GIVING TEACHERS THEIR VOICES: INDONESIAN EFL TEACHERS' PERSPECTIVES ON PROFESSIONAL TEACHING STANDARDS IN THE CONTEXT OF TEACHER CERTIFICATION PROGRAMS IN INDONESIA

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To Nina, Aida, and Gina

To the memories of Ompo', Maade, and Papi

To Ambo' Syam, Mama Linnyong, and Mami

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ABSTRACT

This thesis examines the perspectives of Indonesian English as a foreign language (EFL) teachers (IETs) on professional teaching standards in the context of teacher certification programs $(PSG)^1$ in Indonesia. For its theoretical framework, it draws on literature on professional standards for teachers and on language teacher cognition.

The standards movement in education (SME) which began in the United States of America (US) in the 1980s with the establishment of the National Board for Professional Teaching Standards (NBPTS) has influenced the development of professional teaching standards for and certification of teachers in many countries. Developed countries such as Australia and New Zealand, for instance, have developed their standards for languages, literacy, and English for Speakers of Other Languages (ESOL) teachers.

Following the trend and as a response to criticisms towards the perceived "poor quality of education and teacher professionalism", the Indonesian Government launched *PSG* in 2007. Its short term aim is to certify in-service teachers and the long term one is certifying pre-service teachers as well. Currently, there are five routes from which teachers could obtain their Professional Educator Certificates which entitle the holders to, among other things, monthly incentives equalling monthly salaries.

Among *PSG*'s many guidelines is a ministerial regulation on teachers' academic qualification and competency standards referred to in this study as *SKAKG 2007*. Unlike other countries' standards documents, however, the standards in *SKAKG 2007* were developed by a team of standards developers at the *BSNP*³, Board for National Education Standard, with little or no input from teachers.

Drawing from ideas about the professional status of language teaching (e.g. Nunan, 2001) and language teacher cognition (e.g. Borg, 2006b) the present study set out to find an answer to the central question: *Are IETs capable of articulating their perspectives on crucial*

¹ Program Sertifikasi Guru (Teacher Certification Programs)

² Peraturan Menteri Pendidikan Nasional Nomor 16 Tahun 2007 tentang Standar Kualifikasi Akademik dan Kompetensi Guru

³ Badan Standar Nasional Pendidikan

issues related to teacher professionalisation efforts and IET competencies that are recognised in the literature on SME and LTC theory?

Primary data was obtained from 66 IETs in Makassar (South Sulawesi Province), Padang (West Sumatra), and Malang (East Java) through interviews and focus group discussions, as well as from 29 key informants in the three cities and another 3 in the capital Jakarta through in-depth interviews. The data was analysed qualitatively and the "standards statements" formulated by the teachers were organised into three major themes, namely, teacher knowledge, teacher skills, and teacher dispositions.

The findings indicate that the standards in *SKAKG 2007* were formulated for regulatory and control purposes rather than developmental purposes. They were designed to provide a political and regulatory justification for implementing *PSG* as a Central Government's program. To this end, teachers have been systematically sidelined from giving their input to the standards, resulting in a standards document that lacks teacher authorship and ownership, and whose EL teaching standards are far from being subject specific. The size of the country, the large number of teachers, the lack of coordination among IETs' professional organisations at the national level, and the urgent need to implement the ground-breaking Law Number 14 Year 2005 on Teachers' and Lecturers seemed to have been the main reasons why it was considered more efficient to commission the experts to develop the standards rather than allowing widespread consultation with teachers.

More importantly, the findings show that IETs do have substantial insights into and understanding of the areas of teacher knowledge, skills, and dispositions, as expected in international teacher cognition research findings and professional teaching standards documents. The implications are that IETs have a lot to contribute to the reform processes in the Indonesian education system. In particular, IETs could be involved in developing the overall construct of the current Teachers' Core Competency Standards and Subject Teachers Competency standards in *SKAKG 2007*, and elaborating them into subject-specific standards for teaching EFL in Indonesia.

CERTIFICATION

I certify that the substance of this thesis has not already been submitted for any degree and is not currently being submitted for any other degree or qualification.

I certify that any help received in preparing this thesis and all the sources used have been acknowledged in this thesis.

Chairil Anwar Korompot

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LIST OF ABBREVIATIONS, ACRONYMS, AND TERMS

Note: Indonesian abbreviations or acronyms and what they stand for, or refer to, are in italics, and their English translation is given between parentheses; additional information is given between square brackets; identical abbreviations in both English and Indonesian, e.g. MA and MA, are marked (a) and (b); abbreviations or terms marked with an asterisk (*) here are those that I created solely for the purpose of writing this thesis.

AAMT Australian Association of Mathematics Teachers
AARE Australian Association for Research in Education
AATE Australian Association for the Teaching of English
ACCE Australian Council for Computers in Education
ACDE Australian Council of Deans of Education

ACE Australian College of Education

ACSA Australian Curriculum Studies Association

ACT Australian Capital Territory

ACTA Australian Council of TESOL Association

ACTFL American Council on the Teaching of Foreign Languages

AEEYSOC Australian Education, Early Childhood Development and Youth

Affairs Senior Officials Committee

AFMLTA Australian Federation of Modern Language Teachers Associations

AGQTP Australian Government Quality Teachers Program

AHRC Asian Human Rights Commission

AITSL Australian Institute for Teaching and School Leadership

ALEA Australian Literacy Educators' Association

AMES Adult Migrant English Services

A-R-L Approximation, Refinement, and Limit
ASTA Australian Science Teachers Association

ATESL Alberta Teachers of English as a Second Language

ATESOL Association of Teachers of English to Speakers of Other Languages

BA Bachelor of Arts

BAN-PT Badan Akreditasi Nasional-Perguruan Tinggi (National Accreditation

Agency for Higher Education Institutions)

BAN-SM Badan Akreditasi Nasional-Sekolah dan Madrasah (National

Accreditation Agency for Schools and Madrasahs)

BBC British Broadcasting Corporation

BC TEAL British Columbia Teachers of English as an Additional Language

BKD Badan Kepegawaian Daerah (Regional Civil Service Agency)

BNSP Badan National Sertifikasi Profesi (National Agency for Professional

Certification)

BPPN Badan Pertimbangan Pendidikan Nasional (National Education

Advisory Board)

BPS Badan Pusat Statistik Republik Indonesia (Central Agency of

Statistics of the Republic of Indonesia)

BSNI Badan Standarisasi Nasional Indonesia (National Standardisation

Agency of Indonesia)

BSNP Badan Standar Nasional Pendidikan (Board for National Education

Standards)

CCU Cross-cultural Understanding

CELTA Certificate in English Language Teaching to Adults

CLS Center for Language Services [at Universitas Negeri Makassar]

CSTP California Standards for the Teaching Profession

D1 Diploma Satu (One-Year Diploma)
 D2 Diploma Dua (Two-Year Diploma)
 D3 Diploma Tiga (Three-Year Diploma)
 D4 Diploma Empat (Four-Year Diploma)

DEEWR Department of Education, Employment, and Workplace Relations

DELTA Diploma in English Language Teaching to Adults

Depdiknas Departemen Pendidikan Nasional (Department of National

Education) [before 'department' was changed to 'ministry']

DETV Department of Education and Training of Victoria

Dip SLT Diploma of Second Language Teaching

Direct Conferral* Pemberian Sertifikat Pendidik secara Langsung (Certification

through Direct Conferral Program) in PSG

ECE Early Childhood Education

EFL English as a Foreign Language

EIL English as an International Language

EL* English Language [as a foreign language school subject; to

distinguish it from English Literature]

ELICOS English Language Intensive Course for Overseas Students

E. Lit. English Literature

ENL English Language Teaching
ENL English as a New Language

EQPTST Education Queensland's Professional Teaching Standards for

Teachers

ESL English as a Second Language

ESLE English as a Second Language Educators [South Australia]

ESOL English to Speakers of Other Languages

ESP English for Specific Purposes

ETFOWS English Teachers' Forum of West Sumatra

FKIP Fakultas Keguruan dan Ilmu Pendidikan (Faculty of Teacher

Education and Educational Studies)

FL Foreign Language

FLI Foreign Language Instruction
GBA Genre-based Approach
GTC General Teaching Council

IAIN Institut Agama Islam Negeri (State Institute of Islamic Studies)

IALF Indonesia Australia Language Foundation
ICT Information and Communication Technology
IETA Indonesian English Teachers' Association

IET/IETs Indonesian English as a foreign language [EFL] teacher/teachers

IGHI Ikatan Guru Honorer Indonesia (Non-Permanent Teachers'

Association of Indonesia)

IKIP Institut Keguruan dan Ilmu Pendidikan (Institute of Teacher

Education and Educational Studies)

ILO International Labour Organisation

In-service Education* Program Pendidikan Profesi Guru bagi Guru Dalam Jabatan (In-

service Professional Teacher Education Program) in PSG

In-service Training* Pendidikan dan Latihan Profesi Guru Dalam Jabatan (Professional

Teacher Training for In-Service Teachers Program) in PSG

InTASC Interstate New Teachers Assessment and Support Consortium

IQ Intelligence Quotient
IT Information Technology

KBK Kurikulum Berbasis Kompetensi (Competency-Based Curriculum)

KKG Kelompok Kerja Guru (Primary-School-Cluster Teacher Working

Group)

KKM Kriteria Ketuntasan Minimal (Minimum Criteria for Completeness)

KKN Korupsi, Kolusi, dan Nepotisme (Corruption, Collusion, and

Nepotism)

KSG Konsorsium Sertifikasi Guru (Teacher Certification Consortium)

KTSP Kurikulum Tingkat Satuan Pendidikan (School-Based Curriculum)

LCD Liquid Crystal Display

LPAT Language Proficiency Assessment for Teachers

LPMP Lembaga Penjaminan Mutu Pendidikan (Educational Quality

Assurance Institution)

LPR Language Proficiency Requirement

LPTK Lembaga Pendidikan Tenaga Kependidikan (Tertiary Institution of

Teacher Education)

LTC Language Teacher Cognition
LTE Language Teacher Education

L2 Second Language MA Master of Arts

MA Madrasah Aliyah (Islamic Senior High School)

MAK Madrasah Aliyah Kejuruan (Islamic Vocational High School)

MCEECDYA Ministerial Council for Education, Early Childhood Development and

Youth Affairs

MCEETYA Ministerial Council on Education, Employment, Training, and Youth

Affairs

MECRI Ministry of Education and Culture of the Republic of Indonesia

MENZ Ministry of Education of New Zealand

Mg* Malang

MGMD Musyawarah Guru Mata Diklat* (Vocational Subject Teachers'

Assembly) [*Diklat stands for Pendidikan dan Latihan (Education

and Training)]

MGMP Musyawarah Guru Mata Pelajaran (School-Cluster Subject Teacher

Working Group)

MI Madrasah Ibtidaiyah (Islamic Primary School)

MI Multiple Intelligences

MIPA Matematika dan Ilmu Pengetahuan Alam (Mathematics and Natural

Sciences)

Mk* Makassar

MKU Mata Kuliah Umum (Compulsory General Subject)

MLTA Modern Language Teachers' Association

MNERI Ministry of National Education of the Republic of Indonesia

M. Pd. Magister Pendidikan (Master of Education)

MTs Madrasah Tsanawiyah (Islamic Junior High School)

n/a Not available; not applicable
NBCTs National Board Certified Teachers

NBPTS National Board for Professional Teaching Standards

NCTE National Council of Teachers of English
NCTM National Council for Teaching of Mathematics
NEST National Early-Childhood Specialist Team

NESTs Native English speaker teacher(s)
NLP Neuro-Linguistic Programming

NNESTs Non-native English speaker teacher(s)
NPCS National Professional Certification Standards

NSFLE National Standards for Foreign Language Education

NSW New South Wales

NSWIT New South Wales Institute of Teachers

NT Northern Territory

NTTRC National Teacher-Training Recognition Certification

NZTC New Zealand Teachers Council
OCT Ontario College of Teachers
OFSTED Office of Standards in Education

OUP Oxford University Press

PAUD Pendidikan Anak Usia Dini (Early Childhood Education)

Pd* Padang

Ped* Pedagogic competency [in *SKAKG 2007*]
Per* Personal competency [in *SKAKG 2007*]

Permendikbud Peraturan Menteri Pendidikan dan Kebudayaan (Minister of

Education and Culture Regulation)

Permendiknas Peraturan Menteri Pendidikan Nasional (Minister of National

Education Regulation)

PET Professional English [EFL] Teachers

PGMI Pendidikan Guru Madrasah Ibtidaiyah (Primary Madrasah Teacher

Education)

PGRI Persatuan Guru Republik Indonesia (Association of Teachers of the

Republic of Indonesia)

PGSD Pendidikan Guru Sekolah Dasar (Primary School Teacher

Education)

PISA Program for International Student Assessment

PKG Pusat Kegiatan Guru (Teachers' Activity Centre)

PNS Pegawai Negeri Sipil (Civil Servant)

Portfolio Assessment* Penilaian Portofolio (Portfolio Assessment Program in PSG)

PP Peraturan Pemerintah (Government Regulation)

PPPTK Bahasa Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga

Kependidikan (Centre for Development and Empowerment of Language Teachers and Educational Personnel) [Alternatively

called P4TK Bahasa]

Pramuka Praja Muda Karana (Indonesian Scout Movement)

Pre-service Education* Program Pendidikan Profesi Guru bagi Guru Pra-Jabatan (Pre-

service Professional Teacher Education Program) in PSG

Pro* Professional competency [in SKAKG 2007]

PSG* Program Sertifikasi Guru (Teacher Certification Program)

PSPL Professional Standards Project Language

PTS Professional Teaching Standards
QCoT Queensland College of Teachers

QLD Queensland

QTS Qualified Teacher Status

RA Raudhatul Athfal (Islamic Kindergarten)

RCLCE Research Centre for Languages and Cultures Education [at the

University of South Australia]

RELO Regional English Language Office

RI-BTS Rhode Island Beginning Teacher Standards

RPP Rencana Pelaksanaan Pembelajaran (Lesson Plan)

RSA Royal Society of the Arts

RSBI Rintisan Sekolah Bertaraf Internasional (International Standards

School in Preparation)

S1 Strata Satu (Bachelor's Degree)
 S2 Strata Dua (Master's Degree)
 S3 Strata Tiga (Doctorate Degree)

S1/D4 Strata Satu or Four-Year Diploma (the minimum qualifications for

teachers as stipulated in UUGD 2005 and SKAKG 2007)

SA South Australia

SBI Sekolah Bertaraf Internasional (International Standards School)
SCENES Saskatchewan Council of Educators of Non-English Speakers

SCL Student-centred Learning
SCO Student Classroom Observation

SCOLAR Standing Committee on Language Education and Research

SD Sekolah Dasar (Primary School)

SDLB Sekolah Dasar Luar Biasa (Primary School for Special Education)

SESFLTA* Standards for ESL/EFL Teachers of Adults
SFLL Standards for Foreign Language Learning

SiMERR Science, ICT, and Mathematics Education for Rural and Regional

Australia [National Centre of; at the University of New England]

SKAKG 2007* Peraturan Menteri Pendidikan Nasional Nomor 16 Tahun 2007

tentang Standar Kualifikasi Akademik dan Kompetensi Guru (Minister of National Education Regulation No. 16 of the Year 2007 on Teachers' Academic Qualification and Competency Standards)

SKKN Standar Kompetensi Kerja Nasional (National Vocational

Competency Standards)

SKS Sistem Kredit Semester (Semester Credit System)
sks satuan kredit semester (semester credit unit)
SMA Sekolah Menengah Atas (Senior High School)

SMALB Sekolah Menengah Atas Luar Biasa (Senior High School for Special

Education)

SME Standards Movement in Education

SMK Sekolah Menengah Kejuruan (Vocational Senior High School)
SMKLB Sekolah Menengah Kejuruan Luar Biasa (Vocational Senior High

School for Special Education)

SMP Sekolah Menengah Pertama (Junior High School)

SMPLB Sekolah Menengah Pertama Luar Biasa (Junior High School for

Special Education)

SM3T Sarjana Mendidik di Daerah Terdepan, Terluar, dan Terbelakang

(Graduates Teaching in Border, Frontier, and Less-Developed

Areas)

Soc* Social competency [in *SKAKG 2007*]
S. Pd. Sarjana Pendidikan (Bachelor of Education)

SPG Sekolah Pendidikan Guru (Senior High School for Teacher

Education)

SRQ/SRQs Subsidiary research question(s)

SSRI State Secretariat of the Republic of Indonesia

STAIN Sekolah Tinggi Agama Islam Negeri (State School of Higher

Learning for Islamic Studies)

STELLA Standards for Teaching English Language and Literacy in Australia

STKIP Sekolah Tinggi Keguruan dan Ilmu Pendidikan (School of Higher

Learning for Teacher Education and Educational Studies)

STT Student-Talk Time

TAFE Technical and Further Education

TDA Teacher Development Agency for Schools
TEFL Teaching English as a Foreign Language

TEFLIN Teaching English as a Foreign Language in Indonesia (in reference

to the professional organisation)

Teflindo* Teaching of English as a Foreign Language in Indonesia (in

reference specifically to the profession)

TESL Teaching English as a Second Language

TESOL Teaching English to Speakers of Other Languages

TESOLANZ Teaching English to Speakers of Other Languages Aotearoa New

Zealand

TK Taman Kanak-kanak (Kindergarten)
TOEFL Test of English as a Foreign Language

TOEIC Test of English for International Communication
TQIACT Teacher Quality Institute Australian Capital Territory

Tr.* Translated (by the researcher)

TRBNT Teacher Registration Board of the Northern Territory
TRBSA Teacher Registration Board of South Australia
TRBT Teachers Registration Board of Tasmania

TTA Teacher Training Agency
TTT Teacher-Talk Time

TV Television

UAN Ujian Akhir Nasional (National Final Examinations)
UIN Universitas Islam Negeri (State Islamic University)

UK [The] United Kingdom

UM Universitas Negeri Malang (State University of Malang)
UN Ujian Nasional (National Examination), also called UAN

UNE University of New England

UNESCO United Nations Educational, Scientific, and Cultural Organisation

UNM Universitas Negeri Makassar (State University of Makassar)

UNP Universitas Negeri Padang (State University of Padang)

U.S. (or U.S.A.) [The] United States of America

UU Undang-undang (Law [of the Republic of Indonesia])

UUD 1945 Undang-undang Dasar 1945 (Year 1945 Constitution of the

Republic of Indonesia)

UUGD 2005* Undang-undang Nomor 14 Tahun 2005 tentang Guru dan Dosen

(Law No. 14 Year 2005 on Teachers and Lecturers)

UU Sisdiknas 1989* Undang-undang Nomor 2 Tahun 1989 tentang Sistem Pendidikan

Nasional (Law No. 2 Year 1989 on National Education System)

UU Sisdiknas 2003* Undang-undang Nomor 20 Tahun 2003 tentang Sistem Pendidikan

Nasional (Law No. 20 Year 2003 on National Education System)

VAKOG Visual, Auditory, Kinaesthetic, Olfactory, and Gustatory

VCD Video Compact Disc

VIC Victoria

VIT Victoria Institute of Teachers

WA Western Australia

WACOT Western Australia College of Teaching

CONVENTIONS

- Throughout the thesis, including the quotations from the interviews and focus groups, I used:
 - Italics for: (1) Indonesian or non-English words, phrases, terms, expressions, abbreviations, and acronyms; (2) emphasis in someone else's or my own statements, and (3) key terms at first mention only;
 - Bold for marking key terms used in one section to be explicated further in another;
 - Single quotes for: (1) enclosing quoted words or phrases within a statement enclosed by double quotes; (2) enclosing English translation of Indonesian words; and (3) directly quoting the respondents' words, phrases, or sentences from the extracts within the main text;
 - Double quotes for: (1) directly quoting someone else's work within the main text; (2) stating a specific term or concept from the literature and general/popular knowledge, or for the purpose of data analysis.
- 2. In presenting the extracts from the interviews and focus groups in this thesis I employed the symbols used in the following examples. Unlike the main text of the thesis which is typed in the Arial font size 10, the guotations are in the Times New Roman font size 10.5.
 - (Alya) for a respondent's pseudonym, which appears at the end of a quotation;
 - ... (three dots) for omitted or truncated single words or phrases in an extract;
 - (four dots) for an omitted or truncated sentence(s) in an extract;
 - (word) or (word) for added contextual information not uttered by the respondent;
 - [word] or [words] for: (1) added syntactic/grammatical elements (i.e. morphemes, words, phrases, clauses, sentences, punctuation marks) not uttered by the respondent, and (2) for utterances corrected due to the respondent's grammatical mistakes;
 - word or phrase-for a respondent's grammatical mistakes;
 - [Question] for researcher's question or comment, written in the Calibri font size 10;

- [L] for respondent's laughter;
- (Ayu*) for a statement translated fully from Indonesian to English;
- (Chaya**) for a statement made partially in Indonesian and English, whose Indonesian
 parts are translated into English;
- * (an asterisk) within the transcript for unintelligible utterances; and
- (*) (an enclosed asterisk) for a fully-translated extract or (**) (enclosed asterisks) for a
 partially translated extract without the pseudonym of the respondent. The pseudonym
 appears within the sentence that foregrounds the extract.
- 3. A number of references, particularly those issued by government or professional organisations, are relatively long and appear many times. Therefore, such references are cited by giving the full form and their abbreviations or acronyms at first mention then giving only the abbreviation or acronym thereafter. For example:
 - First mention: (Ministry of National Education of the Republic of Indonesia (MNERI),
 2006)
 - Afterwards: (MNERI, 2006).