meet the genres currently specified by the BNCC and also because we cannot use videos. The invitation to bid called for additional units and animated material without payment of copyright, and this limited our work considerably.” (Vera Menezes, full professor of Applied Linguistics at the Federal University of Minas Gerais and one of the authors of the collection)

FOR A REFLECTIVE TRAINING



DIVULGAÇÃO

Inés Kayon de Miller is an assistant professor and undergraduate degree supervisor for the Department of Letters at PUC-Rio. She works in the area of Applied Linguistics, focusing on initial and continuing training for teachers. For Miller, contact with the reality of public schools provides a more complete preparation for future teachers to deal with the requirements of language teaching in the Brazilian context.

To what extent is the initial training currently given to English language teachers adequate for the reality of Brazilian schools?

Inés: I have been involved in training language teachers for many years, and I can say that today we have a much better situation than in previous generations. I am a member of a working group for teacher training under Anpoll [Associação Nacional de Pós graduação e Pesquisa

em Letras e Linguística – National Association for Postgraduate Studies and Research in Letters and Linguistics] and for several years now we have been holding the Latin-american Congress of Language Teacher Education (CLAFPL). For more than ten years we have been supporting reflective training, through partnerships between universities and public schools throughout Brazil. With this reflective training newly graduated teachers are much better prepared for the reality of public schools, which have specific requirements and their own contexts.

This is true too for private schools, which can be very stressful and have other types of requirements. This more reflective training, closer to the school, has shown extremely positive results.

“One must bear in mind the issues teachers bring to the table, for them to make the connection between innovation and actual experience”

I think it is important to mention the Pibid [Institutional Scholarship Programme for Teaching Initiation] and the Pedagogical Residence Programme [initiatives which are part of the Ministry of Education (MEC) National Teacher Training Policy], which together allow future teachers to spend practically their entire course in public schools, working alongside a teacher. In these two programmes, the work the undergraduate does in the school is very different from the traditional internship, where their participation was little and limited. Now they have to roll up their sleeves, work, plan, correct, do everything with the teacher. Now traineeship is not just sitting at the back of the class observing, but standing at the front, working with the pupils, and this is very enriching.

Nowadays future teachers are much better prepared when they complete their initial training, and this includes being psychologically prepared (or not) for what lies ahead. At this time, and I think this is important, they can decide if they want to work in a public school, a private school, as a language teacher, or whether they would rather do a master's degree and a doctorate, and work in a university. But what is certain is that they emerge with a more open mind, and readier to make decisions. The undergraduates are also more aware of the diversity they are going to meet in the classrooms – from pupils with special needs to socioeconomic and cultural differences. We are training teachers with a much more critical outlook than before, for example in respect of the tools for assessment and the preparation and use of teaching material.

“Pibid and the Pedagogical Residence Programme enable future teachers to spend their entire course in public schools”

Could you tell us a bit more about reflective teacher training?

Inés: In the reflective practice for teaching, we share what teachers think, encouraging them to undertake research, so as to understand better what they do, what the student thinks, how the classroom is in reality. I work with a variation of reflective practice known as “exploratory practices”, which differs from the other types of reflective practice by including the pupil in the process. So it is not just a case of the teacher reflecting on the classroom, on the pupils, which often leads to a repetition of conventional models of research – we try and reflect with the pupil. If teachers have a question, they include it in the lesson, inventing and adapting exercises and educational activities to a text they want to work with on a subject they are trying to understand. For example, why do teenage girls get pregnant? This is a very delicate issue in the social life of public schools. So instead of just talking about *ever and even*, the teacher can bring a text where this subject is approached in some way, and create a discussion about it. This is a practice that can be referred to as exploratory. It is a way of producing critical students who will not just think about topics that are alien to them, but also about their experiences in the classroom, in the community.

Are teachers ready to teach English according to the standards proposed in the BNCC?

Inés: I was involved in one stage of drafting the BNCC, and the first thing I asked was whether there would be money available to train teachers. Because the same problems always arise: something new comes up, teachers try to interpret it – and of course they will interpret it according to their training, their possibilities. So continuing training is essential – it always has been, and more so now with the BNCC. It was the same at the time of the *Parâmetros Curriculares Nacionais* (PCNs) [National Curricular Parameters], more than twenty years ago. For years the PCNs were left to rot in drawers in the schools, no one knew what they were for, because there was little or no follow-up with the teachers. This is a major problem with this profession: sadly, teachers are still very solitary people. When the government creates the Pibid or the Pedagogical Residence Programme, it is taking a very significant step, putting a colleague to work with this teacher. This will transform the teaching culture. Because the fact that, most of the time, the teacher works alone is also reflected in continuing training: teachers take a long time to realise that they are part of a bigger world. Continuing training is the most essential aspect of all this processes, it works as a support group for the teacher.

“In the reflective practice of training, we share what the teacher thinks”

What are the most efficient strategies for continuing training for teachers in the area?

Inés: Continuing training has to be a place where English teachers feel welcome, listened to, and where what they know is taken into account – so that they are not, for all their training, put into a position of inadequacy. It is rare for the basis to be what teachers already know how to do, what they need, where they want to improve. It's no good just presenting teachers with a sealed package of novelties, because they will be made to feel more and more inadequate, less well regarded, and their knowledge will tend to be underrated. I don't mean to belittle those who bring innovative content and methods, such as technology. But if the public school where teachers work has no internet access, what use are they going to be able to make of all that world of technology? So one must be realistic and bear in mind the issues teachers bring to the table, for them to make the connection between innovation and

actual experience. Continuity is also fundamental: often the government and the private institutions arrange short training courses, in sessions where specialists “spill” their content without working with the teacher, and this too is demotivating. The reflective practice we use in the initial training of future teachers has to be maintained in continuing training, so that they can understand the pupils better and understand themselves better.

From the management point of view, I think that there needs to be a range of offers. A lot of people say, for example, that “the teacher doesn’t know much English”. So what is needed is for this to be made easier, for teachers to attend a language course locally, with a subsidy. Reflection is necessary, swapping experiences in places where teachers can participate, so that they are involved in public policy for continuing teacher training. And there must not only be technical training, but teachers also need to be treated as human beings and as the complex professionals they are. The same idea applies to doctors: they have to know what they are doing, but they also have to be trained holistically, as members of society in which they have a very important part to play.

What is the importance of training trainers (multipliers) for English teaching in Brazil?

Inés: It is essential to train trainers, within this reflective outlook. Indeed, the Anpoll working group for teacher training arose precisely from a group of trainers. We saw that if we didn’t analyse our own training practices we weren’t going to make any progress in this area. And the analysis led us to be increasingly reflective, aware of our work, of our needs. Very few new graduates are going to be trainers. Generally you start as a teacher and then go on to be a trainer, largely on the basis of your own experience. So I think it is crucial to train more specialists in the area. But they have to be people with first-hand experience of schools, in general terms, and also very specific experience of students in the context of language teaching.

You mentioned the Pibid and the Pedagogical Residence Programme as positive initiatives in terms of public policy for teacher training. In the specific case of English, are there any other interesting initiatives?

Inés: There are initiatives where public school teachers are selected to go the United States or England to do courses abroad. I was a bit critical of measures like these, because they are not very sustainable, but I see how much incentive teachers get from the recognition that being awarded this sort of grant represents. They feel rewarded, prized, everything they fail to feel in school normally. The teacher adores this type of possibility and returns with a new lease of life, which is excellent. I think this type of initiative should continue as far as possible, especially in places where the approach is very much aimed at the Brazilian or Latin American type of context. This immersion does a lot of good, not just psychologically but linguistically too. //

“Continuing training is essential, especially now with the BNCC”

In a number of Brazilian states English teaching is supplemented by programmes designed by the governments themselves or in partnership with universities, private institutions or international organisations. Several states provide additional premises for foreign language teaching – known as language centres. In general, these initiatives are well regarded by the teachers, technical staff and specialists interviewed, who see them as opportunities to expand English teaching. But they are still small in comparison with the size of the networks, and there is little coordination between them. Nevertheless, according to respondents, they are an improvement when compared with the regular network, and constitute better learning environments. One of the examples of good practices is the *Programa Rio Criança Global* (PRCG) [Rio Global Children Programme], which started out as an experiment in the city prior to the Olympic Games and the FIFA World Cup, and became a public policy for language teaching in the Education network.

PARTNERSHIPS

AND SUPPORT PROGRAMMES FOR ENGLISH TEACHING

PARTNERSHIPS AND PROGRAMMES

These initiatives play an important part in promoting the language, even though coverage is still small.

Programmes and partnerships for supporting English teaching to public school students exist in a number of states. The survey reveals that initiatives vary in format and scope, and include federal and state programmes in partnership with public universities, private institutions and international bodies.

The number of students participating is very limited in comparison with the total number in the state education networks, but these initiatives fulfil an important function of providing incentives, showing appreciation. And they help promote the language, even though their scope is still restricted.

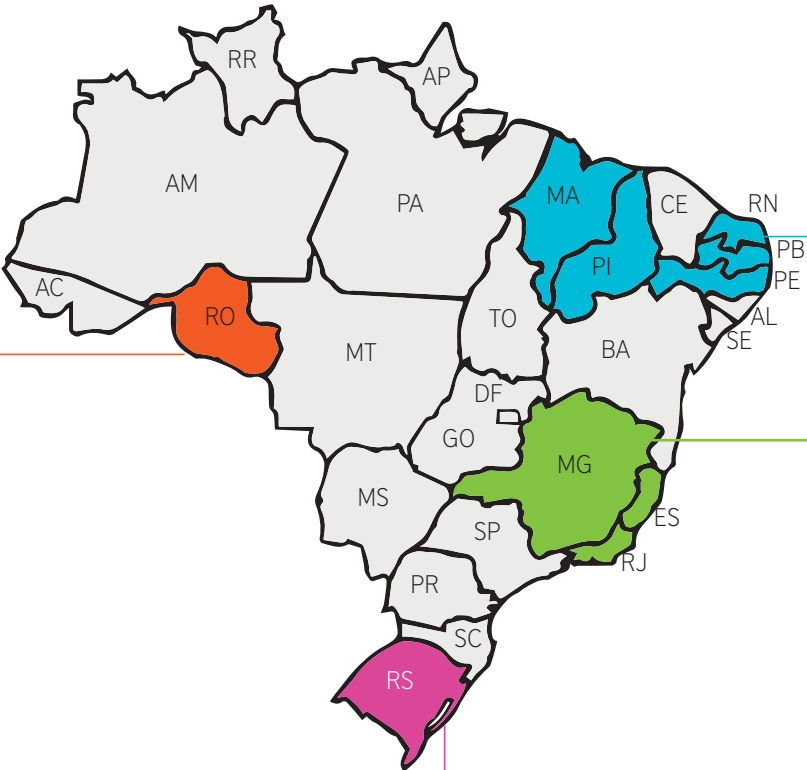
The initiatives most often mentioned, which occur in various states, are organised by international bodies for promoting the English language, that seek to operate across the whole country. The Youth Ambassadors Program – exactly a partnership, since it is arranged directly by the US Embassy – was mentioned in interviews in 11 states. Although the students taking part are from different places, the programme usually takes just one from each state, which limits the scope significantly. The tables which accompany the map below give examples of programmes in the states, and the supply in relation to the size of each network.

The southeast region has the greatest variety of English language support programmes. However, it is clear that these programmes do not cover as large a proportion of the total as those in the north-eastern states of Paraíba and Pernambuco (see the tables below). //

EXAMPLES OF PROGRAMMES AND PARTNERSHIPS FOR ENGLISH TEACHING

NORTH REGION

STATE	NETWORK	PROGRAMMES AND PARTNERSHIPS	NUMBERS
RONDÔNIA	E.F. II: 370 TEACHERS; 84,950 STUDENTS E.M.: 332 TEACHERS; 52,797 STUDENTS	CONEXÃO MUNDO (US EMBASSY, SESI AND SENAI)	60 STUDENT PARTICIPANTS IN TOTAL; 6 IN FOREIGN STUDY EXCHANGE



SOUTH REGION

STATE	NETWORK	PROGRAMMES	NUMBERS
RIO GRANDE DO SUL	E.F. II: 2,240 TEACHERS; 275,899 STUDENTS E.M.: 1,750 TEACHERS; 295,712 STUDENTS	ENSINO MEDIO INOVADOR (PROEMI - FEDERAL GOVERNMENT)	NUMBER OF STUDENTS ON ENGLISH LANGUAGE COURSES NOT GIVEN (IMPACTS ALL FRONTS – APPROXIMATELY 200,000 STUDENTS)

NORTHEAST REGION

STATE	NETWORK	PROGRAMMES AND PARTNERSHIPS	NUMBERS
MARANHÃO	E.F. II: 307 TEACHERS; 29,970 STUDENTS E.M.: 1,563 TEACHERS; 288,864 STUDENTS	CIDADÃO DO MUNDO PROGRAMME (STATE GOVERNMENT)	45 STUDENTS PER YEAR (FOREIGN STUDY EXCHANGE)
PARAÍBA	E.F. II: 579 TEACHERS; 81,177 STUDENTS E.M.: 660 TEACHERS; 116,561 STUDENTS	GIRAMUNDO ESTUDANTE PROGRAMME (STATE GOVERNMENT)	100 STUDENTS PER YEAR (FOREIGN STUDY EXCHANGE IN CANADA)
PERNAMBUCO	E.F. II: 401 TEACHERS; 156,815 STUDENTS E.M.: 668 TEACHERS; 307,170 STUDENTS	GANHE O MUNDO PROGRAMME (STATE GOVERNMENT)	25,000 STUDENTS – ENGLISH, SPANISH AND GERMAN COURSES; 1,000 STUDENTS – FOREIGN STUDY EXCHANGE
PIAUÍ	E.F. II: 360 TEACHERS; 38,377 STUDENTS E.M.: 848 TEACHERS; 119,936 STUDENTS	FULBRIGHT (ALUMNI PROGRAMME)	NOT GIVEN
RIO GRANDE DO NORTE	E.F. II: 410 TEACHERS; 64,977 STUDENTS E.M.: 432 TEACHERS; 98,397 STUDENTS	PROEMI PROGRAMME (FEDERAL GOVERNMENT)	FROM 15 TO 20,000 STUDENTS SINCE INTRODUCTION IN 2015

SOUTHEAST REGION

STATE	NETWORK	PROGRAMMES	NUMBERS
ESPÍRITO SANTO	E.F. II: 307 TEACHERS; 70,375 STUDENTS E.M.: 363 TEACHERS; 100,985 STUDENTS	SEDU/CEI FOREIGN STUDY PROGRAMME	100 TOP STUDENTS FROM THE STATE LANGUAGE CENTRE ARE SELECTED FOR OVERSEAS STUDY
		UP WITH ENGLISH PROGRAMME (US EMBASSY)	60 UPPER SECONDARY SCHOOL STUDENTS FROM TWO MUNICIPALITIES IN THE STATE EDUCATION NETWORK TAKE PART IN THE ENGLISH COURSES
MINAS GERAIS	E.F. II: 5,487 TEACHERS; 718,601 STUDENTS E.M.: 4,047 TEACHERS; 737,613 STUDENTS	FEDERAL PROGRAMMES (DINHEIRO DIRETO NA ESCOLA PROGRAMME - PDDE), ENCOURAGEMENT OF INNOVATION IN SCHOOL EDUCATION	INITIATIVES LED BY TEACHERS DEPENDING ON INTEREST IN DESIGNING PROJECTS
		INTEGRATED UPPER SECONDARY EDUCATION PROGRAMME (SEE/MG)	SCHOOLS LOCATED IN AREAS WITH SIGNIFICANT INDICES OF SOCIAL VULNERABILITY ARE GIVEN PRIORITY
RIO DE JANEIRO	E.F. II: 1,186 TEACHERS; 167,667 STUDENTS E.M.: 2,363 TEACHERS; 424,216 STUDENTS	DUPLA ESCOLA PROGRAMME - FULL-TIME EDUCATION	363 UPPER SECONDARY SCHOOL STUDENTS WITH INVOLVEMENT OF 69 EDUCATORS

Sources INEP, School Census 2017; searches on websites and interviews with technical staff of state education departments
E.F. II = lower secondary schools / E.M. = upper secondary schools

GOOD PRACTICES

PROGRAMMES AND PARTNERSHIPS

PERNAMBUCO: *GANHE O MUNDO* [WIN THE WORLD] PROGRAMME

The *Ganhe o Mundo* Programme was introduced in 2011 with the aim of providing more language teaching in the state of Pernambuco – English mainly, but also Spanish and German to a lesser extent – to enable students to go abroad to study the language and to make school more attractive to students.

The programme is intended for all the public schools in the state, providing intensive language courses, with 324 hours of study, before or after class. Classes are of from 15 to 30 students, three or four times a week for a year. The initiative is for students in upper secondary school in the public network, from the second semester of the first grade to the end of the first semester of second grade.

The classes and materials are provided by language schools that bid for contracts, and are paid for by the state. There is no information given about qualifications or training of the instructors. The programme is managed by a superintendent. Currently, it takes 25,000 students a year – about 8 per cent of the total matriculated in upper secondary school – and more than 40,000 apply for a place. Of those selected, 1,000 students are sent abroad to study a language, to Canada, the United States, New Zealand, Australia, Germany, Chile, Argentina, Colombia and Spain. The students selected study for one academic semester, at a school of upper secondary level in one of these countries. An “exchange study package” is provided, including money for meals, health insurance, flights, a translation of their academic record, textbooks, uniform and six monthly cash payments (of R\$719 each in 2018).

In the year that the programme was introduced, a state law also came into effect, making it a state programme and therefore less susceptible to changes in government. This is a great advantage for the programme to continue as public policy.

PARAÍBA: *GIRAMUNDO* STUDENT PROGRAMME

Open to students in the second year of upper secondary school in the Paraíba state public network, the aim of the programme is to improve their proficiency in foreign languages. Two hundred students are accepted each year (100 of them for English) to spend an academic semester at upper secondary school level in various foreign countries. The distribution is as follows: 100 students in Canada, 25 in Portugal, 25 in Spain and 50 in Argentina. Candidates must reach a certain level in the first year of upper secondary school (phase 1) and study for three months in a language school (phase 2). They then take a proficiency test and their marks are taken into account in the final selection.

MARANHÃO: *CIDADÃO DO MUNDO* [CITIZEN OF THE WORLD] PROGRAMME

The state of Maranhão runs its *Cidadão do Mundo* Programme to provide overseas study opportunities in foreign languages (English, French and Spanish) for students aged between 18 and 24 who have graduated from upper secondary school in the state public network and have been studying at universities in the state for at least a year.

Of the 80 scholarships offered in 2019, 30 were for English courses in Cape Town, South Africa. The *Fundação de Amparo à Pesquisa e ao Desenvolvimento Científico e Tecnológico do Maranhão* (Fapema) [Maranhão Foundation for the Support of Research and Scientific and Technological Development] provides students with a grant of R\$4,500.00 for use while they are abroad, in addition to health insurance, travel costs and accommodation with a family on a full board basis (breakfast, lunch and dinner).

“The structure is similar to that of [private] English courses, which is good. Students don’t go because they are obliged to, they are more committed, they learn how to study. There is a better structure too, more funds available.”

(Statement by a teacher in the Pernambuco state network)

SUPPLEMENTARY STUDY AREAS

“The attitude of the students is more positive in these areas than in regular schools.” (Statement by a teacher in a Federal District language centre)

There are supplementary study areas, which include the language centres that operate both in the schools that offer foreign language classes before or after class and in partner institutions, in 14 states. Nine of these have units only in a few regions or cities, and five have language study centres spread over a wider area. Places are normally reserved for primary school students, with any remaining places sometimes being offered to the community.

The tables below give an overview of the language centres in the public education network in Brazil. The tables show how many centres for supplementary English teaching there are in the states, how they are distributed geographically and the availability in relation to the size of the state network, for the purpose of comparison.

These supplementary language teaching centres are highly regarded by the teachers and technical staff we interviewed, and they think the teaching provided there is more effective. They say this is because the conditions for teaching and learning are better than in the schools. With some differences between the states, the centres in general have better infrastructure, with adequate classrooms, support material and equipment (with a digital whiteboard, in some cases, projectors etc.). Another factor regarded as positive is that there are fewer students in a class – which benefits both students and teachers, since it allows a closer and more individual teaching process.

Longer hours spent learning English are also mentioned as an important factor for good results, since the language centres have at least twice as many hours per week as the regular schools. Teachers and centre managers say that educational support is also better in these centres, since teachers talk to each other and there are managers and coordinators to monitor teaching.

Students are usually selected according to criteria defined by the networks. One point in common, however, and one often cited in interviews, is the fact that the students tend to be more interested in English, since the courses are not mandatory, and that they already have some knowledge of the language, since the best performers are selected.

Some challenges are also mentioned. One is the decrease in funds available for education in the states, which could also affect the infrastructure in these centres. Another is the possibility of extending the model, since coverage is very limited in relation to the total number of students in the network, and frequently students who already have some knowledge of the language are selected to the detriment of the others. //

LANGUAGE CENTRES: SUPPLEMENTARY STUDY AREAS FOR ENGLISH TEACHING AND PROFILE OF STUDENTS SELECTED

NORTH REGION

ACRE	<p>NETWORK: E.F. II: 53,290 students; E.M.: 37,191 students</p> <p>PRESENCE: localised</p> <p>174 classes in the cities of Rio Branco, Brasília and Cruzeiro do Sul (123 English classes with up to 25 students in each); premises used only as a language centre; exclusively a state initiative; about 3,000 students (E.F. II and E.M., with 60% to 70% of the places for English and the rest for Spanish, Italian, French and Brazilian sign language (Libras); open to all network students (and to the community if there are surplus places)</p> <p>SERVES 7% OF E.F. II AND E.M. STUDENTS</p>
TOCANTINS	<p>NETWORK: E.F. II: 74,184 students; E.M.: 57,990 students</p> <p>PRESENCE: localised</p> <p>In ten cities in the state; number of students not given</p>

MIDWEST REGION

FEDERAL DISTRICT	<p>NETWORK: E.F.II: 129,986 students; E.M.: 79,884 students</p> <p>PRESENCE: broad</p> <p>Significant presence in the DF since the 1960s; 18 centres (at least one per regional directorate); takes around 45,000 students a year (overall); five languages offered; all network students who are interested can take part</p> <p>21.4% OF PUBLIC NETWORK STUDENTS TAKEN</p>
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SOUTH REGION

PARANÁ	<p>NETWORK: E.F. II: 552,691 students; E.M.: 374,346 students</p> <p>PRESENCE: broad</p> <p>Significant presence in schools throughout the state; students interested attend before or after class; courses offered in 11 languages; about 30,200 students (all languages)</p> <p>3.3% OF PUBLIC NETWORK STUDENTS TAKEN</p>
SANTA CATARINA	<p>NETWORK: E.F. II: 181,319 students; E.M.: 181,201 students</p> <p>PRESENCE: localised</p> <p>Exists in one school in the state. Students interested and the community may participate. Numbers not given</p>

NORTHEAST REGION

CEARÁ	<p>NETWORK: E.F. II: 25,132 students; E.M.: 329,625 students</p> <p>PRESENCE: localised</p> <p>Thirteen language centres (four of them in Fortaleza); courses offered in English and Spanish; the schools nominate the students to take part; 10,650 upper secondary students in total (75% studying English)</p> <p>SERVES 3% OF E.M. STUDENTS</p>
MARANHÃO	<p>NETWORK: E.F. II: 29,970 students; E.M.: 288,864 students</p> <p>PRESENCE: localised</p> <p><i>Centro de Ensino de Idiomas do Maranhão</i> (CEIMA) [Maranhão Language Teaching Centre] offers English courses for students matriculated in upper secondary public schools in São Luís and neighbouring municipalities; coordinated by the Federal University of Maranhão (UFMA), under the Maranhão Languages and Culture Centre project and in partnership with the State Education Department. Interested students may take part, subject to payment for material (about R\$100.00 per semester). Around 2,000 students per year</p> <p>SERVES 0.6% OF E.M. STUDENTS</p>
PARAÍBA	<p>NETWORK: E.F. II: 81,177 students; E.M.: 116,561 students</p> <p>PRESENCE: localised</p> <p>One unit, in João Pessoa; open to network students and the community (minimum age 8 years); number of students not given</p>
PERNAMBUCO	<p>NETWORK: E.F. II: 156,815 students; E.M.: 307,170 students</p> <p>PRESENCE: broad</p> <p>Centres throughout the state; serve students from the main school, state schools nearby, other public schools nearby and the community in general around the school; places for 8,000 students; English, Spanish, French and German courses</p> <p>1.7% OF PUBLIC NETWORK STUDENTS TAKEN</p>
PIAUÍ	<p>NETWORK: E.F. II: 38,377 students; E.M.: 119,936 students</p> <p>PRESENCE: localised</p> <p><i>Centro Cultural de Línguas Padre Raimundo</i> (CCL) [Padre Raimundo Cultural Language Centre], in Teresina; serves public network students and the community, based on interest and payment of a fee for material; partnership with US Embassy; about 2,000 students in total</p> <p>1.2% OF PUBLIC NETWORK STUDENTS TAKEN</p>

ESPÍRITO SANTO	<p>NETWORK: E.F. II: 70,375 students; E.M.: 100,985 students</p> <p>PRESENCE: localised</p> <p>In six municipalities; takes students aged 15 to 18 with the highest marks; teaches English and Spanish; centres belong to the state and operate in partnership with private initiative; about 6,530 students (overall); includes foreign study programme for 130 students per year</p> <p>SERVES 6.5% OF E.M. STUDENTS</p>
MINAS GERAIS	<p>NETWORK: E.F. II: 718,601 students; E.M.: 737,613 students</p> <p>PRESENCE: localised</p> <p>One unit in Uberaba; about 1,800 students (overall); in addition to a language centre, the state has schools operating full-time, with 32 classes having selected English as the focus in the alternate shift</p> <p>0.1% OF PUBLIC NETWORK STUDENTS TAKEN</p>
RIO DE JANEIRO	<p>NETWORK: E.F. II: 167,667 students; E.M.: 424,216 students</p> <p>PRESENCE: localised</p> <p>Located in Nova Iguaçu (in the metropolitan region of RJ), in a bilingual school in partnership with Prince George County, Maryland (USA); students interested go through a selection process; some 400 upper secondary students (from the school itself) take part. In addition to the bilingual school, the state has full-time schools offering English in the alternate shift (number not given)</p> <p>SERVES 0.1% OF E.M. STUDENTS</p>
SÃO PAULO	<p>NETWORK: E.F. II: 1,309,254 students; E.M.: 1,507,033 students</p> <p>PRESENCE: broad</p> <p>Significant presence in about 400 state schools; English courses offered for upper secondary students; those interested take part; there are 9,000 places and any not taken up can be used by the community</p> <p>SERVES 0.6% OF E.M. STUDENTS</p>

GOOD PRACTICES

SUPPLEMENTARY STUDY ENVIRONMENTS

FEDERAL DISTRICT: INTERSCHOOL LANGUAGE CENTRE

The Federal District can be considered a reference in public English teaching, principally because of its Interschool Language Centres (CILs), which could serve as a model for similar policies in other states. First introduced in 1975, there are now 18 centres offering more than 45,000 places every year for students from throughout the DF, corresponding to about 21 per cent of the total of 209,000 students matriculated in basic education.

The teachers, technical staff and specialists interviewed on a visit to the DF say that the CILs are, in general, very well equipped and well managed, and that the teachers are efficient, well qualified and engaged.

English, Spanish, French and German courses are offered for public network students from lower secondary year 6 to upper secondary year 3. Any places remaining go to members of the community selected by a raffle.

The curriculum covers grammar, communication and social practices, and concentrates on both speaking and reading. The textbooks used are designed by the teachers themselves. Classes are held twice a week, and last for 90 minutes. Class hours in a semester total 44. Classes have up to 22 students, divided by age and level (basic, intermediate and advanced).

CIL teachers have the same profile as those in the network: they are all university graduates, selected by public examination, and on the same salary basis. However, to work in the CILs, teachers are selected by a panel of teachers and managers from the centres themselves, and have to write an essay in the foreign language in question, which requires more familiarity with it. In addition to a director and deputy director (most of them with master's degrees), each centre has a coordinator for each language and an educational supervisor.

The low number of students per class, longer hours of study, a curriculum focused on social practice, an interactive process of teaching and learning, a favourable environment for study in the classrooms and the perception that the teachers are well regarded all contribute to stimulating and involving the students in these centres, and the results are good.



ESPÍRITO SANTO: STATE LANGUAGE CENTRES

The *Centro Estadual de Idiomas* (CEIs) [State Language Centres], in Espírito Santo, operate in partnership with the private sector. There are centres in six cities in the state, offering 6,530 places a year (about 6.5 per cent of the total of students in upper secondary public schools) for English and Spanish courses.

The programme is funded by the state government and run by private contractors, which are selected competitively, provide the teaching material and hire teachers. One of the requirements for these companies is that they follow the state curriculum.

Places are given to public school students from upper secondary schools. They must have passed in all subjects the previous year. In the selection process, their previous year marks for Portuguese language and English are taken into account, as well as their overall attendance record.

Classes are for two and a half hours a week (divided into two lessons or in a single lesson). Courses last on average for 36 months, with a total of 100 hours of study per year. The CEIs are located in state schools, and have good infrastructure, with digital whiteboards and a projector.

The CEIs offer a **foreign study programme** of two types: “high school”, lasting for a full academic semester, and a 12-week intensive language course. Places are offered each year (in 2018, there were 130 in total) and the students (only from the CEIs) are selected on the basis of performance and regular attendance, in addition to a multiple-choice test paper and an interview (oral assessment).

Teachers, as mentioned earlier, are hired by the contracting company. Salaries are lower than in public schools. The advantages, according to the interviewees, are in the conditions of teaching-learning: the method, use of multimedia resources, well-maintained classrooms, good location and lighting, topical material displayed on the walls, and lessons given in English. The teachers are not necessarily graduates – the requirement for employment is that they have a good knowledge of the language, with a sufficient level of proficiency, and are at ease working with groups of young people.

PARANÁ: STATE MODERN LANGUAGE CENTRE (CELEM)

The Paraná State Modern Language Centre (Celem) [*Centro Estadual de Línguas Modernas do Paraná*] is an element of public policy for language teaching, mainly English and Spanish. Created in 1986, the programme now operates throughout the state.

The centres are housed in public schools, operate before and after class and are integrated into the school’s educational and administrative structure, which includes using computer laboratories. Nine foreign languages are offered: German, Spanish, French, English, Italian, Japanese, Mandarin, Polish and Ukrainian, in addition to courses in the Brazilian sign language (Libras) and Portuguese for foreigners. Each school chooses the languages to be offered according to student requirements, and taking into account the social and cultural makeup of the communities.

Seventy per cent of the places are given to state school students in in secondary education (lower or upper), those in professional education and young people and adults

classes (EJA), aged 11 or who will turn 11 before the end of the year; 10 per cent to teachers and staff of the state education network; and 20 per cent to the community.

The courses last for a maximum of three years, with 160 hours of study per year, divided into two lessons of one hour 40 minutes per week. Classes have 20 to 30 students. The courses follow the same guidelines and rules as for foreign language teaching in regular schools.

The teachers and technical staff we interviewed say that Celem has better conditions for teaching than the regular network – in respect of infrastructure and the quality of the teachers – and that the results are good.



PERNAMBUCO: LANGUAGE STUDY CENTRES (NELS)

The state of Pernambuco offers additional places for English learning through its *Núcleos de Estudos de Línguas* (NELs) [Language Study Centres]. Introduced more than 30 years ago, the NELs are an instrument of policy to teach students in the final years of lower secondary school and upper secondary school (the priority) and from the community. Around 8,000 places are offered each year in the 34 NELs located throughout the state, for courses in English, Spanish, French and German (the centres have different combinations of these).

The NELs are located on state school premises, usually in exclusive or semi-exclusive classrooms

(such as special project rooms), with teachers selected on the basis that they will work full-time. The classrooms are generally well structured (infrastructure, equipment, material), although more recently there have been difficulties with the availability of funds for purchases and replacements. The units operate and are managed independently of the schools which house them. Each unit has a coordinator to supervise the activities and the teachers, responsible for integration and planning and to provide support when necessary.

Lessons are twice a week, lasting between an hour and 20 minutes and an hour and 40 minutes, with up to 25 students in a class.

PROGRAMA RIO CRIANÇA GLOBAL [RIO GLOBAL CHILD PROGRAMME]



Gláucia Moraes teaches English in the Rio de Janeiro municipal network and has worked in bilingual schools under the *Programa Rio Criança Global* (Rio Global Child Programme) since the first experimental units were opened, in 2013. She talks about her experiences since then, how the project has become public policy and how it affects the lives of the students who live in violent areas in the city of Rio.

How did the Rio Global Child Programme come into being?

Gláucia: It was the result of a decree passed in 2009. Up till then, English teaching in the Rio Municipal Education Department (SME) was focused on reading. The decree established English teaching as a priority in the network, and classes were introduced in every year of primary and lower secondary education, with a focus on oral expression. The idea was to train students in verbal communication for the 2014 Fifa World Cup and the 2016 Olympic Games. In 2012, the then secretary of education, Cláudia Costin, had the idea of creating an experimental programme, as an extension of the policy, to introduce bilingual schools into the municipal education network. The first invitation to bid was issued that year, and two schools were selected. One was the Professor Afonso Várzea Municipal School, which is in the Alemão Complex, and the other the Glauber Rocha Integrated Education Centre (CIEP), which is in Pavuna. Both are in the northern region of the city. Those of us teaching in the network took part in an internal selection process to join the bilingual programme. The offer was open to all network

teachers, regardless of their subject, and what had most weight was their fluency in English.

What type of schools was the bilingual programme introduced into?

Gláucia: The two schools selected in the first invitation to bid were in dangerous areas of the city, I mean high-risk places with low socioeconomic rates and a lot of violence. This selection was based first of all on location. Secondly, because they scored good marks in the Ideb [*Índice de Desenvolvimento da Educação Básica* – Basic Education Development Index], in spite of all the difficulties. And third, because the schools accepted the challenge. The profile of the schools in the bilingual programme has not changed, even in the case of schools in the southern part of the city, which is better off in social and economic terms. For example, Agostinho Neto school, in Humaitá (an up-market district of Rio de Janeiro), is located between two large shanty towns and its students come from Rocinha. These students from the southern zone face the same problems as those in the Maré or Alemão Complexes: they depend on financial support from the government, family members are in prison or dependent on drugs, and so on.

What is different about English teaching compared to regular schools?

Gláucia: The first difference is the number of hours of study. In regular schools there are usually two English lessons a week. In the bilingual schools, primary school children have 15 sessions a week, and lower secondary school children have ten weekly sessions of exposure to the language. We try to integrate the content taught by the additional language teacher and the generalist teacher. There is also a difference in the employment terms of teachers. In regular schools, English teachers usually work 16 hours a week, 12 of them in the classroom. At the bilingual schools they teach for 40 hours a week. At the start, in the school in the Alemão Complex, there were eight of us English teachers, which was unusual, because regular schools generally have three or four teachers.

Do the bilingual schools of the Rio Global Child Programme operate full time?

Gláucia: Yes, in most of these schools the students are there from 7:30 in the morning to 2:30 p.m., or from 8 a.m. to 3 p.m. The school in the Alemão Complex (where I worked as part of the first experimental team) was still operating a morning shift and an afternoon shift. When it joined the bilingual programme, the school structure also changed and it had to go on to a single shift basis. This affected the number of teachers, the classroom arrangements and the number of places at the school. There was also the question of acceptance by the school community, because the change affected the parents' routines and the those of the school staff.

And did they accept the changes?

Gláucia: One good thing was that I could use my own life story as an example to persuade the parents. A parent would say "Teacher, what's the point of my son learning English if he's never going to get out of the Alemão Complex?". And I would reply: "Look at me. I was born here in the Alemão Complex and today I'm an English teacher. I wanted to get back to my roots to give these children the same opportunity. Why shouldn't your son learn?". So the kids started to take home what they had learned at school and share it with the family. At that time the cable car that linked the 15 shanty towns in the Alemão Complex was used by tourists a great deal, and the parents saw that their

RIO GLOBAL CHILD PROGRAMME

8,620 children involved

28 schools with pre-school

+1 Child Development Area

113 language teachers (English, German, Spanish and French)

children wanted to show these people that they were learning the global language. And the community began to embrace the project. We showed that we wanted to give the students an extra resource; and that they could go on living there if they wanted, but this would not stop them wanting to learn about other things.

The change in visual identity was also very important. We changed all the signs in the school, on the doors, bathrooms, the teachers' room, the classroom numbers; we had all the names in both Portuguese and English. When the parents went to meetings, the students made a point of showing them the signs and pronouncing the words in English.

How was the process for turning the programme into public policy?

Gláucia: It was an experimental programme. It became public policy from the moment that other schools became part of the programme and we, the pilot schools, became multipliers. In 2014, the British Council gave the mayor an invitation and the education secretary at the time, Helena Bomeny, nominated me to attend a course at Oxford University, in England, on EMI (English as a Medium of Instruction). It was the first time in my life I had gone abroad to study. It was a very worthwhile opportunity, the networking was amazing. When I got back to Brazil, I was able to make progress with a lot of things in our schools, mainly in the area of records, creating portfolios to give the teachers incentives and arguing that bilingual schools should be public policy, so that the project would not be abandoned when there was a change of government.

I am currently a member of a working group in the SME aimed at drafting an official document with guidance for a curriculum for bilingual schools in the municipality. I am studying for a master's degree in Linguistics at the Rio de Janeiro State University (UERJ), and my tutor is helping draft this document. The working group members include staff of the SME English language team and us, English, French, German and Spanish teachers in the network. The group also includes lecturers from universities such as PUC-Rio, UERJ and UFRJ. The document we are drafting takes account of the reality of the schools, but at the same time we intend it to be permanent and to provide overall guidance for the programme. The work is fun as well as enriching.

“I would say: ‘I was born here in the Alemão Complex and today I’m an English teacher. Why shouldn’t your son learn?’”

What type of teaching material is used in the programme schools?

Gláucia: At the start we used material designed specifically for these schools, mainly for primary education, by publishers that worked with the municipal council. For primary and secondary students we used the same English teaching material as in the regular schools. We also had autonomy to design material to meet our needs. When the government changed, the contracts between the schools and their private sector partners were suspended, and supplies of teaching material stopped. So we used what was left over in the school and also created our own material. In 2016, the British Council sent an article about the Olympic Games and Paralympic Games, in Portuguese and English, to the 565 students and teachers at our school. That day even the parents went to the school to see the material that had arrived for their children.

Pupils at the schools in the Rio Global Child Programme take the Cambridge University proficiency test in English. How do they prepare for it?

Gláucia: When the city council decided to invest in setting the Cambridge proficiency exam in schools, it was a big challenge. First of all we investigated. We found out what the procedure was for the test and the logistics involved. One of our concerns was to make sure the students went to school on the day of the exam, which is difficult in a violent zone – one day everything is fine and the next there

118 may be conflict. So we started to think of strategies that could help us prepare. The first was to involve the teachers. The Physical Education teacher, for instance, spoke fluent English, and he managed to include some of the test vocabulary in his lessons – prepositions, for instance, which are something students generally find difficult – and this helped a lot.

With the parents, I arranged a meeting at the beginning of the year, showed them how important the exam was and asked them: “Have you got enough cash on you now to pay for this exam? Yes? Then let’s make the most of it!”. Closer to the date, I even stuck a notice about the exam on the wall at the entrance to the *favela*. It was a lot of work, but it turned out well. Of a total of 100 students, on average only two failed to show up.

“I see English language teaching as a social transformer”

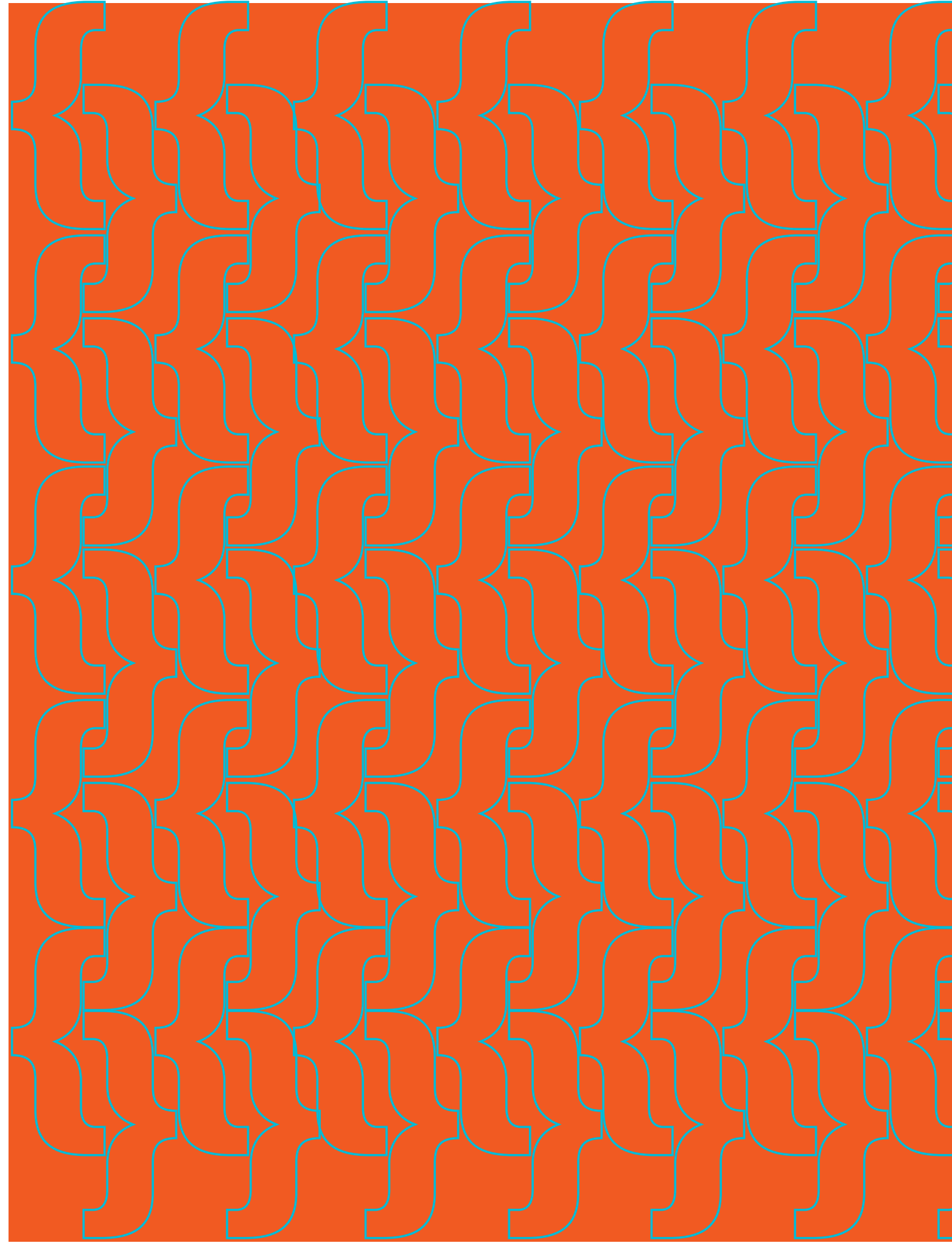
You arranged a project in partnership with the Canadian government. How was that experience?

Gláucia: The project started with a contact with the educational programme Big Ideas, run by the British Columbia Ministry of Education, in Canada. We contacted teachers at a school in Vancouver where the pupils lived in a social situation similar to ours. The pilot programme was in 2016, when the children were in the third year of primary school. Since there were a lot of violent children in the class, who had no respect for each other, we first focused on emotional and affective problems, using activities copied from Big Ideas. We watched the film *The Lorax* to work on the theme “how do humans affect the environment?”

The high point of the experiment was a cultural exchange we organised, on Skype, between the Canadian children and the kids from the Alemão [Complex]. Our students asked the Canadian children questions in English, they sang songs together in English, and the Canadian children asked questions in return. It was an amazing moment, first of all because I succeeded in demonstrating that even a public school can use technology on behalf of education. Secondly, because it gave the students access to people elsewhere in the world.

How do you think that English learning can change these children’s reality?

Gláucia: The first change I notice is that the children start regarding English as a way of having a better life. They ask me: “Teacher, when I grow up, if I can speak English like you, will I be able to go to Disney World?”. I motivate my pupils as much as I can, because I have had teachers who motivated me throughout my life, and because I believe they have potential. They get inspiration from us, they say they want to speak English well and be language teachers when they grow up. The children also start to have greater academic aspirations, many of them want to study in federal or military colleges after finishing the fifth year [in the bilingual school], or to try for a scholarship to a private school, so that they can get into a public university. I think that English language teaching is truly a social transformer. //



//05



Teaching must be assessed and monitored if public policy is to be successful. The specialists regard assessment as the way to set goals and check achievement of the proposed results. This is true too for specific areas such as English teaching. The survey investigated whether education departments set goals for English teaching and whether they have assessment and monitoring policies. It found out that in general assessment procedures in Brazilian states are very rudimentary, and do not apply to English teaching specifically. International experience suggests that using the Common European Framework of Reference for Languages: Learning, Teaching, Assessment (CEFR) may be a solution, until we have a national benchmark. This section also deals with the role of assessment and monitoring in the BNCC, which calls for English to be taught for use in a social context.



ENGLISH

LANGUAGE ASSESSMENT AND MONITORING

“Setting objectives is to apply intent to the act of educating and to make it systematic.”

This part of the survey was intended to find out if the state governments have specific English teaching objectives, and what results monitoring and assessment procedures guide their decisions.

Educational goals serve as a compass to help educators get where they want to go. Setting objectives is to apply intent to the act of educating and to make it systematic.

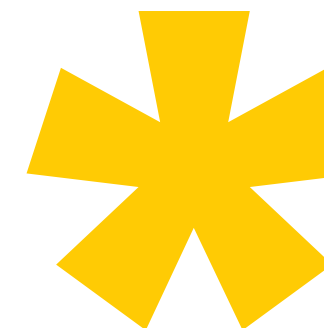
By monitoring we mean the systematic and formal oversight and critical analysis of the aims and functioning of educational programmes and services, in order to help take decisions about how to improve them.

Assessment, in turn, relates to the ability to determine whether a specific action has achieved its objectives, and to identify the causes of the results obtained.

Of the five dimensions into which this study is divided, this is the one where we had the least amount of information available to analyse. No public documents were found to help with the survey, and this would suggest that assessment and monitoring are not a major concern of government.

In the interviews with the technical staff of education departments, they said that the states have no specific goals or monitoring actions for the English language. Some of them mentioned the *Plano de Metas Estadual* (State Target Plan) as the only reference to planning and expected results. However, these documents only give overall goals, without specifying any for English teaching.

Obtaining information for monitoring mainly involves visits by education department staff to the schools and checking websites. The states make little use of the information collected. The procedures serve mainly to check student performance, in an attempt to improve educational indices such as the Ideb (Basic Education Development Index), which still focuses on Portuguese and Math. English exams given to students were mentioned by only three states – Tocantins, Ceará and Pernambuco – and there is no strategy or clear guidance on how to use the results to supplement teaching of the language.



The BNCC determines that English must be taught for social use, and specialists argue that assessment should be consistent with this outlook. In other words, one must “assess whether the student is really learning to use the language”, says Margarete Schlatter, professor at the Federal University of Rio Grande do Sul and specialist in the teaching of additional languages (see the full interview on page 34). For this, it is important to define objectives and construct a learning path that will enable students to participate in social practices. Assessment, therefore, should be based on the programme proposals and on monitoring the goals defined.

Assessment should be based on the programme and on monitoring the goals defined.

Since Brazil has no common reference for assessing the English language, some schools use the CEFR, which could in fact be adopted as public policy. Chile and Colombia use the CEFR for assessment, and these two countries are well regarded because they have public policies for improving English teaching in schools. Unlike Brazil, which depends on isolated initiatives by associations or universities, English teaching policies in these countries have been in force for many years and are unaffected by changes of government (see more details below). //

GOOD PRACTICES

CHILE: *INGLÉS ABRE PUERTAS* (ENGLISH OPENS DOORS)

The *Inglés Abre Puertas* programme (PIAP), of the Chilean Ministry of Education was introduced in 2004 with the mission of “improving the level of English of students from the fifth grade of lower secondary school to fourth grade of upper secondary school [equivalent to the third grade of upper secondary school in Brazil], by defining national parameters for English learning, a strategy for the professional development of teachers, and support for English teachers in the classroom” (Decree No. 81 of the Ministry of Education, dated 16th of March, 2004).

With a central focus on the people involved in education (students, teachers, managers) who work together in each educational establishment in the country, the PIAP is responsible for a number of initiatives, depending on the needs of each region. One of them is measuring levels of learning and the attainment of goals, with students from eighth grade of lower secondary school to fourth grade of upper secondary school all taking the Cambridge Placement Test, which is based on the CEFR.

Teacher training is aimed at strengthening links with technical staff, cooperation within the network, and professional training. This includes a *Excelência Pedagógica de Alocação* (AEP) [Teaching Excellence Bonus Programme] for English teachers who perform to a high standard. Teachers are also assessed on the Cambridge test.

COLOMBIA BILINGUE (BILINGUAL COLOMBIA)

The *Colombia Bilingue* programme was introduced with the aim of improving English teaching and learning in primary and secondary schools in Colombia, using three strategies: i) professional training and development of future and practicing teachers; ii) the design of a curriculum and teaching material consistent with the approved educational model; and iii) monitoring and assessment of teachers and students. The programme achieved new heights of equality in English teaching and an increase in the number of bilingual people as measured by the State Test. Since 2014, when the programme was introduced, proficiency level of all English teachers has been measured each year by tests arranged by the *Instituto Colombiano para o Fomento da Educação Superior* (ICFES) [Colombian Institute for Encouraging Higher Education] and Aptis for Teachers¹ – a version of the Aptis test for English language teachers designed by the British Council, to meet the needs of the education sector, and also using the CEFR to create a level playing field. Teachers are expected to reach CEFR B2 level. Depending on their results, teachers may be selected for training and quality refresher courses in Colombia and abroad.

1. <https://www.britishcouncil.org/school-resources/aptis/teachers>

AN EYE ON ASSESSMENT

Gladys Quevedo, assistant professor in the Department of Foreign Languages and Translation (LET) at the University of Brasília (UnB) and member of the board of Latin American Association for Language Testing and Assessment (LAALTA), argues that Brazil needs to have clear goals and a continuous process of assessment for the English language.

What is the importance of assessing English teaching in the context of basic education in Brazil?

Gladys: One of our problems in Brazil in general, and specifically in the English area, is that we have no clear goals or objectives. Brazilian society is very much against being held to account and large-scale assessment. It was many years before the *Exame Nacional do Ensino Médio* (Enem) [National Upper Secondary School Examination], for example, was generally accepted. Although many people criticise assessment, there are no cases of countries without clear rules for teaching that have been successful. In addition, our teachers do not learn to set goals and do what is necessary to achieve them. Assessment is important, in my view, because it means defining goals and seeing whether objectives are being fulfilled. When I speak about goals I don't mean numbers, but goals for teaching and learning; in other words, what students are going to be able to do by the end of the year in terms of using the language. I think it is extremely important to reflect on this and discuss it in Brazil, and society is failing to do this.



130 **How is English teaching assessed currently in Brazil?**

Gladys: Currently what determines teaching and assessment are the textbooks. Usually textbooks are selected, and they define the programme content, and what is going to be done or not done. We don't talk about goals for communication. What the book says is what we have to achieve. This is true of both private and public schools, and this is why textbooks are so important in Brazil. Many people don't like textbooks, but without them it is difficult to teach, and that is another debate. Teachers usually give lessons as they appear in the textbook, and at the end of the section or the end of the term, they set the questions in the book. This is worrying, because an analysis of the textbooks will probably show that the tests are more to do with content than linguistic ability.

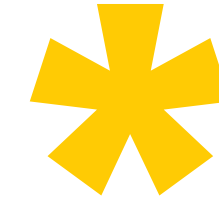
What type of goals could be set for English teaching?

Gladys: In my view, English teaching goals should be more focused on performance, and less on grammatical content. It's a matter of teaching the student to use the language to do things and to see how useful it is in real life. Today it's not all that difficult. Formerly, we had no contact with the foreign language, while today things are totally different, and contact is very close. Even the poorest student has a mobile phone. He may be badly taught, but he's got the right tools. For instance, he may play games in English. Once we had a project in a social welfare institution that worked in the shanty town, and when we showed things to the children they would say: "OK, I've seen that word in a game! Doesn't it mean so-and-so?". They have the contact, and what's missing is for the school to connect with society. So we have to think of goals more related to the use of the language and that mean something in the student's world. Seeing how huge Brazil is, if we have goals related to young people's reality, we shall be able to break down barriers. We cannot go on with goals out of a book, learning the verb *to be* or the comparative. This has got to be secondary to other goals of communication, of linguistic performance.

“Assessment is the basis for defining goals and seeing whether objectives are being met”

How can we monitor English teaching to ensure that it is properly assessed?

Gladys: This is a very complex question, because to monitor the way a student is being taught you have to know how to be an assessor. We need what in the UK and the US they call "assessment literacy", which is just that – teachers understanding the assessment process: what they are going to assess, how they are going to assess it and what they need to do to ensure that at the end of the term, the semester, the year, students have got to where the teacher wants them to be. So we have to have a rather more detailed knowledge of how to do formative assessment: what they call assessment for learning, as opposed to assessment of learning. I think that teachers should know a bit more about this assessment for learning, which is no easy thing because in Brazil, in general, literature stresses the importance of formative assessment, but doesn't tell you how to do it. And when it comes to the time for assessing, the teacher is without the tools or any understanding of what it means.



“Currently what determines English teaching and assessment are the textbooks”

One possibility is to combine formative assessment and summative assessment. Summative assessment is the type which requires marks to be given, and we can't get away from it because this is what the Brazilian system demands. Formative assessment, or assessment for learning, for its part, presupposes constant monitoring, in a spiral. What I mean is that I set an activity for students to do, I check how they performed and, depending on the result, go back and teach it again or revise it with them, giving them another chance to do it right. So assessment for learning involves a continuous cycle of teaching, analysis, response, teaching again, if necessary, and so on. To combine perceptions of formative and summative analysis, you need to understand that an assessment does not involve just giving a whole lot of tests, you also need to have a series of assessment events throughout the course, so that gradually you can analyse the student's performance and they can assimilate knowledge little by little, in each unit.

Another important point is that the assessment must be in line with what happens in the classroom and with the curriculum. For example, it's no use practicing speaking in the classroom, teaching communication, and then setting a test about grammar. Frequently this logic is ignored, and it's not the teacher's fault. Sometimes our system does not provide for this type of connection, especially when you use a textbook. That's how it is, live with it. I'm not against using a textbook, but I don't think it should be the only tool, otherwise it ends up in total control of the situation.

What types of metrics and parameters can be used for a broad assessment of English teaching in Brazil?

Gladys: Whether we are working with integrated abilities or with abilities individually, we have to have well-established criteria for what we want the student to learn, for example whether it is speaking or writing. What is my student, in a particular grade, going to have to learn by the end of the semester? It could be to write an email or a post on Twitter, for example. The metrics must contain very clear keywords, so that I do not risk judging students more strictly when they are at a lower level. What criteria are you using to judge a student's oral production, if you haven't covered in class everything you are using for the assessment? As I said before, there must be alignment between what you teach and what you're testing. If I'm working with children, I can only expect them to know what is at their level. If I'm working with upper secondary students, then that's another matter. It's just that in Brazil it's complicated, because students start learning English in lower secondary school, but when they start upper secondary education they have to start again from scratch. This is the problem of not having growth in knowledge.

So we come to another question, which is the lack of a common basis for assessment. Some schools use the CEFR, which is sometimes criticised, but it is a well-structured table and the result of meticulous research and experience. So I think that using the CEFR, until we have our own standard, will help us understand what each level can achieve. And it will also help with international comparisons. There is no point our having a table that no one understands and is not equivalent to anything.

**summative
assessment**
=
of learning

**formative
assessment**
=
for learning



134 **Are there any local or international models English teaching assessment that you consider successful? Why is that?**

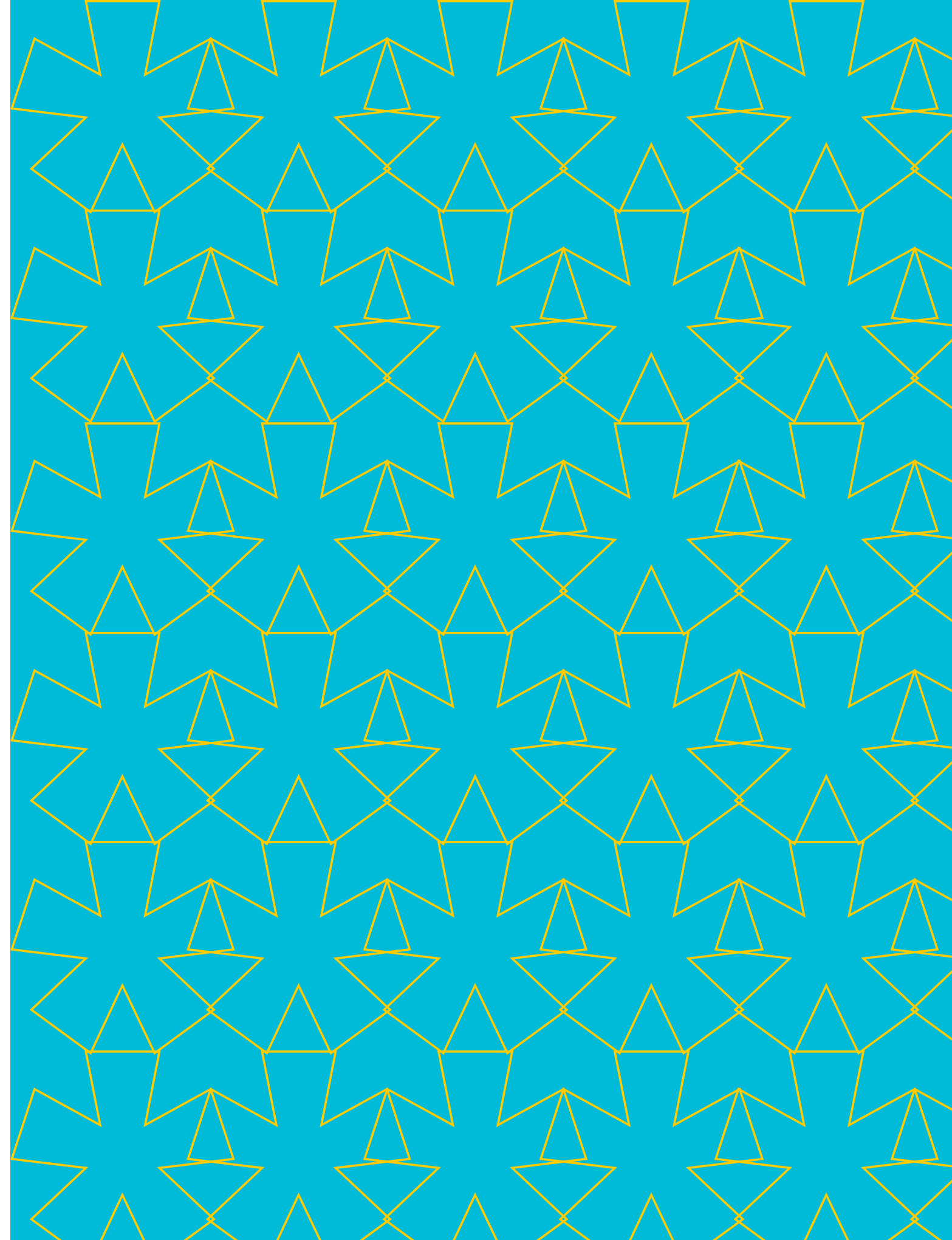
Gladys: Chile and Colombia are good examples – they use the CEFR and have sensible policies for developing English teaching. Their policies are sensible because they are long-term and do not change when the government changes. In Chile there is a programme called *Inglês Abre Puertas* [English Opens Doors], that has been going on for several years now. They are always doing workshops with the British Council, as well as receiving interest and investment. These two countries are good examples because they have policies that really improve English teaching in the schools. And there must be public policies, it's no good just having an initiative from an association here, another one from a university there. I am on the board of LAALTA, and so I talk to people from other Latin American countries who deal with this subject. Those that have really taken CEFR to heart make every effort for their students to attain B2 level, which is excellent.



“There must be alignment between what you teach and what you’re testing”

Could these models be implemented in Brazil?

Gladys: I think they could. Of course one can't work on the basis of “one model fits all”, but there are models operating in other countries that we could adapt. Another very interesting example is Spain, which has brought its curriculum and teacher training into line with the CEFR. I know the circumstances are different, they are in Europe, but the fact is that they took the political decision that these goals for English teaching are important for the nation. It is interesting because it also affects the matter of career progress for teachers: the Spanish government pays for English language proficiency tests, and the teachers with the highest marks are better paid and get priority in choosing where they want to teach. Spain is a small, rich country, compared to Brazil, but it is something we should think about. In Chile and Colombia the realities are, to some extent, closer to our own. In Colombia, for example, there are teachers giving classes in the middle of the jungle, in remote areas. Chile too, though it is not a very large country, has a complicated geography. Our problem is our size, and this really is an enormous challenge. //







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