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Modalitas dalam Bahasa Serawai (Gumono)

The Outstanding of a Discourse Analysis In Interpretating
Advertisement and Satiric Discourse (Aan Erlyana Fardhani)

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Pictures at SLTPN 3 Jember (Siti Sundari)

Penggunaan Bahasa Indonesia dalam Kitab Undang-undang
Hukum (Muji)

Knowing and Understanding Interferences in Translation
(Erfan)

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(Budi Setyono)

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Pemberdayaan Budaya Lokal (Arief Rijadi)

Meningkatkan Efektifitas Alat Penilaian Kemampuan Guru
(APKG II) dengan Uji Coba Lapangan Pada Bidang Studi
Bahasa Dan Sastra Indonesia (Rahayu)

The Analysis of Morpheme Using SOC and TLU
(Musli Ariani)

An Analysis of The 1994 EFL Curriculum for Indonesian
Senior High Schools (I Putu Sukmaantara)

Pembelajaran Bahasa Indonesia untuk Penutur Asing : Sebuah
Perspektif Umum (Sukatman)

PENERBIT
JURUSAN PENDIDIKAN BAHASA DAN SENI
FAKULTAS KEGURUAN DAN ILMU PENDIDIKAN
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PENGANTAR REDAKSI

Puji syukur dipanjatkan ke hadirat Tuhan Yang Mahaesa yang telah memberikan rahmat dan hidayah-Nya, sehingga penerbitan volume tiga jurnal ilmiah *Lingua Franca* dapat terlaksana dengan lancar.

Pada edisi ini, *Lingua Franca* berisi artikel linguistik terapan dan pembelajaran bahasa dan sastra. Artikel linguistik terapan berisi tentang hasil penelitian tindakan kelas dan penerapan teori. Artikel pembelajaran bahasa dan sastra berisi tentang hasil analisis kritis.

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Pada edisi ini masih terdapat kekurangan. Untuk itu, dewan redaksi mengharapkan saran dan kritik bagi kemajuan *Lingua Franca* pada edisi selanjutnya.

Jember, Juni 2002
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JEMBER

Lingua Franca

Jurnal Ilmiah Bahasa, Sastra, dan Pembelajarannya

Modalitas dalam Bahasa Serawai (<i>Gumono</i>)	1 – 14
The Outstanding of a Discourse Analysis in Interpre-tating Advertisement and Satiric Discourse (<i>Aan Eryana Fardhani</i>)	15 – 22
Improving The Second Year Students' Writing Skill Trough Pictures at SLTPN 3 Jember (<i>Siti Sundari</i>)	23 – 32
Penggunaan Bahasa Indonesia dalam Kitab Undang-undang Hukum (<i>Muji</i>)	33 – 38
Knowing and Understanding Interferences in Translation (<i>Erfan</i>)	39 – 45
A Cross-Cultural Analysis of Discourse Structure in Narrative (<i>Budi Setyono</i>)	46 – 50
Pengembangan Bahan Pengajaran Sastra Melalui Pemberdayaan Budaya Lokal (<i>Arief Rijadi</i>)	51 – 58
Meningkatkan efektivitas Alat Penilaian Kemampuan Guru (APKG II) dengan Uji Coba Lapangan pada Bidang Studi Bahasa dan Sastra Indonesia (<i>Rahayu</i>)	59 – 63
The Analysis of Morpheme Using SOC and TLU (<i>Musli Ariani</i>)	64 – 70
An Analysis of The 1994 EFL Curricuim for Indonesian Senior High Schools (<i>I Putu Sukmaantara</i>)	71 – 83
Pembelajaran Bahasa Indonesia untuk Penutur Asing: Sebuah Perspektif Umum (<i>Sukatman</i>)	84 – 92

AN ANALYSIS OF THE 1994 EFL CURRICULUM FOR INDONESIAN SENIOR HIGH SCHOOLS

I Putu Sukmaantara*

Abstract: This essay is concerned primarily with the 1994 EFL Curriculum for Public Senior High Schools in Indonesia. It sets out to analyse the materials and teaching programs and to find out some possible constraints that may be faced in its implementation throughout Indonesia. The analysis is based on an assumption that for a country like Indonesia, where cultural and social economic diversity is very obvious, the curriculum for EFL must be flexible so that it can be adapted or modified according to local situations and conditions. On the other hand, teaching materials in the 1994 EFL curriculum are provided in a teacher-proof list containing a set of themes that must be taught to students regardless of where they live.

Besides the analysis, this article also takes a brief look at the history of English as a foreign language (EFL) in Indonesia, as well as a discussion of the 1994 EFL Curriculum for Public Senior High Schools in Indonesia, which covers the rationale, the materials, and the teaching programs. The analysis of the materials and the teaching programs is preceded by a brief summary of the Indonesian educational diversity. Some possible constraints on the implementation of the 1994 Curriculum and some alternatives to solve the problems are also presented before the conclusion and some suggestions that might improve the quality of the 1994 Curriculum itself.

Keywords: the 1994 EFL Curriculum, teaching materials, teaching program

Developing a language curriculum in Indonesia is a very complex process. According to Thomas (1968:279; 1991:202), this complexity is caused by the country's geography, "cultural diversity, governmental structure, and educational history". Thomas estimates that Indonesia has "perhaps the most complex pattern of languages of any nation in the world" (1968:279). It is a fact that Indonesia has many indigenous languages and a variety of cultural backgrounds. Nababan (1982:6) claims that there are more than 400 local languages in Indonesia, while Thomas (1991:202) reports that there are more than 350. Alisjahbana (1990:315-315) even claims that there are more than 500 different languages, spoken among the one hundred and seventy million people all over the country (Britton et al. 1990:339).

In order to preserve local languages, to maintain the unity of Indonesia, and at the same time to enhance the relationships with other countries, according to Nababan (1982:11-12), the Indonesian Government classifies the languages spoken in Indonesia into three categories.

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The first category is Bahasa Indonesia, which is the national language. It is used as the only official language, as the medium of instruction in education and administration, as a means of communication in telecommunication, as a medium of transaction in business and commerce, as well as being a symbol of national pride and identity. The language also enables people from every part of the country to communicate with one another regardless of their mother tongues and ethnic groups.

The second category is local languages that are preserved as a part of the Indonesian living culture. This practically results in everybody in Indonesia being bilingual, with people speaking a local language as a mother tongue and Bahasa Indonesia as the national language (Nababan, 1982:10). However, more and more people now speak Bahasa Indonesia as their mother tongue, especially in big towns and cities.

The third category is foreign languages, among which English is the most important one. Concerning its importance, Nababan (1982: 9) states:

"It was chosen by the Government as the language of wider communication at the beginning of Independence, and has since occupied a special position in the country as the only compulsory foreign language subject in the public schools"

In addition to this, Noss (1984:13) states that English was declared officially as the most important foreign language in the Directive of the Minister of Education and Culture No. 096/1967, which sets out and the objectives of the teaching of English as follows:

1. to enable the student to read books and other library materials;
2. to understand lectures delivered by English-speaking lecturers;
3. to take notes;
4. to communicate orally with English-speaking people.

(Noss, 1984:13).

Alisjahbana (1990: 317) further states that English language has become "the concern and interest of the whole world". It has been taught as the first obligatory foreign language in Indonesia from the very beginning of its independence.

RESEARCH METHOD

This study is a document analysis. The data of this essay is the Appendix 2 of the Decree of the Minister of Education and Culture of Republic of Indonesia No. 061/U/1993, dated 25 February 1993, on the 1994 EFL Curriculum for Public Senior High Schools. The curriculum also includes the Teaching Programs Guidelines (*Garis-Garis Besar Program Pengajaran* / GBPP).

There are two main parts of the 1994 EFL Curriculum that will be analysed, the materials and the teaching programs. The first task is to analyse the cultural aspects of the materials and whether they are applicable in all parts of Indonesia. The availability of the teaching materials or other resources that can be referred to as teaching materials will also be included. The second task is to analyse the teaching programs and the teaching learning activities, and whether every teacher in the country can apply them.

RESULTS AND DISCUSSION

Factors Influencing EFL Curriculum Development in Indonesia

EFL Curriculum in Indonesia has a long history. Thomas (1968: 282-287) argues that there are three historical factors that have had the greatest influence on the EFL curriculum development in the country. These are political trends, economic trends, and educational expansion.

The first factor has a strong relationship with Indonesia's political movement in the early 1960's, when English was viewed as the language of imperialism (p. 284). At that time, the relationship between Indonesia and English-speaking countries, especially the United States, was at the worst. As a result, the English language was considerably neglected and negatively treated. However, since 1967, the new Indonesian government has realised the importance of reestablishing friendly relationship with the English-speaking countries, and this has consequently resulted in an enthusiastic and warm atmosphere in the teaching and learning of English in the schools.

The second factor is related to the Indonesian government's inability to finance the educational sector because of very high inflation (Thomas, 1968: 285). Indonesia being, in the 1960's, the country with the highest foreign debt (Sutton in Thomas (1968: 285)), the government was forced to publish English language texts that many students could not afford. Moreover, there were no funds to send English language experts around the country to introduce 'new instructional methods'. This, according to Thomas (1968), was the most serious problem faced by the English language program. However, such problems were solved under the new government, after certain English-speaking countries, especially the United States, financially supported the program.

The third factor relates to prolonged colonialism in Indonesia. Under the Dutch government, there were only limited opportunities for schooling for the native Indonesian (Thomas, 1968: 286). Since independence on 17 August 1945, the 1945 Constitution has given an equal chance for every child to obtain compulsory education.

In relation to compulsory education, English as a foreign language has been taught as a required subject at secondary school level (three-year course for both Junior High School and Senior High School). In its development, the United States government, through its Technical Cooperation Administration (TCA), financially supported Indonesia by sending several language experts, supplying English language laboratory equipment, and two thousand books (Thomas, 1968: 291-292). The Ford Foundation also gave financial support.

Some Changes in EFL Curriculum in Indonesia

As a compulsory subject, English has been taught based on a national curriculum aiming ideally at providing the same or equal English lessons for every student throughout Indonesia. Change in curriculum seems to have been inevitable to cope with the massive development of science and technology as well as the significant improvement in relationship between the country and the world, especially the English-speaking countries.

There was the "Old Version of EFL Curriculum" (Tjokrosujoso, 1993: 4) that provided structure and textbook-oriented materials, and Grammar-Translation

based teaching methodology. The "New Version of EFL Curriculum", according to Tjokrosujoso, includes the 1975, the 1984, and the 1994 EFL Curriculums. The 1975 EFL Curriculum was focused on reading comprehension and suggested eclectic methods in the teaching and learning process, while the Communicative Approach was first introduced in the 1984 EFL Curriculum and continued to be used in the 1994 Curriculum, with the necessary adjustment to local contexts.

In Indonesia, the Communicative Approach was implemented for the first time through the *PKG (Pemanjapan Kerja Guru / Strengthening of the Work of Teachers)* Project, started in 1985 (Tomlinson, 1990: 25). The project has been supported by the World Bank and UNDP, and administered by the Directorate of Secondary and General Education of the Department of Education and Culture. It is conducted to improve the quality of English teachers for secondary schools which in turn will increase students' ability in using English for communication. It is also intended to balance the top-down policy through teachers' participation in designing teaching materials and improving teaching techniques. As was noted earlier, the materials provided and teaching techniques suggested in the curriculum did not give chance for the students to perform optimally in the classroom, not to speak to use the language for communication. In addition, Tomlinson (1990) states:

"Lessons involved a teacher-centred mixture of audiolingual, structural, and grammar-translation techniques, often directed at teaching students about the language. The result was that after six years of learning about English most students could not use the language at all to achieve communication (p. 26)"

In the *PKG Project*, teachers' participation is considered to be essential to get inputs concerning local needs and, especially, local culture and value so that the ELT advisers or consultants in the project can take them into account. Participation, according to Harrison (1987) (cited in Stephenson, 1994:226) has been the key to success in projects involving foreign aid. In Indonesian contexts, local participation in ELT projects is essential in avoiding blame as "radical, subversive, and even neo-colonial" (Tomlinson, 1993:33). It is also essential in avoiding "tissue rejection", where the host country, for example, rejects innovation from ELT Project managers, because it does not become "an integral part of the host institution" (Holliday, 1992:403).

The 1994 EFL Curriculum

Rationale

Language is basically used as a means of communication, of expressing ideas, opinions, and feelings (Depdikbud, 1993b:1), and English is the first and the most important foreign language to be taught in the public schools in Indonesia (Nababan, 1982:9). It is taught basically to cope with the massive development of science and technology and to develop mutual relationships with other countries (Depdikbud, 1993a:132; 1993b:1). More specifically, English is taught as a compulsory subject at secondary schools and aims at helping students to develop themselves in the development of science, technology, culture, and arts (Indonesia, 1993b:1). By studying English, they are expected to grow as intellectuals and skilful citizens with "Depdikbudn personality" and are more prepared to take part in national development.

The 1994 EFL Curriculum, which has been designed to replace the former 1984 EFL Curriculum, is expected to be able to help students, teachers, and educational administrators in increasing the quality of the teaching of English throughout Indonesia. The 1994 Curriculum has implemented since the academic year of 1994/1995 starting in July 1994 (Depdikbud, 1993a:113).

As a decree of the Ministry of Education and Culture at the very top level, the 1994 EFL Curriculum must be implemented thoroughly (Depdikbud, 1993a:113), and teachers must teach their students the materials provided in the list of themes, regardless of the local situations, conditions, facility and resources available. The main aim of this implementation is to give equal chance to every student in the country in learning English that is then expected to lead to equal acquisition of knowledge. The equality of obtaining education has been thought of as one of the most crucial aspects of the Indonesia's national development. Practically, however, the 1994 EFL Curriculum provides flexibility for the teachers to develop their own teaching materials and to decide appropriate teaching and learning activities, as long as they are relevant to the given themes (Depdikbud, 1993b: i). This flexibility must be in accordance with the directives of the Department of Education and Culture at the provincial level (Depdikbud, 1993a:113).

Teaching Materials

As was discussed earlier, the teaching materials provided in the 1994 EFL Curriculum are in a list of themes. Each theme may consist of several topics, and teachers may add or eliminate certain topics as long as they are relevant. The themes (in italics, in translation) are:

Education

- a. public schools
- b. vocational schools
- c. informal education
- d. science competition
- e. distance education
- f. scholarships

Family life

- a. occupations
- b. family welfare
- c. family planning
- d. natality/mortality
- e. marriage

Environment cleanliness

- a. home cleanliness
- b. rubbish bin
- c. clean water

Pollution

- a. water pollution
- b. air pollution
- c. sound pollution
- d. industrial waste

<i>Clothes</i>	<ul style="list-style-type: none"> a. buying clothes b. convection c. personal grooming d. model e. materials/fabrics
<i>Tourism</i>	<ul style="list-style-type: none"> a. tourism industry (hotels, tourism spots) b. entertainment c. travel bureau d. tourism promotion e. souvenirs
<i>Health</i>	<ul style="list-style-type: none"> a. sports b. physical fitness c. health care d. health food e. health drink f. cleanliness g. health insurance
<i>Astronomy</i>	<ul style="list-style-type: none"> a. space and space objects b. ozone c. galaxy
<i>Sports</i>	<ul style="list-style-type: none"> a. national competition b. regional competition c. international competition d. sports for health e. Olympic games f. history of sportsmanship g. well-known sportsmen and athletes.
<i>Mass media</i>	<ul style="list-style-type: none"> a. newspaper b. magazine c. television d. radio

(Source: Depdikbud, 1993b:11-12).

The above themes must be taught in the first year of Senior High School (Year 10). Teachers are responsible for teaching all these themes within one academic year, four sessions a week (each session lasts for 45 minutes) (Depdikbud 1993a:138; 1993b:5).

Teaching Programs

The 1994 EFL Curriculum claims that its teaching programs are basically based on the Communicative Approach (Depdikbud, 1993b:1) with the following underlying assumptions (in translation):

- a) Language functions as a means of communication through structure (grammar and vocabulary);

- b) Communication is dependent linguistically, and culturally and must be supported by cross-cultural understanding;
- c) Communicating the same message can be done through different utterances, either in spoken or written form. An utterance may have some different meanings, depending on contexts.
- d) Learning a foreign language is learning to communicate in that language as a target language, in spoken or in written form;
- e) Students' motivation is thought of as the most important factor in their success in learning. Level of motivation may depend on whether or not the teaching materials are meaningful, and whether or not the teaching and learning process is communicative;
- f) Teaching materials will be meaningful and the teaching and learning process will be communicative when they are based on students needs which in turn relate to their experience, interests, value and expected future life;
- g) Students are the subject in the teaching and learning process and, therefore, their needs and characteristics must be taken into account in all aspects of the teaching and learning process;
- h) Teachers act as facilitator in helping their students to learn. (Depdikbud, 1993b:2).

The teaching guidelines are based on a "variable-focus model" (Depdikbud, 1993b:3), where teachers are expected to be able to work more flexibly. Firstly, among the four basic language skills (reading, listening, speaking and writing), reading is given the highest priority. However, students with difficulties in other skills may have special attention, and teachers may give more emphasis to those skills. Secondly, the themes listed in the curriculum may be sequenced according to the level of urgency (from the most urgent to the least), level of scope (from the narrowest to the broadest), and level of difficulty (from the easiest to the most difficult). Each theme is then developed into several further topics, and the teachers must be sure that the topics they will develop are suitable to the students needs and interests so that they can enhance their knowledge, technology and arts, in pushing them to grow as citizens with Indonesian personality and developing relationship with others. Thirdly, there is no reference given to the teachers concerning what books are available or can be referred to as the sources of teaching materials. In developing the teaching materials, the teachers are expected to be creative in selecting from whatever resources available as well as sequencing them in an appropriate order. It is also the teachers' own responsibility to choose appropriate activities for teaching and learning process.

Since examinations are always administered regionally, and nationally in the last year of each school level, English teachers from a particular region or province are expected to conduct regular meetings where they can decide the materials as well as their sequence. Evaluation of the teaching materials and teaching learning process can also be done in these meetings.

Analysis of the 1994 EFL Curriculum *Educational Diversity in Indonesia*

Indonesia is officially united behind the slogan 'Unity in Diversity' (Nababan, 1982:6; Vreeland, 1983:46). This means that Indonesia is a unified country regardless of its diversity in local languages, ethnic groups, cultural and

religious backgrounds. These diverse backgrounds have had great influence on educational development (Vreeland, 1983:110) and make it difficult to develop educational curricula that can be implemented nationally (Thomas, 1991:202). On the other hand, in order to build every region or province of the country equally, Indonesia requires a national policy in dealing with the educational development. According to Thomas, 1991:202-3), this has a strong relationship with the founders of the nation's ambition at the beginning of the independence to provide free compulsory education after being a Dutch and then a Japanese colony for a very long time. In addition, Alisjahbana (1990) states that a unified educational system is very important to give equal chance for every Indonesian to receive equal education (p. 316), after being freed from the Dutch "*divide-et-impera*", during which good education could be obtained by only a small number of Indonesian, particularly those who worked for the Dutch (p. 320).

Concerning English as the first foreign language required at the junior and senior high schools, Alisjahbana (1990:321) acknowledges that it is very difficult to organise the teaching of English because Indonesia does not have "the atmosphere and tradition of the English language and culture". Indonesia, according to him, is different from Malaysia and Singapore, which were once English colonies, or the Philippines, which is an ex-American colony. Indonesia has the least experience and expertise in English, compared with the other subjects for high school students. Concerning this, Alisjahbana (1990:320) states:

"After three years at the junior high school and three years at the senior high school of learning of English, the reading and writing in English of the Indonesian students entering university is very poor. Who is to blame?"

With regard to the effort that has been made by the Indonesian government, the above illustration clearly indicates that the quality of the teaching of English in high schools must be increased. Conducting the *PKG* Project can be seen as one course of action since the project involves participation of English teachers from all part of the country (Tomlinson, 1990:25). However, Stephenson (1994:225) argues that when a group of English teachers with various cultural backgrounds from all over the world work together, there are usually "more differences than similarities to be found". This comment seems to apply particularly to the Indonesian situation with various social, cultural and even religious backgrounds.

The 1994 EFL Curriculum Materials

All teachers must teach the themes provided in the 1994 Curriculum. However, the curriculum also provides flexibility for the teachers to develop their own materials as long as they relevant (Depdikbud, 1993b:4). Flexibility, according to Yalden (1987:99) must "accommodate variation in teachers' styles as well as in learners' preferences".

From Yalden's point of view, the 1994 EFL Curriculum materials can only be said flexible for teachers. It seems that the curriculum developers have only assumed learners' needs based on national development in general. The theme *Tourism*, for example, may have been chosen because tourism is being promoted to the world and has been seen as one of the main national income resources.

A further discussion on each theme is discussed in the following:

- a) *Education*. This theme must have been chosen because education is considered to be one of the most important sectors in national development. Providing equal chance for every Indonesian to obtain education has been done thoroughly by, for example, providing free informal education for the poor and giving scholarships for students who are bright but financially limited.
- b) *Family Life*. This theme obviously relates to the government's effort to introduce family-planning programs in order to prevent rapid population growth.
- c) *Environmental Cleanliness*. This theme can easily be seen as the follow-up of the *Family Life* since it strongly relates to family welfare.
- d) *Pollution*. This theme must have been chosen to fight against pollution and to promote clean environment. It therefore relates to the *Environmental Cleanliness*.
- e) *Clothes*. This theme seems to have strong relationship with *Family Life*.
- f) *Tourism*. It is obvious that this theme has been chosen because the government, through the Department of Tourism, Post and Telecommunication, has been promoting Indonesia to the world to invite as many foreigners as possible.
- g) *Health*. This theme seems to relate to the *Family Life*.
- h) *Astronomy*. This seems to relate to the Government's effort to cope with high technology in industrial countries. Indonesia has bought several satellites for communication from the NASA.
- i) *Sports*. This theme must have been chosen in accordance with Indonesia's participation in the world of sports. Indonesia has a good reputation in badminton.
- j) *Mass Media*. It seems that this theme relates to the other themes because mass media such as radio, television, magazines and newspapers play a very important role in spreading any information, including education and sport events as well as the other government programs.

The above themes clearly indicate that the government plays the most important role in deciding what themes must be provided in the curriculum. It is also clear that all themes are based on Indonesian culture and the by and large in accordance with the national development. Almost all themes are familiar to students, or the students have already had background knowledge or schemata (Carrell and Eisterhold, 1983).

The 1994 EFL Curriculum Teaching Programs

As in the teaching materials, there is no clear instruction on how the teaching and learning activities should be done except it is stated that they are basically based on the Communicative Approach (Depdikbud, 1993b: 1).

Realising that the *PKG* Project has been rather successful (Tomlinson, 1990:32), it seems possible that the teaching methodologies that have been developed during the project can be used in implementing the 1994 Curriculum. The objectives stated in the project seem to match those of the 1994 Curriculum in that to develop all four language skills with emphasis on effective reading skills (Tomlinson, 1990: 26; Depdikbud, 1993b:1).

A further discussion on the learning outcome of each skill will be discussed as follows:

a. *Reading*

Students are able to read narrative, descriptive or argumentative texts and special form texts like schedules, notices, diaries, or brochures. They are able to find out particular information, the main idea, detailed information and meanings in contexts.

b. *Listening*

Students are able to find out the main idea and detailed information from a spoken discourse, either narratives or dialogues, and perform particular tasks based on brief particular instructions.

c. *Speaking*

Students are able to ask or answer questions on various topics, to perform short conversations fluently, to describe things, people, or events simply, and to express ideas, opinions and feelings.

d. *Writing*

Students are able to arrange into a good paragraph around ten random sentences, to write a short paragraph on a single topic, to write a personal memo or a simple letter, and to reply to a letter. (Depdikbud, 1993b:10-11).

In teaching and learning activities, teachers are free to choose whatever methodology they want to use. This seems to correspond to the comment in Tomlinson (1990:36) who argues that what is important in teaching methodology, in Indonesian context, is that it should serve harmony between students and teacher, encourage positive attitude toward the lesson, involve the students optimally, and provide opportunity to practice the language.

Some Possible Constraints in the Implementation of the 1994 EFL Curriculum

Constraints

In general, the 1994 Curriculum has been developed and implemented to improve the quality of the teaching and learning of English as a foreign language in Indonesia.

However, it is useful to identify the constraints that may influence its success. Some constraints concerning the implementation of the 1994 Curriculum will be discussed based on Johnson's (1989:1-2) framework which identifies three sets of constraints: policy, pragmatic considerations, and participants. In the following, only the first two constraints will be discussed.

- a) *Policy*. As a national policy, the implementation of the 1994 Curriculum is expected to be successful throughout Indonesia regardless of the differences in local languages, cultures, and religions. This is a part of the unitary educational system which guarantee that there is no special education will be given to "particular groups of people of a particular social class" (Nababan, 1982:7). However, a question whether it is beneficial socially or financially for every province in Indonesia may occur. It seems quite difficult to teach all themes in all parts of Indonesia. For example, not every province has benefited from tourism. There are some areas that do not encourage tourism for some particular reasons.
- b) *Pragmatic considerations*. The most serious problems concerning pragmatic considerations will be in time, resources and materials, and human nature.

1. *Time*. English is one of the 14 compulsory subjects that must be taken by students during a three four-monthly academic year (Depdikbud, 1993a:120). With only four 45-minute sessions a week, it seems very hard for both teachers and the students to be involved optimally in the teaching and learning activities. This condition is exacerbated when the number of students in one class is very big and the teachers have to increase their income by taking as many teaching jobs as possible, often in more than two schools (Alisjahbana, 1990:325).
2. *Resources and materials*. Finding suitable materials that are relevant to the themes listed in the curriculum may be very difficult, especially in far-off regions. When they are available, they are usually very expensive, or not all of them are relevant socially, culturally, with regard to religion. For example, as was discussed earlier, tourism is not yet acceptable in some particular provinces because it is still considered to be, especially, religiously irrelevant.
3. *Humans*. Buying books often becomes a great problem not only for most Indonesian school children, but also for teachers (Alisjahbana, 1990:325). Flexibility in developing teaching materials implies that teachers have to buy several books in order to find related or relevant materials. Receiving between US \$60.00 - US \$100.00 per month, senior high school teachers will certainly find it hard to buy books, let alone other resources like journals and other periodicals. In multiplying teaching handouts, the teachers will also feel doubtful whether their students are willing to pay the photocopying costs. It often happens that the teachers have to pay all the expenses themselves because it is very difficult to collect the money from their students.

CONCLUSIONS

The 1994 EFL Curriculum for Public Senior High Schools in Indonesia has been set up and implemented nationally. The curriculum provides a set of objectives that must be achieved, a set of assumptions underlying the teaching and learning activities, and a list of themes that must be taught throughout the country. However, it cannot be said that the curriculum is a centre-periphery since it provides flexibility for teachers to develop their own materials and to decide appropriate teaching methodology, while a centre-periphery for of a curriculum development, according to Bartlett (1990:59), provides a centralised policy, including what must be taught and how they must be taught. The 1994 Curriculum cannot either be said as a centre-based since students are not involved in the process of developing materials and choosing teaching and learning activities.

In general, it seems that the 1994 Curriculum provides a contradiction. On one hand, it is stated that students are the subject in the teaching and learning process and therefore their needs and characteristics must be taken into account at any aspect of the teaching and learning process (Depdikbud, 1993b: 2). On the other hand, the curriculum provides a teacher-proof list of themes that must be taught regardless of where the students live (Depdikbud, 1993b: 11-12). With regard to the diversity in Indonesian education and development in general, it can be assumed that not every student in the country has the same needs and characteristics, or every region in the country has different priority in their

development. This may mean that it will be difficult to implement the 1994 EFL Curriculum in all parts of Indonesia.

SUGGESTIONS

Concerning the problems in the implementation of the 1994 EFL Curriculum in Indonesia, some suggestions can be set out as follows:

- a) Students being the subjects in the teaching and learning activities (Depdikbud, 1993b: 2), the curriculum developer should provide flexibility not only in developing teaching materials and teaching and learning process but also in dealing with the selection of themes. As far as the students are concerned, school-based (Skilbeck, 1982) or centre-based (Bartlett, 1990) curriculum development may be useful to be considered. One of the main reasons is that the curriculum is for the teachers and the students who must work together (Skilbeck, 1982: 18-19). If this can be done, however, another problem concerning equality of the teaching of English in Indonesia, as stated in the 1994 EFL Curriculum, may occur. In this case, the authority at the provincial level may play an important role, by giving more flexibility to the teachers and students under their approval.
- b) In developing and multiplying teaching materials, teachers and students must get financial support at least by their schools. Skilbeck (1982: 18) argues the teachers and students must be free of such distressing problems so that they can concentrate on the teaching and learning activities. This can be done by, for example, providing sufficient books or journals in the school's library.
- c) In addition to teachers as material developers, it will be very useful to establish centres for teacher training programs so that the teachers can regularly conduct professional meetings or workshops concerning the teaching materials as well as discussing current development in the field. The PKG Projects should be maintained and set throughout Indonesia.
- d) The Indonesian Government, through the Department of Education and Culture, should be more flexible in deciding the themes in the curriculum. It will be useful to give more autonomy to the authority at the lower levels to decide what should be taught at schools in their regions.

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