# ENGLISH AS A FOREIGN LANGUAGE AND ENGLISH LEARNING IN INDONESIA'S HIGHEREDUCATION SETTING : LEARNING FROM HISTORICAL FACTS OF EFL LEARNING IN INDONESIA

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***Abstracts***
Language learning is the manifestation of language policy. As English has been decided to be a foreign language not the second that potentially provide more opportunity for the language to occupy Indonesian socio-political, economic, and cultural aspect but has been regarded endanger their "preservation", some considerations in English language planning in Indonesia especially in higher education need to be reviewed when English is also regarded as the most important language used in academic atmosphere. The claim of the existance of paradox between the language policy and the academic community's demand toward English does not probably exist. There might be a missing link between the policy in the level of macro, meso, and micro. This article is intended to analize the status of English in Indonesia and investigate the fact of EFL in higher education in Indonesia to provide implication for future language education planning.

**Key words:** English language policy, English language learning, language education planning.

## INTRODUCTION

Demand for English increases due to it's role in global communication and socio-economic development. This makes English a very important foreign language in Indonesia recently (Idris, 2004). The status and function of English as a foreign language some how impact the development of the language in Indonesia (Lauder, 2008). Kachru's (1992) tree circle model of world Englishes placed Indonesia in the Expanding Circle as ilustrated in the following figure.



**Figure 1 Kachru's Three-circle model of World Englishes. Source: Lauder (2008)**

The model indicates that the inner circle belongs to the "traditional bases" of English including the UK, USA, Ireland, Canada, Australia, and New Zealand. The outer or extended circle belongs to the earlier spread of English in non-native settings, where the language has become a part of important institutions of the country and English plays an important 'second language' role in a multilingual setting including Singapore, Malaysia, India, and over fifty other countries. The expanding or extending circle belongs to nations which recognize the importance of English as an international language, but which were not colonized by the countries of the inner circle, and which have not given English any special official status (Lauder, 2008).

Following Kachru's idea, it is understood that the development of English in Indonesia is quiet different from its neighborhood like Singapore and Malaysia. It is understood when the development of English in Singaporean and Malaysian society is much faster than that in Indonesia. However it is naif when the problem of learning the language by academic society in Indonesia's higher education is blamed to the position of Indonesia in the expanded circle. This is in contrast with how well a very small number of educated Indonesian who learned Dutch and used it in academic situation when Dutch Colony occupy Indonesia. It means that English is as foreign as Dutch was for Indonesian and the language learning should work well in higher education level in this case. When the development of English in higher education community is poor there must be something wrong in translating the policy. Therefore it is needed to review the English language policy in Indonesia before the independence day and after the independence day before discussing what happends in the English learning in higher education.

## A. English Language Policy before The Independence Day

Occupied Indonesia for over 350 years, from 1595, the Dutch were reluctunt to provide education to the Indonesian population. Only few Indonesians received education, even at primary level and the majority were illiterate during the Dutch colonial period. Dutch's policy of keeping the colonized people uneducated was

quite different to that of the British in their colonial countries. There were few secondary schools existed in Indonesia and were attended only by Dutch children and those of few local officials selected and well-connected people. Although English was taught as a foreign language in these schools, very few indigenous children attended them (Gregory, 1964: 15). Western-style elementary schools were only introduced in 1907 and English was first taught to Indonesians in 1914 when junior high schools were established. Senior high schools were only set up in 1918 (Dardjowidjojo, 2003b: 66), quoting (Van der Veur and Lian, 1969: 2). According to (Tilaar, 1995: 28 -33), in 1930, the literacy rate in Indonesia was a mere 6.4% and in 1940, there were only 37 senior high schools in the entire country. The privileged class of Indonesians that received an education grew up knowing Dutch and perhaps some English but English was never taught to be used as a medium of communication.

During the second world war, the Japanese prohibited the teaching of English. When the Dutch returned to Indonesia after the Japanese defeat, they attempted to carry on with the curriculum they had used before the war. The schoolsystem during the war and in the four years of turmoil that followed was greatly disrupted (Gregory, 1964: 15). However, the determined and idealistic generation who had struggled through the war years now saw that their time to throw off the Dutch yoke had come and after a short but bloody armed struggle, proclaimed their independence on August 17, 1945.

## B. The English Language Policy after Independence Day

Indonesia won independence from the Dutch on August 17, 1945, but it was only after they had won recognition of that independence from the Dutch on December 27, 1949 and established a Republican government on August 17, 1950, that they could turn their attention to social and cultural matters including education. Early on, it was decided that English, rather than Dutch, would be the first foreign language of the country, because Dutch was the language of the colonialists and it did not have the international status that English did. Dardjowidjojo (2003b: 67) sees the choice of English as part of a pattern of choices

that fell to newly independent states when working out their language policies in the context of bilingual or multilingual societies. While it is tempting to compare the English language situation in Indonesia with that in neighboring Malaysia, Singapore, and the Philippines, as Dardjowidjojo (2003d: 31 -32) points out, it is not feasible to try and imitate the policies there because Indonesia has not been acolony of either the U.K. or the U.S.A. in the way these countries have and so there is no foundation use of English in official or public life.

It is worth noting that the Japanese occupation of Indonesia took place between 1942 and 1945 (Lamb & Coleman, 2008). Soon after this, English was chosen as a compulsory foreign language or a school subject to learn and was widely taught in secondary schools and universities. At that time, a newly-established government led by the First President and the Vice President, Soekarno and Mohammad Hatta, the Government of the Republic of Indonesia (RI) also called 'the Indonesia's Old Order,' made a politically and ideo-logically laden decision that Dutch nor Japanese was not chosen as a school subject since both were the languages of colonists. The decision was also based on the fact that English was more widely acceptable as a tool for international communication (Dardjowidjojo, 2000; Mistar, 2005), so English was seen as an instrumental language.

A complete social account of English in Indonesia from Independence to the present would necessarily involve information about the role that English has played in society at large, and in particular in business, politics, education and the media. However, constraints such as limited time and the difficulty of tracking down adequate sources made this impossible. Briefly, however, it is possible to note that English has played an important role in education as it is a compulsory subject in schools and it is unlikely that university students will complete there courses without being assigned at least some readings in English. Meanwhile, business people find increasingly that ideas for success in management are published in English. It is quite common to find people living in the country's large cities will readily agree that everyone needs English to some extent

The education system is ultimately shaped by legislation, which in Indonesia today comes in a potentially confusing number of forms. In an effort to clarify their

status, in August 2000, the supreme state body, the 700 member People's Consultative Assembly (*Majelis Permusyawaratan Rakyat* or MPR) issued the following official hierarchy of legislation:

1. 1945 Constitution (*Undang-Undang Dasar* 1945)
2. MPR Resolution (*Ketetapan MPR*)
3. Law (*Undang-undang*)
4. Government Regulation Substituting a Law (*Peraturan Pemerintah PenggantiUndang-undang*)
5. Government Regulation (*Peraturan Pemerintah*)
6. Presidential Decree (*Keputusan Presiden*)
7. Regional Regulation (*Peraturan Daerah*)

In practice, there are other legislative instruments in current use. They include Presidential Instructions (*Instruksi Presiden*), Ministerial Decrees (*Keputusan Menteri*) and Circular Letters (*Surat Edaran*) (Tabalujan, 2002). Education has been governed primarily by Laws and Ministerial Decrees.

Cronologically, the first Law to specifically deal with education was Law 2 of 1989 on the National Education System (*UU No. 2, 1989 Sistem Pendidikan Nasional*) before the current Act of the 2003 National Education System which mentions that English has become a language for international communication that Indonesian people need to learn and acquire. According to Komaria (1998: 23), Law number 4 of 1950 (*Undang-undang RI Nomor 4 Tahun 1950* mentions that Indonesian and the regional languages but English is not mentioned. The 1950 Law helped lay the foundation for future legislation in distinguishing kindergarten, primary, general and vocational secondary and higher education and was effective until the 1989 Law on Education was issued.

English was first made mention of formally in 1955 at a conference of teacher trainers, when Mr. Wachendorff, the first head of the *Central Inspectorateof English Language Instruction* in the Ministry of Education, stated that English could never be widely used in daily life in Indonesia, or even be the second official language, but rather that it should be "the first foreign language" (Komaria, 1998:

24-25).

Law 2 of 1989 on the National Education System (*UU No. 2, 1989 Sistem Pendidikan Nasional*) framed the overall purposes of education at the national level, describing the growth of the individual in terms of spirituality, ethicalresponsibility, skill, physical and mental health, self-sufficiency and capability in contributing to national development. The law distinguishes education at school from extramural education. It considers compulsory education to be the six years of primary school (*Sekolah Dasar* or *SD*) and three years of Junior High School (*Sekolah Lanjutan Tingkat Pertama* or *STLP*). In addition to this, it provides for three further years at Senior High School (*Sekolah Menengah Atas* or *SMA* or *Sekolah Menengah Umum* or *SMU*) which is seen as the path to entering higher education. Higher education can be pursued at polytechnics, academies, institutes or universities. In addition to specifying the overall purposes, levels and institutions where education can be carried out, it also deals in general terms with the qualifications and duties of teachers. Finally, it gives the government an important say in the process of the writing and selection for schools of textbooks. The 1989 Law gives English a place as the *first foreign language* and makes it one of the compulsory subjects to be taught at the secondary level, but allows it to be taught from Primary Four (Komaria, 1998: 29). It also allows the possibility of teaching foreign languages other than English (Komaria, 1998: 25-31).

In the 1989 Law, Chapter IX, Section 39, Verse 3, English is specified as a compulsory subject, part of the Basic Curriculum. This is supported by Government Regulation (*Peraturan Pemerintah*), Number 28, 1990, which states that English isto be taught from the first year of Junior High School but may be taught as early as Primary Four at the school's discretion. Government Regulation Number 27 on Kindergarten Education, in fact, does not mention that English may be taught. A debate has been going on among educators about the appropriate age to start teaching. The legal framework allows the possibility of an early start. English is now quite commonly taught in some form or other in primary schools. In addition, the 1989 Law on Education, Chapter XI, Section 42, Verse 2 also allows for the

possibility of using English as a medium of instruction, with the proviso that this is needed for developing knowledge of a particular subject or vocational skill. The purpose of teaching English has been primarily to develop reading ability as a means of helping students to gain access to information, to read references. However, legislation does also provide a place for other skills. Ministerial Decrees (*Keputusan Menteri*) of 1967 and 1994 both gave priority to reading in English. However, the overall order of priority was changed from reading, listening, writing and speaking in 1967, to reading, listening, speaking and writing in 1994 (Komaria, 1998: 33-36).

English has become a language for international communication that Indonesian people need to learn and acquire as mentioned in the Act of the 2003 National Education System. The status of English as a school subject has been well estab-lished, and "English has gained its present authority and prestige in Indonesian society; it has become essential 'cultural capital for an information- driven global world" (Gee et al., as cited in Lamb & Coleman, 2008, p. 192). English has been part of the curriculum and is formally taught in secondary schools up to university though English was institutionalized as an optional school subject in primary schools from 1994 to 2012. Among other school subjects, English is included in the high-stakes or national examination called Ujian Nasional in the secondary educa-tion sector as well as in a university/college entrance examination. This indicates that English is a required language that Indonesians need to learn to pass these high-stakes examinations. Therefore, there have been many attempts to assist Indonesian students to become competent in English. To this end, there have been changes in language policies and curricula since 2004. At the national level, the Government of RI plays a pivotal role in these changes. To understand these changes, it is important to briefly review them.

## C.    The Development of EFL in Indonesia

One of the prominent profesinal organzationn that concerns with the development of EFL in Indonesia is TEFLIN which stands for the association of Teachers of English as a Foreign Language in Indonesia. The members of TEFLIN are institutions and individual teachers of English in secondary and tertiary education

institutions in Indonesia as well as instructors in non-formal English courses. The objective of TEFLIN is to provide English teachers with opportunities to share and discuss contemporary issues (trends), and developments in language teaching, learning, and research. TEFLIN also aims to provide direction to the future development of English language teaching in Indonesia (TEFLINConference 2017).

Madya (2002) provides the the most noticeble description about the historical development of EFL in Indonesia that is one of the work of TEFLIN through the converence held anually since its establishment in 1970. The development of EFL has new reform when the policy was made in 1994 that allow primary schools included English in the subject for the fourth, fifth and sixth graders. The syllabi were revised four times in line with the revision of the school curricula so that there were four syllabus documents, i.e. the 1968, the 1975, the 1984 and 1994 versions. In addition, a supplement to the 1994 syllabus was made in 1999 in response to the teachers' demand for easy reference and the global demand for communicative skills.

To support the success of the TEFLIN development and improvement, other related programs were carried out. In-service EFL teacher education programs were offered to teachers of junior and senior secondary schools. The Universitas Terbuka (Open University) and other LPTKs (teacher education institutions) offered continuing education programs to EFL teachers. In-service and continuing education programs for EFL faculty members were also carried out. The former was through the P3G (in- service teacher education programs) and other forms of in-service training programs and the latter through postgraduate programs either in the country or abroad. New textbooks were also written and more equipment was provided. All of this was made possible by foreign loans (Madya, 2002)

These educational efforts have to some extent been fruitful. A great number of EFL teachers have learned new approaches to EFL teaching and learning, and quite a number have got postgraduate degrees. Some change has also occurred in the EFL teaching practices, i.e. moving away a little step from language focused practices to more communication-focused practices (Madya, 2002)

However, observation has indicated that what has been achieved in TEFLIN so far has not significantly been reflected in the results of EFL teaching. Many people complain that EFL teaching at school and universities has failed to develop the students' English communicative skills. In the global context in which international competition is very strong, the EFL teaching situation is a very disappointing and even frustrating one. Although one's command of English alone is certainly not sufficient since he/she still needs to have expertise, it is indeed an indispensable requirement for going international. Besides, it also a vital tool for absorbing science and technology of which the role in this country's development is unquestionable. Therefore, it stands to reason to assume that the failure of EFL teaching might to some extent have contributed to the low rank of Indonesian competitiveness and higher education. Data presented by the Asia Week (30 June 2000) indicated that only four Indonesian universities could be categorized as good in Asia-Australia, but ranked 61" (University of Indonesia), 68th (Gadjah Mada University), 73 rd (Diponegoro University), and 75th (Airlangga University) respectively among the 77 universities being surveyed. Since the first two have been considered as the best universities in Indonesia, the data were quite shocking. Still another piece of unpleasant news struck Indonesian people. That is, Indonesian competitiveness ranks 37`h as reported in Global Competitiveness Report 1999 published by the World Economic Forum, Sweden. The above data have certainly caused teachers, teacher educators and educational scientists alike in Indonesia to realize how poor the quality of Indonesia's education in general, including that of EFL teaching. Madya 2002 argued that the EFL teaching in Indonesia has so far failed to achieved its declared aims.

So, what has been wrong to the whole business of education in Indonesia, particularly that of EFL teaching? The first to blame has been the adoption of a centralized system of education, which is mainly characterized by uniformity. This is certainly in contradiction to the diversity characterizing Indonesia. The shift from the centralized system to the decentralized one as has been legally mandated by Law No. 22, 1999, is therefore worth appreciating (Madya, 2002)

The decentralized system, partly implemented through school-based

management, is quite promising if followed by appropriate policies, in this context, of EFL teaching. Looking Ahead to the future to ensure true improvement of education in general and of EFL teaching in particular, the decentralized system should be translated into appropriate policies, with diversity being the first for consideration-- diversity in cultural, linguistic, and natural environmental background. In addition to such diversity, differences in students' needs and capability as well as educational aspiration should be the next for consideration. All of this, however, should be within the framework of national unity (Madya (2002).

With the global challenge facing us today, we have to think and work very hard and responsibly in seeking for the fundamental solution to the problems of EFL teaching and learning. Since people are the greatest and most valuable asset for any country, the development of education, which means the development of human beings, should receive the greatest attention. This is because once the educational development is successful in the true sense, the Indonesian people will be quite ready to solve their own individual, local and national problems and improve their standards of living, while at the same time contribute to the solution of world problems. Considering the data on Indonesia's competitiveness and higher education quality cited above and the challenges posed by the global era, it is indeed high time for us to carry out EFL teaching reform in line with the educational reform now being formulated through the Educational Bill by Commission VI of the Parliament, supported by Komite Reformasi Pendidikan or the Educational Reform Committee (Madya, (2002).

The reform is indeed in the direction of answering the question concerned with the characteristics of the coming era and possible problems to be encountered. The technological society has been identified as having the following 6 characteristics as cited by Lange (1990) from Mulkeen and Tetenbaum (1987) Tetenbaum and Mulkeen (1986) as follows: (1) The twenty-first century will be knowledge-based; (2) The twenty-first century will see an increased information flow; (3) The twenty-first century will see rapid change and impermanence; (4) The twenty-first century will see an increase in decentralization of organization, institutions, and systems; (5) The twenty-first century will be people-oriented; (6)

The twenty-first century will see major demographic shifts. The implications of these characteristics, according to Lange (1990) are concerned with recruitment of prospective teachers, the shift from the teacher-centred to the learner-centred approach, lifelong learning, autonomous learners, autonomous teachers, the needs for minority students (Madya 2002).

## D. Language Policy in Practice: English Language Curricula Used in Higher Education

Curriculum implementation in Indonesia has undergone a fundamentalchange within a short time. When education actors began to adapt and begin to understand the substance of the curriculum, the policy had recently changed so that the implementation of the curriculum is more of a "ritual law" rather than competence kurukulum implementation itself. Changes in "ritual" is now going along with changes in the curriculum in 2013.

The change of the result of learning that were previously measured using the competencies and learning outcomes called competency standards, has been transformed into learning outcomes. This adjustment has implications for the curriculum formerly called Competency-Based Curriculum (CBC) themselves adjusted to be Outcomes-Based Curriculum (OBC). Technically in the syllabus, the CBC said measure competency in the form of Competency Standards (SK) and the Basic Competency (KD). In the OBC, the main reference is the National Qualifications Framework which is mentioned in Presidential Regulation No. 8 In 2012 and in the practice syllabus, held the adjustments of Core Competency designation *(KI)* and Basic Competency *(KD).*

Changes in the curriculum framework as described above, is very substantial so big influence on the design and development of curriculum and syllabus. This article attempts to dissect the problem from the standpoint ofcurriculum development to serve the components of the curriculum of the substance of Curriculum and Instructional Design.

### 1. Competency Based Curriculum (CBC/KBK)

Competency-Based Curriculum (CBC) first appeared in the 1970s and is widely adopted in education and ESL programs. In the 1980s, the CBC is widely accepted in national ESL program and curriculum development (Auerbach, 1986: 411 & Richards, 2002: 128). In 1986, emigrants in the US recruited on the basis of competency-based program. Today, CBC appeared in various parts of the world as the main approach in the planning of language learning.

CBC is defined as learning programs that are clearly defined, concrete, has a goal that can be measured which allows each learner engaged in the learning process should be able to demonstrate the ability as targeted at the end of the program. Ministry of Education (2003) describes the CBC is designed curriculum based on learning outcomes in the form of competence. Competence itself is defined as the ability to do the job based on the knowledge, skills and attitudes of workers by size or specific standards, namely SK. Mastery of science called competence and a demonstrated ability called competency (Auerbach, 1986; Richards, 2013).

CBC which has been running since 2003 has spawned a raw understanding of the curriculum and its implementation. The impact with the implementation of the CBC is quite extensive. In the evaluation of the curriculum, such impacts can be identified from the aspect: learning objectives, content, organization, methodology, and evaluation of learning outcomes.

The learning objectives have been set permanently in the form of SK and KD. Ministry of Education (2003) asserts, SK and KD have been formulated as an indicator of national learning, so SK-KD may not be altered by the teacher. The contents of teaching materials show the scope of the material and a description of the materials used to deliver the topics and themes. Teaching materials referred to study teaching materials.

In terms of raw material curriculum referred to as contents (contents) and describe the teaching materials that will be presented to the learner. Organization patterns show the preparation of teaching materials. The methodology is the implementation of the curriculum in the process of learning and teaching methods

accordingly. Evaluation is the conformity assessment of learning outcomes by SK-KD and content-learning methodology and results (Richards, 2013; Imroatus Solikhah, 2014a).

Curriculum implementation in the field was not simple. At school the teachers were quite busy with preparing learning tools, ranging syllabus, teaching materials, and most complicated, assessment. Rate called authentic assessment (authentic assessment) has taken a lot of time and effort to prepare. Which is the most fundamental is the authentic development of assessment tools, such as portfolios, rubric, questionnaires, documents, and interviews have been quite exhausting. Ratings are many bases on "an essay test" or description of time-consuming because of the difficulty formulating "item in question" and an assessment rubric in the form of descriptions of indicators and quantification score. When they began to steady the work; now the orientation and direction of the curriculum has been dibuah.

In college, the CBC has also created its own problems from the aspect of grouping subjects were told by the minister (2008) as penyepadanan educational framework according to UNESCO. Because the framework of CBC in high pergurun widely used to determine qualification of institutions, the impact is also extensive.

According to the Ministry of Education (2010) Higher Education curriculum has undergone a change which was originally based on content (content- based curriculum) into the CBC. Based curriculum contents need to be adjusted to the development and the progress of globalization. Formerly based learning subjects and the learning outcomes measured by the mastery of different disciplines, the CBC is replaced with performance-based or competency. Leaners turned into a learning-centered learning that encourages students humanistic- democratic and teaching methods that rely on lecture-based learning context is replaced with the using a variety of creative methods. *See figure 1*

| Dasar ketiga : Usaha | | |
| --- | --- | --- |
| PERSYARATAN             KERJA | IBE UNESCO | KURIKULUM INTI & INSTITUSIONAL |
| **Penguasaan pengetahuan dan ketrampilan :**<br>• **analisis dan sintesis**<br>• **menguasai IT/computting**<br>• **managed ambiguity**<br>• **communication**<br>• **2 nd language** | **learning to know** | **Matakuliah Keilmuan dan Ketrampilan ( MKKK )** |
| | **learning todo** | **Matakuliah Keahlian Berkarya( MKKB )** |
| **Attitude :**<br>• **kepemimpinan**<br>• **teamworking**<br>• **can work crossculturally** | **learning tobe** | **Mata kuliah Perilaku Berkarya( MKPB )** |
| **Pengenalan sifat pekerjaan terkait :**<br>• **Terlatih dalam etika kerja**<br>• **Memahami makna globalisasi**<br>• **Fleksibel thd pilihan pekerjaan** | **learning to live together** | **Mata kuliah berkehidupan bersama( MKBB )** |
| | | **MK Pengemb. Kepribadian ( MKPK )** |

Figure 1. The Equality of CBC and Education Pillar of UNESCO (ImroatusSolikhah, 2014a)

Based on CBC, Competency in university consists of core competencies, supporting competency, and other competencies. In Kepmendiknas No. 045 / U / 2002, competence is defined as a set of intelligent action, the full responsibility of a person as a condition to be considered capable by the community in carrying out tasks in the field of employment (Article 1). The competence consists of: (1) core competencies, (2) supporting competency, (3) other competencies that are specific and in line with core competencies (Article 2). In the structure of the study program curriculum, the core competencies coloring Core Curriculum (KI). Meanwhile, supporters competencies and other competencies can be contained in the Institutional / Organization Curriculum. The implication is that each university must set standards of competence that meet the reference (standard competencies) and basic competencies (basic competencies).

Top minimal competence is the ability to display a satisfactory performance in accordance with the identifier of the study program. Competence Enhancement is in line with capability and can support the core competencies and is a hallmark of the PT is concerned. Another competency is additional capability that can help improve the quality of life, and set based on the circumstances and needs of the university.

The purpose and direction of higher education is based on the five pillars of the pillars of education developed by UNESCO (Education Minister Decree No. 232 / U /

2000). These five pillars are: (1) Subjects Personality Development (MPK), (2) Subjects Scientific and Skills (MKK), (3) core subjects Berkarya (MKB), (4) Course of Conduct Working (MPB), and (5) Subjects berkehidupan community (MBB). Based on the pillars dikebangkan Core Curriculum (KI) and elements of competency to be developed in a course of study KI (Kepmendiknas No. 045 / U / 2002). See figure 2.
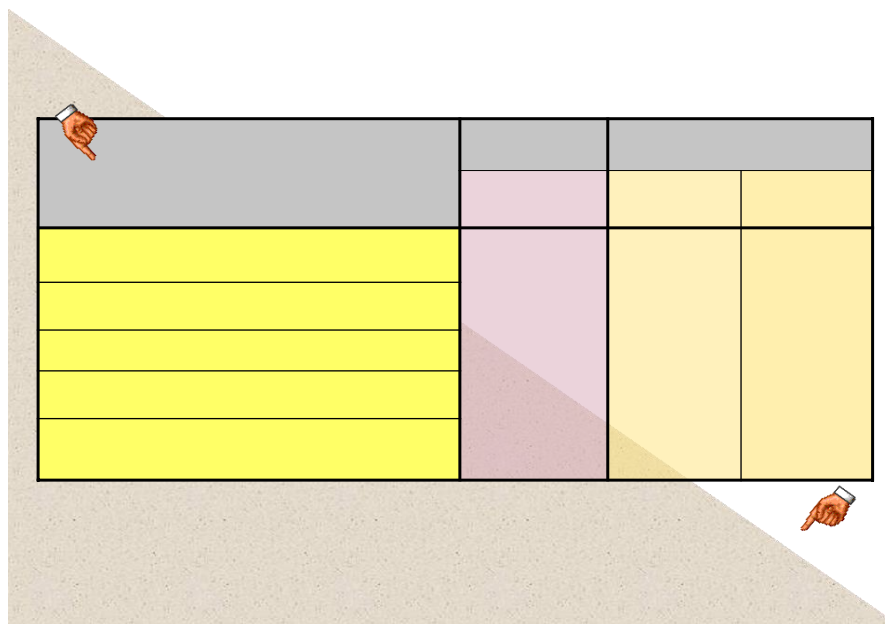


**Figure 2. The Proportion of Competency in *KBK* (Imroatus Solikha , 2014a)**

## 2.  Indonesian National Qualifications Framework (KKNI)

Indonesian National Qualifications Framework is abbreviated *KKNI* reference leveling work competence and qualifications for recognition. *KKNI* havebeen formulated by the Minister of Education in 2010 as a reference for curriculumdevelopment. *KKNI* then promulgated through Presidential Decree No. 8 of 2012on the National Qualifications Framework Indonesia.

    *KKNI* presence is actually a common reference for how a person's qualifications to be recognized in the world of work. Minister of Education (2010: 4) explains: Indonesia needs to immediately have *KKNI* is urgent given the challenges of global competition and labor markets nationally and internationally more open. The movement of workers from and to Indonesia no longer be dammed

by rule or regulation that is protective.

So that in the short term and long term Indonesia is able to survive but to keep moving forward in the global economic arena, the mutual recognition and the equivalent of a foreign country into the grains are critical in the development of a national qualification frameworks labor (Education, 2010: 4). *KKNI* is leveling competence and qualifications to reconcile, equalize, and integrate the fields of education and vocational training in accordance with the structure of employment in various sectors (Presidential Decree No. 8 of 2012 Article 1 Paragraph (1)).

There are three strategies of KKNI development. First, *KKNI* equity strategy embraces a person's qualifications gained from formal education, non-formal, informal and work experience. Second, *KKNI* recognizes qualifications of diploma holders who will work or continue their education abroad, exchange of experts and students across the country or overseas dar diploma holders working in Indonesia. Third, *KKNI* recognizes the equality of qualification attainment of learning various disciplines at the level of higher education, both of which are on the path to academic education, vocation, profession, as well as through career development occurs in strata of labor, industrial or professional associations (Education, 2010: 11).

*KKNI* consists of nine levels of qualification. Description *KKNI* qualification levels according to Presidential Decree No. 8 in 2012 are outlined in the chart 3.

1) Study 1 to 3 are grouped in operator positions occupied by graduates of elementary, middle and high school.
2) Level 4 to 6 are grouped in office technician or analyst, occupied by graduatesD1, D2, D3, D4 and Scholars.
3) Study 7 are grouped in expert positions, occupied by a graduate professional education.
4) Study 8 are grouped in expert positions occupied by graduates of master's or specialist 1.
5) Study 9 grouped in skilled positions occupied by graduates of doctoral orspecialist 2 (see Figure 3)

Conceptually, each level of qualifications in *KKNI* is composed by four parameters, namely: (1) skills, (2) the coverage of science (knowledge), (3) the method and level of ability to apply knowledge, and (4) the ability of managerial

(Education, 2010 : 18). Internalization and accumulated four parameters that must be achieved through a structured process of education or through work experiencecalled the learning outcomes or achievements of eLearning (Education, 2010: 19).

### 3. Need Analysis of Competency of EFL in Higher Education

If observed, between the CBC and the KBO there are similarities and differences. Similarity, CBC and KBO both see learning outcomes by a measure called competence. The results of the study have similar three designations, namely: competence (competency), achievement of results and learning outcomes (MONE, 2010). The difference, CBC considers the competence of a dose of ultimate success, whereas KBO requires competence achieved should be associated with ketercapaiannya in society and working life, and equality with certain qualifications. This competence is called learning outcomes.

From the aspect of curriculum development, the actual process of developing CBC and KBO roughly the same. Richards (2013) and Lawerence (2013) describes the CBC starting from a needs analysis to determine learning outcomes and objectives. CBC begins with the specification of learning outcomes in the form of competence. Competence is defined as the knowledge, skills and behaviors of students who appeared on the tasks and activities of daily living that must be controlled by the student at the end of the learning program.

Needs analysis conducted through five steps (Richards, 2013: 23), namely:

(1) Identify the communicative needs of learners, (2) Make a statement about the purpose of learning, (3) Identifying the contents of language and language skills in accordance with the purpose, (4) Preparing planning course, and (5) Choose the material and methods of teaching. Richards (2013) also describe the process of formulating the CBC into six terms and visualized in chart 4. Sixth it is: (1) Needs analysis, (2) to identify topics in the curriculum, such as banking, shopping, health,

(3) identify competencies for each topic, (4) Grouping competence in units of learning, (5) identify the language knowledge and skills required for each unit of learning, such as 4 skills, vocabulary and grammar, and (6) Choose teaching

materials. (See Figure 4 for process and the example of Need Analysis and Cuuriculum of EFL in higher education in table 1 and 2)
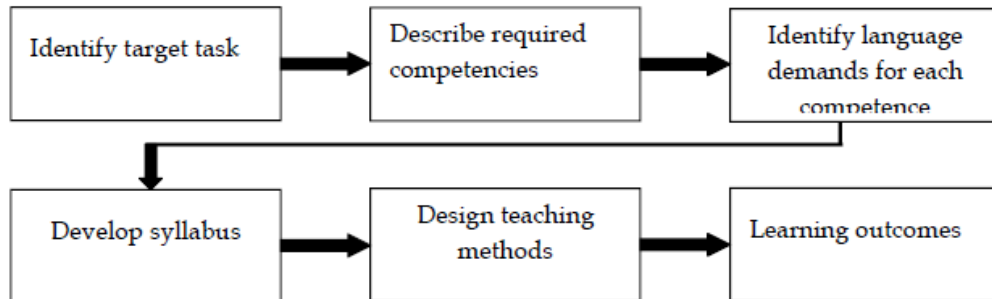


Figure 4. Development Stages in Competency Based Instruction (Richards, 2013:24)

Tabel 1. Example of Need Analisis of EFL in Higher Education (Imroatus Sholihah (2014b).

| No | Component | Description |
|----|-----------|-------------|
| 1 | Aims & objectives | 1. To achieve academic literacy<br>2. To achieve reading and writing skills in academic contentxs<br>3. To achieve academic vocabulary and academic grammar |
| 2 | Contents & Organization | 1. Minimum vocabulary level at 1,000 & 2,000 words<br>2. Academic Vocabulary of Ohio University<br>3. Basic grammar and adacemic grammar<br>4. Reading skills for literal, inferential, critical comprehension<br>5. Writing a paragraph, composition and essay |
| 3 | Methodology | Task-based approach, competency-based teaching, genre-based teaching |
| 4 | Learning Outcomes | Representing academic literacy, reading skills on literal, inferential, critical comprehension up to 2,000 words, academic vocabulary and writing for academic contexts. |

Tabel 2. Example of Curriculum of EFL in Higher Education (Imroatus Sholihah, 2014b).

| Aims | Objectives |
|------|------------|
| 1. To achieve competency on basic academic literacy in reading and writing<br>2. Sources: *English for Academic Purposes: A Competency-Based Textbook for EFL Learners*, by Imroatus Solikhah (2014), Penerbit Imperium Yogjakarta. | 1. To increase basic knowledge on academic vocabulary<br>2. To increase mastery on grammar knowledge and academic grammar in context<br>3. To develop reading skills in literal, inferential, and critical comprehension<br>4. To develop skills in academic writing from paragraph to essay and Test of Written English essay |

## F.  The Considerations for Future English Language Education Planning

The need for English as a language of international communication exists in complementary distribution to that of Indonesian as a language of national unity. In Indonesia, the success of the national language, which has developed from modest beginnings to be able to meet the communication needs of a modern society, has been achieved at the price of people not having a working ability in English (Lauder, 2008).

In countries like Singapore, Malaysia and the Philippines, there is a national language, or languages, and alongside this, English plays an important role as the administrative and business language of the country. This situation gives people there benefits. The policy in Indonesia has never recognized English as an official or second language. While the national language is spoken today by a majority of the population, the situation is multilingual with many also speaking one or more of the local vernaculars (Lauder, 2008)

While Indonesia has been successful in the adoption of Indonesian as a national language, as demonstrated by the large numbers of people who now use Indonesian for daily communication, it has been less so in promoting the use of English for international communication as the majority of people remain handicapped by their "less-than -adequate knowledge of English". Even highly educated intellectuals often make a poor impression when giving presentations in English or find themselves unable to access academic articles written in English, being confined to publications in Indonesian. This is obviously a handicap and means that while policy for Indonesian development is relatively successful, the same is not true for English. (Dardjowidjojo, 1996: , Dardjowidjojo, 2003b: 71, Dardjowidjojo, 2003c: 57-58).

According to Huda (2000: 69), one of the factors that have kept attainment back is the government's reluctance to accord it official second language status. It is thought by some that the use of English as a medium of instruction would have a negative impact on Indonesian.

However, it is naif if we blame the success of the adoption of Indonesian as a

national language that makes Indonesian remain handicapped by their "less-than

-adequate knowledge of English" especially those belong to university students. Curent higher education autonomy can do more to translate the policy into language planning that raise the English at liest at the same level to Indonesian to play an important role as the administrative and business language in unversity.

Currently, English is seen as needed for development. It is needed for instrumental reasons, as a tool which provides access to international markets, scientific knowledge and expertise. English has the status of 'first' foreign language, but nothing more as policy makers fret that an increased use of English might have an adverse effect on Indonesian (Huda, 2000: 68). But, it would be a mistake on a grand scale to sideline English, or stunt its growth as the argument that its increased use in society might detract from the development of the national language, Indonesian is a false one (Dardjowidjojo, 2003a: 50). English is essential for development. People should be given every opportunity to learn English. One way to do this would be to give English a new upgraded status.

Lowenberg (1991), in a discussion on the role of English as a foreign language in Indonesia, suggests that because of the particular nature of the impact English is making on the development and modernization of Indonesia's national language, *Bahasa Indonesia*, English should be seen as an "additional" language rather than merely as a "foreign" language. Another approach would be to make English the official second language in the country after Indonesian. As the country's official second language it could be used as a medium of instruction in education, and in the workplace more frequently, thus giving Indonesians more opportunity to develop their communication skills to the point where they could be more competitive in the global marketplace.

Lauder (2008) states although there are omnipresent opportunities for exposure to English in Indonesia, at least in the major cities, there are not enough native speaker teachers to provide models. The present situation is to look to British or American varieties as a model, but in the absence of enough native speaker teachers, this poses something of a dilemma. For the moment, we agree with Simatupang (1999: 69) that the status quo can be maintained. In the absence of a clear description of what the

nature of an English as an International Language variety might be, it seems reasonable to continue looking towards to varieties that are prominent in people's minds and which continue to carry prestige.

However, it might be a good time to start investigating the possibility of what the features of English as an International Language might be, and what features of Indonesian English would fit that model. A region-neutral, internationally intelligible variety of English spoken in Indonesian is not an impossibility.

Languages encode more than information. They also are both a vehicle and an expression of the cultural values of the societies that use them. It is difficult to see how English can be stripped of the socio-cultural values that it encodes which seems to underlie efforts by educational planners to promote locally written English textbooks for schools and not give approval to any of the extremely well-written, widely tested, and successful textbooks from major publishers abroad. These foreign EFL materials are written for a global audience and contain little that might be considered insidious or offensive, except to those who are threatened by new ideas and who cling to very highly structured belief and value systems. It is an extremely good idea to encourage local writers to produce locally relevant EFL materials, but the almost total absence of materials written by native speakers is an anomaly at best. Huda (2000: 65) sees that local language planners have given too much weight to what he calls the "emotional" dimension of language planning at the expense of the socio -cultural and political one and advises them to treat the issue of foreign languages more "rationally". Dardjowidjojo (2003d: 32) offers a similar opinion in claiming that the worry about negative effects of foreign cultural influence is based more on cultural chauvinism than a rational examination of the facts.

Lauder (2008) argues that over-simplistic cause and effect models are perpetrated in the popular press and taken in by less educated people. This simplistic kind of thinking is found not only in Indonesia. For example it is common to hear Americans moan that the unholy level of gun violence in the USA is at least partly the fault of controversial musicians like Marilyn Manson. Research into these issues, however, simply doesn't support the idea that kids commit suicide because they listen to the wrong music or watch the wrong television shows. Neither is Indonesia's future

likely to be bent out of shape if people can watch what they like or listen to what they like, or learn English in a way that opens the world up to them, rather than presents everything in a carefully predigested form.

The idea that western values pose a threat is not so much a criticism of the west but rather the worry that local values are not strong enough or good enough. Modernization is not the same as westernization. It is possible to have experience or knowledge of something without taking it seriously or adopting it. You can listen to 'Sympathy for the Devil' by the Rolling Stones without becoming a satanic worshipper, or to 'I can't get no satisfaction' without wrecking your use of negation in English (Lauder, 2008).

## G. Point From Learning The Historical Facts of EFL From Dutch Colonialism until Current State of EFL in Indonesia's Higher Eddutaion Setting

Regarding the elaboration of the fact above, the problem of EFL in Indonesia's education setting is not merely or may not about ideological matter or on the procedure of constructing educational framework in improving the quality of the teaching learning process in the level of experties affair but on such engagement of all involved stakeholders in the level of implementation or practice. There should be an appropriate task force in the level of macro, meso, and micro which is used as gidelines to implement the set of educational framework.

The poit that can be learnt from the situation mentioned in the bacground of this paper about Dutch as well developed foreign languauge at that time is that, as we know, Dutch is very sohisticated in detail of implementing the philosophically set framework including educational framework and provide clear and detail technical aspects of implementation (The evidence can be seen in many sectors). This will include not only managing the implementation of EFL educational system in such a way that fit with the framework set by one dedicated leader (minister) but how the task force of the frame work is build in such a way that ensures the framework is implemented in appropriate manner and can be used to monitor the work of the system, in case there is a break down or missing supporting factors resulting EFL eductational system breakingdown or malfunction. Government and universities should support the

educatinal policy of EFL by not only job description of the individual role of the stakeholder but also how such apprpriate task force to engage all involved stakehoders can also be formulated and adminestered in fine state.

## CONCLUSIONS

The adoption of Indonesian as the national language in Indonesia cannot be used as the reason why many Indonesian scholars have low Language competency. It is English language education planning in higher education that should be reviewed. Higher education institution shoold take the benefit of its outonomy to engage English paralel with the Indonesian in administrative and business. Therefore it support the develpment of English in academic atmosphere and its role in global communication and socio-economic development.

Regarding the importance of providing appropriate atmosphere for the English language development in higher education setting, further research should focus on mapping or provide need anlysis to provide the best educational framworkof EFL which is always in line with the rapid change of international context. Beside the appropriate educational framework, task force of implementing EFL learning should also be set up and manifested and monitored.

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