

## *English Learning Policy in Indonesia: A Public Administration Perspective*

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### **Abstract**

This research aims to analyze various English language learning policies in Indonesia through the lens of public administration, recognizing the imperative of equipping future generations with the linguistic skills necessary to navigate an increasingly interconnected world. Employing a qualitative approach with document analysis techniques, the study scrutinizes various of documents including books, research articles, and curriculum documents. Findings reveal a consistent allocation of resources for foreign language learning in Indonesian curricula, spanning from the earliest iterations in the 1947 curriculum to the present-day emancipated curriculum (Merdeka Belajar). However, there is a discernible trend of diminishing emphasis on language education over time, despite the escalating demands of globalization for multilingual competencies. The discrepancy between the evolving demands of global citizenship and the static nature of language education within the dynamics of Indonesian public administration underscores the need for initiative-taking measures. Practical competencies, supported by participatory contributions from key stakeholders including government, teachers, curriculum developers, and provision of adequate facilities are essential to meet the evolving linguistic demands of an interconnected world. Such measures are pivotal in aligning government policies with the aspirations of the Indonesian nation, fostering intercultural competence, participatory engagement, and competitive public administration practices.

Keywords: Policy, English Education, Public Administration, Culture

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## 1. Introduction

Throughout history, English as a language that has become global has become essential for students to continue studying, both elementary school students and those at universities. Something that is not taboo is no longer a reason not to include English language learning in the curriculum. Additionally, it is evident in several nations that have adopted the practice of teaching English as a first language, also known as English as a Native Language (ENL), which is a language that infants learn from birth. First languages are also known as mother tongues, native tongues, or L1. Second languages, also known as English as a Second Language (ESL), denote the use of the language in a more formal setting, such as during instruction. Finally, a foreign language, also known as English as a Foreign Language (EFL), is a language that a person learns and speaks after acquiring their first and second languages. In everyday life, the phrase is not used.

This, of course, cannot be separated from the curriculum framework implemented in Indonesia. where the national school curriculum in Indonesia itself has changed on the following occasions: 1947, 1952, 1964, 1968, 1975, 1984, 1994, 1999, and 2004. Between 2006 and 2013. These modifications make sense given shifts in national and state society's political, sociocultural, and economic structures as well as in science and technology (*Pengembangan Kurikulum*, n.d.).

Then, in Indonesia itself, several curricula have been implemented since 1974 until the current curriculum, which is known as the Merdeka curriculum. This curriculum change did not happen suddenly but rather was the result of the thoughts of education experts who prioritize the presence of learning nuances that are always interesting and continue to innovate which are closely related to curriculum policy, pedagogical practices, and teaching and learning processes that involve the learner's perspective (Moore, 2012).

In addition, basic English language proficiency for middle and high school students in Indonesia has been prioritized as a means of acquiring the language and as a means of international communication. The goal of English lessons for SMP/MTs is to help students understand the significance of English in boosting the country's competitiveness in a global society. Globalization has been covered in the previous curriculum. This also holds true for other foreign language courses, such French and German.

This, however, is not entirely consistent with the speed at which technology is developing, which has eliminated national boundaries and created new avenues for international communication. This is well reflected in government policy in the 2013 curriculum. English language instruction has been curtailed in middle and high schools, and English language instruction hours have decreased, all of which go against the goal of producing a generation that can compete globally in the age of globalization.

According to Alfariy, 2020 , the government's motto is to master foreign languages, protect regional languages, and give priority to Indonesian. This demonstrates the value placed on foreign language proficiency, even though less hours are being spent learning English, which is seen to impede Indonesians from becoming global citizens. Naturally, there is an imbalance in this situation because there are less class hours despite the need for students to learn English language skills at all levels being stressed more.

Being able to communicate in another language is not sufficient to become a global citizen; one should also be required when it comes to facilities, human resources, and particularly local government regulations. If we look at it, the bureaucracy of the Indonesian government must promote English language education in order for it to be fulfilled. Thus, the purpose of this paper is to examine English education policies in Indonesia from the standpoint of public administration to create global citizens.

## **2. Literature Review**

### **2-1. English Language Education Policy in Indonesia**

#### **a. A Brief History of English Language Education Policy in Indonesia**

The Indonesian government has issued various policies related to English education since the independence era. Here are some important milestones (Ball, 1982):

- 1) Lesson Plan Curriculum 1947-1968: English is taught from elementary school with a focus on developing reading and writing skills.
- 2) 1975 Curriculum: Emphasis on developing communication skills in English.
- 3) 1984 Curriculum: The communicative approach began to be applied in English language learning.
- 4) 2003 Curriculum: English is a mandatory subject at all levels of education.
- 5) 2013 Curriculum: Emphasis on developing 21st-century skills, including the ability to communicate in English.
- 6) Independent Curriculum: Gives autonomy to schools to design a curriculum that is more appropriate to local needs, including English language learning (Nina Simmons-Mackie, 2004).

#### **b. Current English Language Education Policy**

The current English language education policy in Indonesia is regulated in several documents, including (Zein et al., 2020):

- 1) Law Number 20 of 2003 concerning the National Education System
- 2) Government Regulation Number 32 of 2013 concerning National Education Standards
- 3) Minister of Education and Culture Regulation Number 80 of 2013 concerning the Implementation of the 2013 Curriculum

Based on these documents, the main aim of English language education in Indonesia is to equip students with the ability to communicate in English effectively and efficiently for various purposes, both in academic and non-academic contexts.

#### **c. Challenges and Issues in English Language Education Policy**

Even though various efforts have been made to improve the quality of English education in Indonesia, there are still several challenges and issues that need to be considered, namely (Wambua et al., 2018):

- 1) Limited quality teachers: There are still many English teachers who do not have adequate qualifications and competencies.

- 2) Lack of facilities and infrastructure: Schools still lack facilities and infrastructure that support English language learning, such as textbooks, language laboratories, and internet access.
- 3) Less effective learning methods: Many English learning methods are still traditional and do not emphasize developing communication skills.
- 4) Lack of motivation to learn English: Many students still lack motivation to learn English.

English education in Indonesia has experienced significant development. However, there are still several challenges and issues that need to be addressed. With various appropriate solutions and recommendations, it is hoped that the quality of English education in Indonesia can continue to be improved.

## **2-2. Public Administration Perspective**

Bureaucracy has a close relationship with the implementation of the English curriculum in Indonesia, especially in terms of organizational structure, curriculum development and implementation processes, and human resource management. Here's the explanation (Streven, 1977):

### **a. Organizational Structure**

- 1) Ministry of Education, Culture, Research and Technology (Kemendikbudristek): Plays a role as a national English curriculum policy maker, including setting competency and graduate standards (SKL).
- 2) National Education Standards Agency (BSNP): Plays a role in developing the national English curriculum, including preparing the basic curriculum framework (KDK) and curriculum development guide (PKK).
- 3) Education Department: Plays a role in adapting the national English curriculum according to each regional context.
- 4) Schools: Play a role in implementing the English language curriculum at the local level, including preparing school curricula (KKS) and lesson plans (RPP).

This clear and structured organizational structure is important to ensure the smooth process of developing and implementing the English language curriculum in Indonesia.

### **b. Curriculum Development and Implementation**

- 1) Bureaucratic approach: The development and implementation of the English language curriculum in Indonesia still follows a bureaucratic approach, where the Ministry of Education and Culture has a major role in determining the direction and content of the curriculum.
- 2) Limited participation: The participation of other stakeholders, such as teachers, schools, and the community, in the development and implementation of the English curriculum is still relatively limited.
- 3) Standardization: The national English curriculum has competency and graduate standards (SKL) that must be achieved by all students in Indonesia.
- 4) Evaluation: Evaluation of the implementation of the English curriculum is carried out periodically to ensure its effectiveness (Satori et al., 2013).

This bureaucratic approach has advantages and disadvantages. The advantage is ensuring uniformity and consistency of curriculum implementation throughout Indonesia. The downside is a lack of flexibility and responsiveness to local needs and context.

### **c. Human Resources Management**

- 1) English teachers: The quality of English teachers is a key factor in the successful implementation of the English curriculum.
- 2) Teacher training: The government needs to conduct regular training of English teachers to improve their competence and professionalism.
- 3) Professionalism development: English teachers need to continue to develop their professionalism through various activities, such as seminars, workshops, and conferences (Eret;).

Effective human resource management is essential to ensure the smooth implementation of the English language curriculum in Indonesia.

Therefore, the theory of bureaucracy by Max Weber defines bureaucracy as an organization that has characteristics based on six elements, namely:

- 1) Division of Labor and Specialization: A clear and structured division of labor, with everyone having specific roles and responsibilities.
- 2) Hierarchy of Authority: A clear hierarchical structure, with different levels of authority at each level of the organization.
- 3) Formal Rules and Procedures: Formal rules and procedures that govern all aspects of work, ensuring consistency and predictability.
- 4) Impersonality: Decisions and actions are based on objective rules and regulations, not on personal relationships.
- 5) Meritocratic Recruitment: Recruitment and promotion are based on qualifications and merit, not personal connections.
- 6) Career Orientation: Bureaucrats are expected to be professional and committed to a long-term career in the organization (Sager & Rosser, 2021).

The six components outlined in Weber, 2023) theory are crucial to the way Indonesia's English curriculum is put into practice. The regulations are quite strict and unbending. Furthermore, laws and regulations are overemphasized. Informal groupings are viewed as irrelevant and disregarded. In actuality, most commercial organizations nowadays heavily rely on informal gatherings. Bureaucracy typically requires a large amount of paperwork, which is inefficient in terms of time, money, and effort. The decision-making process is frequently needlessly delayed by rules and procedures. Business organizations need to make decisions quickly and be flexible with their procedures, yet government organizations could benefit from having a bureaucratic framework. Bureaucratic systems are therefore inappropriate for corporate groups. Although employee technical qualifications are an important aspect of promotion, bureaucratic organizations often do not consider the commitment and dedication of English teachers.

## **3. Methodology**

Employing a qualitative approach with document analysis techniques, the study scrutinizes a range of documents, including books, research articles, and curriculum documents.

## **4. Discussion**

### **Lesson Plan Curriculum 1947-1968**

The curriculum for lesson plans in Indonesia from 1947 to 1968 was shaped by the complex interplay of sociopolitical factors and the legacy of colonial powers. The Dutch colonial era left a lasting impact on the educational landscape, with two distinct systems emerging—one Islamic and one Dutch. The Dutch system was characterized by strict policies and a class divide, providing separate education to different groups. Despite these challenges, the government worked to create a curriculum that was relevant and responsive to the changing times. The "Lesson Plan" curriculum, introduced in 1948, continued to evolve until 1968, reflecting the country's transition to the New Order era. This period saw significant changes in educational policy and practice, laying the groundwork for future developments in Indonesian education.

#### ***1964 Education Plan Curriculum***

During President Soekarno's final years in office, the 1964 Curriculum or Education Plan was developed, replacing the previous curriculum and introducing the concept of dynamic, imaginative, and productive learning. This curriculum emphasized fostering creativity, taste, initiative, hard work, and morals through five study groups: moral, intellectual, emotional/artistic, personality (skills), and physical development. Basic education focuses on increasing knowledge and providing hands-on, developmentally appropriate activities. The approach to learning was implemented through directed cooperation, and Saturday was declared a holiday to allow students to engage in activities related to their interests, including sports, games, the arts, and culture.

#### ***1968 Curriculum***

The 1968 curriculum was designed to foster the Pancasila spirit, basic knowledge, and specialized skills, aligning with the principles of the 1945 Constitution. The primary objectives were to enhance students' intelligence, physical fitness, morality, and religious convictions, developing them into authentic, strong, and physically fit Pancasila individuals. The curriculum emphasized equal importance on intellectual and skill development, physical well-being, and strength. It was perceived as political in origin, replacing the 1964 plan, which was seen as a remnant of the Old Order. The ultimate goal was to create genuine Pancasila people, achieved through an organizational approach featuring Pancasila growth groups, foundational knowledge, and specialized skills.

#### ***1975 Curriculum***

The 1975 curriculum in Indonesia was a centralized and goal-oriented educational framework that aimed to enhance the quality of education and align it with national development goals. It emphasized the use of the Instructional System Development Procedure (PPSI) and was influenced by behavioral psychology. However, the curriculum faced criticisms for its rigidity and lack of flexibility, making it challenging to adapt to local needs and circumstances.

### ***1984 Curriculum***

Curriculum revisions were required because, by 1983, the requirements of science, technology, and society for education in the 1975 curriculum were judged to be out of date. It appears that the 1975 curriculum was revised or improved upon in the 1984 curriculum. The curriculum from 1984 includes the following elements:

- a. Focused on learning objectives. Based on the idea that educational opportunities for pupils in the extremely short amount of time, they have in school must be genuinely useful and efficient. As a result, defining the objectives for students to meet must come before selecting or deciding on instructional resources.
- b. Active student learning (CBSA), a student-centered teaching methodology, is used. To maximize learning chances for students in the cognitive, affective, and psychomotor domains, CBSA is an instructional technique that offers opportunities for students to be actively involved physically, mentally, intellectually, and emotionally.
- c. A spiral technique is used to bundle the lesson materials. Depending on the depth and scope of the subject area, teaching materials are packaged using the spiral method. The depth and breadth of the topic matter increases with class and school level.
- d. Prior to receiving instruction, instill understanding. Understanding must be the foundation of the concepts that pupils acquire, and practice should follow comprehension. They are utilized to help students understand the concepts they are studying, which supports the perception of teaching aids as media.

In the context of studying English, the communicative approach is beginning to be used.

### ***1994 Curriculum***

The division of lesson stages in schools follows a quarterly schedule and is focused on popular lesson material or topics, which entails using a single curriculum system for all Indonesian pupils. This curriculum includes a core curriculum so that different regions can create their curricula tailored to the community's needs. Teachers should then select and apply instructional tactics that actively engage students in their learning on a mental, physical, and social level. Teachers can engage students by posing questions that encourage research and convergent-divergent solutions, which are open-ended and allow for multiple alternative answers. As a result, English is now required coursework at all educational levels.

### ***Competency-Based Curriculum (KBK) 2004***

The 2004 curriculum, also known as the Competency-Based Curriculum (KBK), was developed in response to calls for reform from various laws and decrees, including those related to regional government, government power, and national education policy. Under the KBK, the learning process is now seen as the domain of teacher authority, and the focus is on ensuring that students acquire the necessary competencies at a particular level. Competence is defined as a combination of values, attitudes, knowledge, and abilities demonstrated through thought and behavior patterns. Competencies are composed of several components, including knowledge, comprehension, abilities, values, attitude, and interest. Students are expected to develop these aspects to comprehend, master, and apply what they learn in their daily lives. The competencies are categorized into several types, including:

- 1) Academic competencies: Knowledge and skills in problem-solving.
- 2) Occupational competencies: Readiness and ability to adapt to the world of work.

- 3) Cultural competencies: Adaptation to the environment and culture of Indonesian society.
- 4) Standard competencies: Possessed after studying one subject.
- 5) Basic competencies: Possessed after completing one topic or concept.
- 6) Temporal competencies: Using fundamental skills possessed by students.

These categories help structure the competencies and ensure that students develop the necessary skills and knowledge.

With several advantages of KBK compared to the 1994 curriculum, namely:

- 1) KBK prioritizes mastery of the material results and competencies of the UNESCO learning paradigm: learning to know, learning to do, learning to live together, and learning to be.
- 2) The syllabus determines uniformly the role of teachers and students in the learning process, the syllabus is the authority of the teacher.
- 3) The number of study hours is 40 hours per week and 32 hours per week, but the number of subjects cannot be reduced.
- 4) Process skills learning methods by creating active, creative, effective, and fun learning (PAKEM) and Center, Teaching, Learning (CTL) learning methods.
- 5) 2006 Education Unit Level Curriculum (KTSP).

Every Indonesian education unit creates and uses the Education Unit Level Curriculum (KTSP), which is an operational curriculum for instruction. Law Number 20 of 2003 about the National Education System and Government Regulation Number 19 of 2005 concerning National Education Standards impose legal requirements on KTSP. Schools started preparing for the KTSP in the 2007–2008 school year by using the KTSP Development Guide published by BSNP, as well as the Content Standards (SI) and Graduate Competency Standards (SKL) for primary and secondary education, which were issued through Minister of National Education Regulations Number 22 of 2006 and Number 23 of 2006, respectively.

Though KTSP is developed by the school to meet its needs, it is fundamentally an integral part of SI. The curriculum structure and content at the educational unit level, educational objectives at the educational unit level, educational calendar, and syllabus make up KTSP. The Minister of National Education Regulation Number 24 of 2006 about the Implementation of SI and SKL is referred to as the KTSP implementation.

According to Minister of National Education Regulation number 22 of 2006, which was cited by Mulyasa, the following guidelines should be followed for creating KTSP:

- 1) Emphasizes the needs, growth, and potential of pupils as well as their surroundings. Curriculum development is based on the idea that students are essential to the educational process for them to become competent, virtuous, and democratic citizens. As such, it must be tailored to the requirements, development, and potential of each student as well.
- 2) Integrated and varied. The curriculum is created considering the diversity of the student body as well as local circumstances, without making any distinctions based on a student's gender, socioeconomic background, race, or religion. The curriculum covers local material, integrated self-development, and the essential curriculum content components.
- 3) Aware of advancements in the arts, sciences, and technology. The understanding that science, technology, and the arts all evolve dynamically informs the curriculum.



## ***2013 Curriculum***

The 2013 Curriculum's main components are its thematic integration and simplicity. The goal of the 2013 curriculum is to create a generation that is equipped to confront the future. Because future developments are anticipated in the framework of the program.

After being given the learning content, the focus is on encouraging pupils to be able to notice, inquire, reason, and present what they have learned. The 2013 curriculum was structured and refined with an emphasis on natural, social, artistic, and cultural phenomena through the learning objects.

It is anticipated that our pupils will have significantly improved attitudes, abilities, and knowledge competencies because of this method. They will be more imaginative, inventive, and productive to eventually successfully navigate a variety of issues and obstacles as they reach a better future.

As required by Law 20 of 2003 concerning the National Education System in the explanation of article 35, where Graduate competency is a qualification of graduate abilities includes attitudes, knowledge, and skills in accordance by agreed national standards, the preparation of the 2013 curriculum is part of continuing the development of the Competency-Based Curriculum (KBK), which was initiated in 2004 and covers attitude, knowledge, and skill competencies in an integrated manner. This talk is a component of the 2013 Curriculum public test, which aims to get community feedback and perspectives.

Emphasis on developing 21st-century skills, including the ability to communicate in English.

## ***Independent Curriculum (Kurikulum Merdeka)***

The Independent Curriculum in Indonesia aims to revolutionize traditional learning methods by granting students more autonomy in their education. This curriculum emphasizes the development of 21st-century skills, fostering independence in learning, and catering to individual student needs. Its flexibility allows students to choose their subjects, learning rhythms, and methods, actively engaging them in the learning process and promoting the development of creative, critical, collaborative, and communicative skills. Additionally, the curriculum emphasizes the use of ICT as a learning support tool, enhancing student access to diverse learning resources, increasing engagement, and facilitating collaboration between students and teachers.

Citations, or reference sources that support the implementation of the Independent Curriculum, may include:

- 1) **Regulations:** The government can issue regulations detailing the objectives, principles, and strategies for implementing the Independent Curriculum.
- 2) **Research and studies:** Academic research can provide insights into the effectiveness, challenges, and benefits of the Independent Curriculum.
- 3) **Training materials:** Training materials and guidance can be developed for teachers, principals, and other educational staff to understand the concepts, methodology, and learning strategies of the Merdeka Curriculum.
- 4) **Best practices and examples:** Successful implementation of the Independent Curriculum by schools or educational institutions can serve as examples and inspiration for others.

- 5) **Collaboration with partners:** Organizations, universities, research institutions, or international educational institutions can provide support and resources, facilitating the exchange of knowledge, training, and experience to improve understanding and implementation of the Merdeka Curriculum.

Merdeka Curriculum is currently in the development and experimental stages in several schools in Indonesia, and the sources mentioned may not be fully available or published. For the latest information about the Independent Curriculum, it is recommended to refer to official sources such as the Ministry of Education and Culture of the Republic of Indonesia. In summary, giving autonomy to schools to design a curriculum that is more appropriate to local needs, including English language learning, is a key aspect of the Merdeka Curriculum.

### **Analysis of English Language Education Policy in Indonesia**

Based on the public administration theories above, English language education policy in Indonesia can be analyzed from several aspects, namely:

- 1) **Policy Making Process:** English education policy in Indonesia is generally made top-down, with the Ministry of Education and Culture as the main policy maker. The participation of other stakeholders, such as teachers, schools, and the community, in the policy-making process is still relatively limited.
- 2) **Policy Implementation:** Various entities, including the national and local governments as well as educational institutions, are responsible for carrying out Indonesia's English language education policy. Careful consideration must be given to factors that affect policy implementation success, such as stakeholder support, teacher competency, and resource availability.
- 3) **Policy Evaluation:** Evaluation of English language education policies in Indonesia needs to be carried out periodically to ensure their effectiveness. The evaluation must involve various parties and use various methods to obtain comprehensive results.

### **Challenges and Recommendations**

Some of the challenges faced in implementing English language education policies in Indonesia include:

- 1) **Resource gap:** The resource gap between schools in developed areas and underdeveloped areas is still quite large.
- 2) **Lack of qualified English teachers:** There are still many schools that lack qualified English teachers.
- 3) **Lack of support from stakeholders:** Support from parents, the community, and the private sector for English language education still needs to be improved.

Based on these challenges, several recommendations to increase the effectiveness of English language education policies in Indonesia include:

- 1) **Increase budget allocation for English language education:** The government needs to increase budget allocation for English language education, especially to provide adequate resources for schools in disadvantaged areas.
- 2) **Conduct ongoing English teacher training:** The government needs to conduct ongoing English teacher training to improve their competency.
- 3) **Increase stakeholder participation:** The government needs to increase stakeholder participation in the process of creating, implementing, and evaluating English language education policies.

## **5. Conclusion**

English language education policy in Indonesia needs to be analyzed from a public administration perspective to understand how the policy is created, implemented, and evaluated. By applying various public administration theories appropriately, it is hoped that the English language education policy in Indonesia can become more effective and achieve its goal of improving the English language competence of the Indonesian people.

## **Solutions and Recommendations**

To overcome these challenges and issues, various solutions and recommendations are needed, including:

- 1) Improving the quality of English teachers: It is necessary to carry out training and professional development of English teachers on an ongoing basis.
- 2) Increasing facilities and infrastructure: The government needs to allocate greater funds to provide English language learning facilities and infrastructure.
- 3) Developing effective learning methods: It is necessary to implement English learning methods that are more communicative and student-centered.
- 4) Increasing motivation to learn English: Various efforts need to be made to increase students' motivation to learn English, such as holding English language competitions, cultural festivals, and student exchange programs.

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