

Curriculum of EFL Teacher Education and Indonesian Qualification Framework: A Blip of the Future Direction

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Abstract

Indonesian Qualification Framework (IQF) is a description of qualification levels for all Indonesian learning outcomes or certificate statements in Indonesian schooling from year 9 to higher education. The IQF holds a legal endorsement in the form of Presidential Decree no. 8/2012. This IQF will specify equivalencies between Indonesian and foreign qualifications, thus improving Indonesia's international competitiveness and making the country more open to global trade. As a consequence, the structures of curriculum in all Indonesian educations should base on this document. Defined as the expanding circle countries in Kachru's concentric circles, Indonesia needs English language teacher education with appropriate structures of curriculum relevant to the global world and 21st century learning. This article intends to describe the IQF, the 21st Century learning, and the upcoming structure of the EL Teacher education Curriculum in Indonesia. More specifically, this article aims at analyzing: 1) how Indonesian Teachers should develop their curriculum according to the IQF descriptors; 2) how macro-social factors in SLA such as global and national status of L2, boundaries and identities, or institutional forces and constraints should be considered in the development of the curriculum structures of English language teacher education; and 3) how the 21st century trends should be blended in the curriculum.

Keywords: Indonesian qualification framework, 21st century learning, SLA social contexts, and English language teacher education

A. Introduction

As a part of the global world, in 2015 Indonesian government has to be open to all ASEAN countries in terms of global trade and other affairs since the ASEAN Economic Society will be politically as well as legally implemented. Mobility of professionals in all over ASEAN countries has increasingly common. Professionals with different levels of competencies and from different major of fields will interchangeably come in and out amongst ASEAN countries. Anticipating this condition, Indonesian government is compelled to give better qualification to its citizens; otherwise it will be unfortunate for Indonesia as a sovereign country. Obviously, having international professional recognitions for Indonesian skilled labors is a must in order that they could compete with all people from other ASEAN countries. Indonesian Qualification Framework (IQF) seems to be the answer for this future circumstance. The IQF which has already held a legal endorsement in the form of Presidential Decree no. 8/2012 offered a description of qualification levels for learning outcomes or certificate statements in Indonesian schoolings from the primary up to the higher education. As stipulated in the decree, IQF established nine levels of qualifications with three different layers of expertise, i.e. level 1 up to 3 for operators, level 4 up to 6 for technicians or analysts, and level 7 up to 9 for experts.

The decree obligated that the IQF leveling should be officially used by both education and industry (i.e. labor force). According to the IQF leveling, teacher education institution could establish two different levels, namely: *sarjana* program (equal to bachelor's level) which belongs to level 6 and teacher profession program which is designed as level 7. By this regulation, politically Indonesian government has just admitted teacher as a profession. Professionally saying, teacher learning institutions will manage two different levels of programs, i.e. *sarjana* (i.e. *bachelor of teacher training education*) and teacher profession program (i.e. *Program Pendidikan Guru-PPG*). *Undang-undang nomor 14 tahun 2005 tentang guru dan dosen* (i.e. the highest regulation under the constitution on Indonesian teachers and lecturers) explicitly gave detail explanations that “*teachers’ academic qualifications are sarjana or diploma 4 (article 9)*”, “*teachers should got teacher certificates*” (article 8), and “*those teacher certificates should be established by government-accredited teacher education institutions*” (article 11) (Kemenkumham, 2005). This *Undang-undang nomor 14 tahun 2005* did not firmly mention the *sarjana* of teacher training education as a requisite for becoming professional teachers. This means *sarjana* of relevant disciplines from any higher education level can become teachers if they got their teacher certificates, regardless from teacher training education. For instance, *sarjana* of *literatures study* or *study of linguistics* can become English teachers when they got teacher certificates from the teacher profession program. As a matter of fact, those *sarjana* have never taken any English teaching courses, such as *language testing*, *TESOL issues*, *classroom management*, *curriculum design* or *micro teaching* (BSNP, 2014).

The decree also established a package of descriptors in each level of qualifications with four general components to accomplish, i.e. 1) attitudes and values, 2) field knowledge, 3) working competencies, and 4) managerial competencies. Those four general components in fact can be synthesized into three interceptions, i.e. knowledge, skills, and competence. Graduates at each level will be equipped with a wide, coherent knowledge, skills, and competence in their field of study for professional work as well as lifelong learning. By having knowledge means giving students' facts, principles, theories and practices relevant to their selected fields; by having skill means equipping students with ability to apply their know-how obtained from knowledge to accomplish tasks and solve the problems therein; and by competence means the empiric application of skills together with personal, social and methodological ability in accomplishing professional task or seeking professional developments. Thus, all Indonesian higher education must officially base their learning outcomes on those descriptors via formal approvals from the Directorate of Higher Education (*DIKTI*). The standardized learning outcomes are nationwide for each study program. Then, the universities will decide by themselves the micro elements in documented curriculum which might include the detailed contents of the real curriculum; for instance, what kinds of content courses the students should take for certain programs, how the courses should be distributed in a number of semesters, how many credits the students should take for one semester, how the assessment should be, or what approaches used in the teaching-learning process, and so forth.

Beside an obligation to follow the standards, globally saying, teacher education institutions have to make learning outcomes fitted perfectly to the recent perspectives of the nature of teacher learning programs. Among the debates on the content and delivery of teacher learning programs, more recent view of teacher education sees that the main foci now goes to examination of students' mental processes and situated and social nature of learning (Lave & Wenger, 1991). In this perspective, according to Burns & Richards (2009), teacher education is not viewed as translating knowledge and theories into practices but rather as constructing new knowledge and theory through participating in specific social contexts and engaging in particular types of activities and processes. So, learning is seen to emerge through social interaction within a community of practice. In this mode of learning, language teacher educations should stress the importance of teacher proficiency and professional development (Pasternak & Bailey, 2004), language proficiency (Lavender, 2002), language skills maintenance program that engages FL teachers-in-preparation in independent language task (Barnes, 2002), language enhancement and capitalizing on the strength that NNES teachers-in-preparation bring to the classroom (Lee, 2004), and recently, the notion of tolerance for teacher 'accentedness', an acceptance of local varieties of English, and a recognition of the importance of notion of ownership of English among NNES teachers-in-

preparation (Snow, Kamhi-Stein, & Brinton, 2006). Over the last few years, there has been a growing attention amongst the TESOL world on the NNES teacher-in-preparation since English as an International Language (EIL) with more varieties relevant to the geographical localities where English is widely used. Consequently, macro social factors in SLA such as global and national status of L2, boundaries and identities, or institutional forces and constraints should be seen as factors considered in ELT curriculum. Moreover, the 21st century learning has now been popular in every single mode of learning to include, otherwise the process of that learning do not meet the learners' needs.

This article aims at answering three different questions as follows: 1) how should Indonesian Teachers develop their curriculum according to the IQF descriptors?; 2) how should macro-social factors in SLA such as global and national status of L2, boundaries and identities, or institutional forces and constraints be considered in the development of the curriculum structures of English language teacher education?; and 3) how should the 21st century trends be blended in the curriculum?

B. Indonesian Qualification Framework and the Structure of Tertiary Curriculum

Of the IQF nine levels of qualifications, level 6 up to level 9 are the levels upon which Indonesian higher education (*i.e. the education levels which are using 'tertiary curriculum'*) based their learning outcomes. It means the tertiary curricula should refer to level 6 (for bachelor), level 7 (for the profession), level 8 (for master) and level 9 (for doctor). As the IQF's descriptors required four general components to accomplish, *i.e.* 1) attitudes and values, 2) working competencies, 3) field knowledge, and 4) managerial competencies, the tertiary learning outcomes made in the curricula must also meet the requirement of having such components. By this regulation, Directorate of Higher Education in Jakarta could control the accountability of the higher education curricula in terms of how all Indonesian university programs' learning outcomes fitted to the national goal of education and the recent perspectives of global competition (see Figure 1).

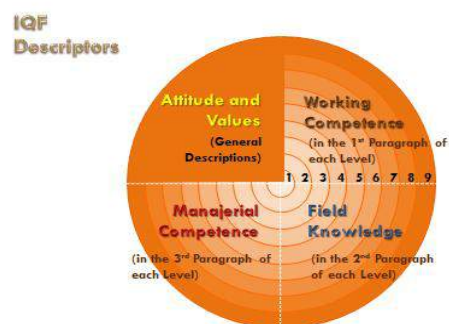


Figure 1: IQF Descriptors

To decide the nationwide learning outcomes of each study program for the tertiary education, the role of professional associations is quite important; therefore, the Directorate of Higher Education needs to have formal cooperation with forum of various field programs in which their members are experts (i.e. lecturers) from different fields from different universities in various regions of Indonesia.

Specifically speaking, as stated in Figure 2, domains of attitude and values as well as some working competence are under the strong control of the ministry, while some other domains are made by the ministry in cooperation with the forum of study program. In other words, learning outcomes of tertiary Indonesian educations are officially established by the collaboration between the government and the universities. The purpose of having such governmental decision is to meet the national standard of the tertiary education graduates, which in turn accomplishes the perspectives of global Indonesian human resources who are able to reach the global competition.

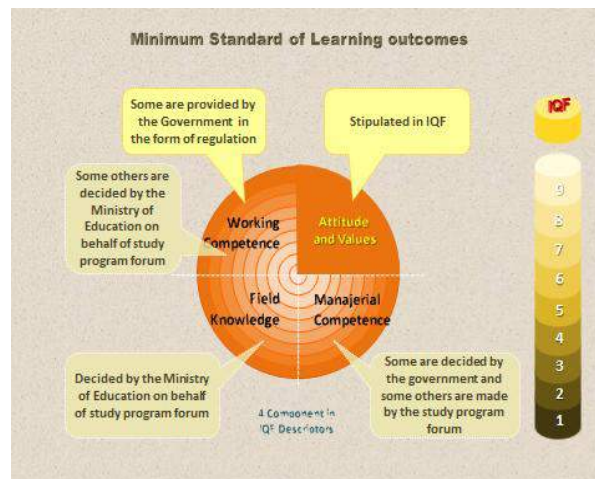


Figure 2: Minimum Standard of Learning Outcomes

As described in Figure 3, it is the learning outcome that has to be nationally accomplished by university students of any study programs. The learning outcomes, which are taken from the *graduate profile* made by each institution in line with its vision and missions, are university-specific. The university can offer its own *graduate profile* by taking consideration of graduate relevance and quality; meanwhile academic program as a part of the university will determine detailed elements decided in the curriculum, that is to say kinds of courses in certain department, how many credits for one course, and how the courses are distributed in one semester, and so on, all of which should be manifested in the implementation of the three pillars of Indonesian higher education, namely: teaching, research, and community service.

To review the soft skills as well as hard skills given to students, the academic program has to make a *field mapping* which determines the complete

courses as the main content courses or supplementary courses. The results of the field mapping will show the complete curriculum structure in a particular program. Obviously, in the context of determining structure of the curriculum, academic programs now have more freedom to direct their upcoming graduates for having bigger opportunities in labor forces later.

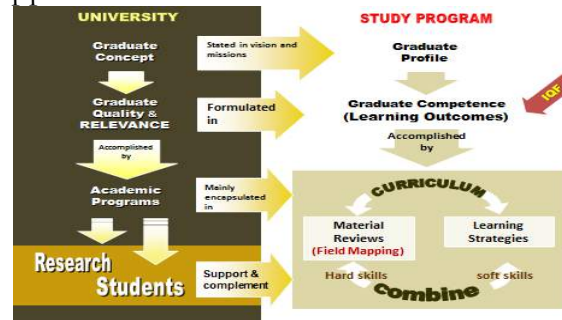


Figure 3: The process of curriculum structuring

There are steps that should be taken by universities to make standardized curriculum as elaborated in Figure 4. As it is seen in that figure, the study program or department should initiate the curriculum with a *graduate profile* telling what professions or jobs the graduates will possibly be able to take with their majors. The *graduate profile* contains the answer of the question ‘*what will the graduates be in the future?*’ In other words, the public can demand a guarantee from the university that the students who are studying over there in certain major will be qualified for the professions. Therefore, *graduate profile* should be made on the basis of tracer study and SWOT analysis established by the university. Thus, what is stated in the graduate profile shows different kinds of labor positions or jobs which only can be accomplished by certain competencies stipulated in the *learning outcomes*. The *learning outcomes* are then used as standpoints to map out the main courses and other complementary courses of the major fields drafted in the document of the curriculum.

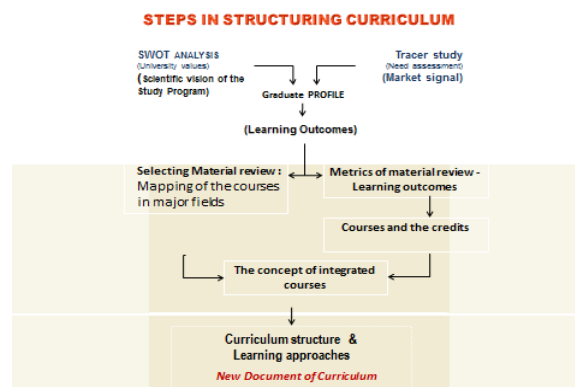


Figure 4: Steps in structuring curriculum

Despite the freedom, especially to meet the national standard for implementing the curriculum, a regulation has been established by *Indonesian*

Ministerial Decree number 49, 2014 on National Standard of Higher Education to tight up the implementation of higher education curriculum (Kemendikbud, 2014). This regulation controls things such as the total credits as equal to bachelor's level program, master program or doctorate program, number of hours for one credit, and so forth to guarantee that all university will pass through the standard. To sum up, IQF descriptors offer nationwide standards for university learning outcomes which should be achieved by the students for each major of discipline. This implies that tertiary curriculum have to be set up accordingly in line with the IQF descriptors; somehow, universities are given more freedom to create the content of the curriculum in order that their graduates can be competitive in labor forces.

C. EFL Teacher Education in Indonesia and the Status of English as a Global Lingua Franca

Kachru (1986) three concentric circles — countries traditionally enjoying ownership of English treated as the *inner circle*, postcolonial communities which use English as a second language for intra-national purposes labeled as *outer circle*, and all other communities increasingly using English as a foreign language, primarily for international purposes, labeled the *expanding circle* — situated different varieties of English in its historical context. In the countries classified as *expanding circles*, adequate rooms for English learners to have enough exposure in everyday real-life practices are extremely hard to find since English is not nationwide lingua franca. At the same time, the status of English as a foreign language often gives barriers for learners of English in terms of prestige, opportunity to practice, or even cultural sensitivity. However, English as a global lingua franca challenges such countries to reduce the tolerance for poor English skills for their people. The rapid growth of human mobility across countries requires every individual to master English as an International Language. The International Research Foundation for English Language Education (TIRF) noted that 91% of global businesses were considered English to be a critical factor in their business, while only 9% indicated that the current level of English proficiency in their work forces was sufficient. TIRF research shows that in the 1000 largest corporations in the world, most of which conduct much of their business in English, 30% of their employees were Non Native Speakers of English in 1996; 50% in 2006; and 70% in 2011 (Graddol, 2006). Regionally, even Indonesia now has to be open to all ASEAN people who conduct global trades since the ASEAN Economic Society will be fully and legally implemented. It means Indonesian people are compelled to be skilled-labors to compete at least with other ASEAN workers. Obviously, using English to communicate with other non-natives has been becoming a real need.

Since the field of TESOL emerged in 1960s, the core of curriculum in language teacher educations generated a debate on the two strands, i.e. knowledge about and knowledge how (Burns & Richards, 2009), or practical

teaching skills and academic knowledge (Burns & Richards, 2009), or content and delivery (Burns & Richards, 2009). The dichotomy of the strands has also been problematic for EFL teacher educations in Indonesia. On the one hand, educationists argued that EFL teacher education should give more courses representing teaching skills in the curriculum in the purpose of producing English teachers with best teaching skills; however, on the other hand, more English language teaching specialists prefer to suggest the EFL teacher education to give more courses representing academic knowledge in the curriculum in order to produce teachers with best-English proficiencies. As a matter of fact, making such dichotomy is nowadays considered as a traditional view in the TESOL field since it holds the perspective that teacher learning was seen as a cognitive issue. As a matter of fact, the more recent view of teacher learning gives more focus on mental processes where learning is not application of theory to practice but rather theorization of practice (Burns & Richards, 2009).

Prior to the implementation of *Undang-undang nomor 14 tahun 2005 tentang guru dan dosen* (Kemendiknas, 2005), EFL teachers in Indonesia are products for both English language departments at the teacher training colleges or universities that have a faculty of teacher training and educational sciences. Now, as treated to all teachers, EFL teachers should not be only the sarjana graduated from teacher training colleges or a faculty of teacher training and educational sciences anymore; but they are also sarjana holders from any higher educations, who hold teacher certificates. The new legitimation of the teacher profession certification has just been stated by the Minister of Research, Technology, and Higher Education through the official letter number 17/M/1/2015 on legality of teacher profession certification (Kemendiknas, 2015). In that letter it is stated that there are five types of teacher certification institutions that the government legitimized, i.e. 1) boarding teacher profession program for primary education teachers, 2) boarding teacher profession program for basic science teachers, 3) boarding teacher profession program for vocational schools, 4) integrated teacher profession program, and 5) teacher profession program through internship in schools of the remote and border regions. It is an obligatory for sarjana holders from all disciplines to get certificates of teacher profession programs if they want to be teachers.

Recently, there are 30 state universities and only 4 private universities which are legitimized to open those teacher profession programs. Now and in the future, prospective teachers, including EFL teachers, should hold two diploma certificates, namely: sarjana (equal to bachelor) and teacher profession certificates. Sarjana holders from any higher education can become teachers regardless they are from their teacher education institution (i.e. teachers colleges or faculties of teacher training). In ELT, this regulation allows sarjana holders from the department of English literature, American studies, British studies or Linguistics from any universities or institutes to become English teachers if obtaining the teacher certificates from the profession program. Such sarjana

holders in fact do not have enough knowledge about teaching skills or practices. This brings about serious implications for EFL curriculum since EFL pre-service teachers will get more significant competitors. Therefore, curriculum for EFL teacher education should be made in such a way that the *teaching sarjana holders* also have the same right to compete for other professions, *if and if only* they fail in the competitions of obtaining teacher certificates.

D. EFL Teacher Education Curriculum and the Needs of the 21ST Century Skills

EFL teacher educations (i.e. teachers colleges, institutes of teacher training, faculty of teacher training and educational sciences or universities which were the conversion of teacher training institutes) now have to think of two different structures of EFL teacher education: 1) curriculum of bachelor teaching (*Sarjana Pendidikan*), and 2) curriculum of teacher certification program (*Program Pendidikan Guru*). For the bachelor of teaching, the curriculum have to follow the common direction of higher education curriculum in general; while for the teacher certification program, the curriculum should reflect education of the 21st century professional teachers.

Capturing the outlook of education in the 21st century, as well recorded in the *International Commission on Education for the Twenty-first Century-UNESCO-2004*, it is important the higher education to recall the two principles of education, i.e. UNESCO four pillars of education and the concept of learning throughout life (Delors et al., 2004).

Firstly, the documents as well as the implementation of ELT curricula in teacher education should reflect the UNESCO four pillars of learning (i.e. *learning to know, learning to do, learning to be, and learning to live together*). Indonesian higher education in general has formulated three pillars (*Tri Dharma Perguruan Tinggi*), i.e. 1) teaching, 2) research and 3) community service. This, in fact, has already wrapped up four pillars which have been established by UNESCO. A required by the descriptors of IQF, national courses like *Religions* (religious practices and theological courses), *Pancasila* (Indonesian basic values), *Bahasa Indonesia* (the Indonesian official language), and *Kuliah Kerja Nyata* (a practical course in which students are supposed to mingle with community empowerment, usually taken place in remote villages) would of course be the obligatory courses in the structure of ELT teacher education curriculum as commonly possessed by other Indonesian higher education in general. Those courses have already reflected the achievement of '*learning to be*' and '*learning to live together*'; meanwhile major content courses in the curriculum manifested the '*learning to know*' and '*learning do*'.

Secondly, education in the 21st century has to follow the concept of learning throughout life. As life in the future requires individuals to see better understanding of other people and the world, mutual understanding, peaceful interchange, and harmony are extremely needed in educating the next generations. There are some skills associated with the 21st century learning,

among others are, learning and innovation skills, digital literacy skills, career and life skills, and Wagner's seven survival skills (Trilling & Fadel, 2009; Wagner, 2008). These skills are quite important for all students of higher educations to possess in order that they can compete with other professionals from throughout ASEAN countries.

EFL teacher education is the one which prepares not only individuals who are supposed to be successful teachers in the 21st century learning circumstances, but also life achievers in general in the future. Therefore, key competencies required by all learners within a curriculum structure of the EFL teacher education should meet the following requirements.

1. Courses which will be included in the curriculum should reflect the achievement of all UNESCO pillars.
2. Four domains of achievements as stipulated in the IQF, i.e. 1) attitudes and values, 2) working competence, 3) managerial competence, and 4) field knowledge should be blended in most courses in the curriculum. For instance, domain of *attitude* and *values* can be achieved through *national courses* like *Pancasila*, *Agama* (if possible both courses should be offered in English-medium instructions), and *Bahasa Indonesia*. Other main content courses can also manifest this domain, such as Cross Culture Understanding (CCU), Reading Comprehension, Drama, Poetry, or other TESOL courses in which values and attitudes are instilled. In addition, domains of managerial and working competences should also be given though in smaller portions in the forms of supplementary courses such as entrepreneurship, communication of business, etc., but these courses should reflect the trends in the 21st century skills. For the domain of field knowledge - this must be the main portions of courses – the courses should include literature, linguistics, EFL research, and EFL teaching courses.
3. Courses given in the curriculum should be in various types of EFL Courses, such as seminar or workshop courses; practice-based courses; local-context courses, and of course regular courses.
4. In terms of materials and teaching methods, curriculum should allow more humanistic and cross-cultural sensitive teaching.
5. EFL curriculum should also accommodate the following skills: career and life skills, initiative-entrepreneurialism, collaboration-teamwork-leadership, creativity-innovation, adaptability-effective communication, and digital literacy.

E. Conclusion and Recommendation

In line with the condition of Indonesian policy about teacher education as discussed above, this article poses two structures of EFL Teachers Education, namely: 1) the curriculum of bachelors of teaching, and 2) the curriculum of teacher profession program. Those structures include generic descriptions that should be accomplished, the possible courses, and percentage of credit

allocation, as seen in the table 2 and 3. Students in EFL bachelor program are equipped with teaching skills since they are bachelor of teaching, however, language skills and other competencies are also important since they will work with their language skills if they choose other professions after they graduate. For teacher profession program, students are certainly supposed to be teachers therefore the students are given more practical knowledge as well as skills of teaching.

Table 1: The Possible Curriculum Structure of *Bachelor of Teaching*

No.	Components of Generic Description	Possible Courses	Percentage of Credit allocation
1	Values and Attitudes	Pancasila, Religion, and Bahasa Indonesia	5 %
2	Teaching Skills	TEFL, Language Testing, Classroom Management, Curriculum Design, School teaching internship, etc.	25 %
3	Introduction to Research, Linguistics, and Literature	Language skills courses, Grammar, Research on linguistics and language teaching, Workshop on Research on language teaching, linguistics (phonetics/phonology, morphology, syntax, semantics, discourse analysis & pragmatics, sociolinguistics, psycholinguistics, etc.), Literature (drama, poetry, etc.), etc.	60 %
4	Managerial skills	Collaboration-leadership-teamwork, critical thinking, etc.	5 %
5	21 st Work-competency	Cross-cultural understanding, Initiative-entrepreneurialism, creativity-innovation, adaptability-effective communication, and digital literacy, etc.	5 %

Table 2: The Possible Curriculum Structure of Teacher Profession Program

No.	Components of Generic	Possible Courses	Percentage of
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Curriculum of EFL Teacher Education

	Description		Credit allocation
1	Teaching Skills	Micro-teaching, Trends issues in TEFL, Pedagogical Content (it's about knowledge on primary as well as secondary curriculum)	10 %
2	Teaching Practices	Workshop and real teaching practices in laboratory schools, or partner schools	80 %
3	Research Skills	Doing classroom action research	5 %
4	Teachers Character Building	Habituated in the boarding campus	5 %

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