

The Current State of Indonesian Language Education in Australian Schools

Bahasa Indonesia

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This work was funded by the Australian Government Department of Education, Employment and Workplace Relations under the School Languages Program.

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ISBN: 978 1 74200 104 3

SCIS order number: 1441571

Full bibliographic details are available from Education Services Australia Ltd.

Published by Education Services Australia Ltd
PO Box 177, Carlton South, Vic, 3053 Australia
Telephone: (03) 9207 9600
Facsimile: (03) 9910 9800
Email: info@esa.edu.au
Website: www.esa.edu.au

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Edited by Katharine Sturak and Zoe Naughten
Designed by Deanna Vener
Printed in Australia by GEON Impact Printing Pty Ltd



Australian Government
**Department of Education, Employment
and Workplace Relations**

Table of Contents

List of Tables	2	3.3.2 Distribution	27
List of Graphs	2	3.4 Students of Indonesian	28
List of Acronyms	3	3.5 Teachers of Indonesian	28
Executive Summary	4	3.5.1 Teacher Supply	29
Context and Purpose	4	3.5.2 Teacher Qualifications and Training	30
Key Findings	5	3.5.3 Teacher Professional Learning	31
Strategy and Recommendations	6	3.5.4 Support for Teachers	32
1 Introduction	8	3.6 Professional Networks and Advocacy	33
1.1 The Context for Indonesian in Australian Schools	8	3.7 Curriculum and Assessment for Indonesian	35
1.1.1 Why Indonesian?	8	3.7.1 National Curriculum	35
1.1.2 Further Considerations	9	3.7.2 State and Territory Initiatives	36
1.1.3 Australia's Leading Edge	10	3.7.3 Curriculum Resources	37
1.2 The Nature of the Indonesian Language	10	3.8 Community Perceptions of Indonesia	38
1.3 A Brief History of Indonesian Language Education in Australian Schools	11	4 Case Studies	39
2 Participation and Program Provision in Indonesian	12	4.1 Orientation and Process	39
2.1 The Quantitative Data	12	Case Study 1: The Importance of the Indonesian Teacher	39
2.1.1 The Nature of the Quantitative Data Sought	12	Case Study 2: The Importance of School Culture and Values	40
2.1.2 Issues in the Quantitative Data Received	12	Case Study 3: Innovative and Engaging Curriculum Resources	41
2.2 Student Participation	13	Case Study 4: Community Connections	42
2.2.1 Current Enrolments	13	5 Recommendations	43
2.2.2 Enrolments over Time	17	6 Conclusion	46
2.3 Programs	21	7 Appendices	47
2.3.1 Type	21	Appendix 1: Summary of Quantitative Data	47
2.4 Numbers of Teachers	23	Appendix 2: Quantitative Data Diagrams and Tables	48
2.4.1 Summary	23	Appendix 3: Correspondence to Stakeholders (A) Quantitative Data	56
3 Key Issues in the Provision of Indonesian Language Programs in Schools	24	(B) Qualitative Interviews	57
3.1 The Qualitative Interview Data	24	Appendix 4: Questions for Interviews	58
3.2 Policy and Indonesian Language Education	24	Consultation List	59
3.3 Indonesian Language Programs	26	References	62
3.3.1 Type and Conditions	26	Acknowledgements	64

List of Tables

Table 1	Number of Students Enrolled in Year 12 Indonesian (2009)	13
Table 2	Total Number of Students Enrolled in Year 12 Indonesian (2005–2009)	13
Table 3	Indonesian Compared with All NALSSP Enrolments (2008)	15
Table 4	Victorian Government Enrolments by Program Type (2003–2008)	21
Table 5	Record of Quantitative Data Available	47
Table 6	Enrolments over Time (Raw Data Where 5 or Less Years Continuous Figures)	52
Table 7	Numbers of Indonesian Programs (1998–2009)	53
Table 8	Numbers of Teachers of Indonesian (2001–2009)	55

List of Graphs

Graph 1	K–12 Enrolments in NALSSP Languages (2008)	14
Graph 2	Total Enrolments by Grouped Year Levels	16
Graph 3	Current Enrolments by State and Territory in Grouped Year Levels (K–6, 7–10, 11–12)	17
Graph 4	Enrolments in K–12 Indonesian (2005–2008)	18
Graph 5	Total Year 12 Enrolments by Syllabus Level (2003–2008)	19
Graph 6	Enrolments by Grouped Year Levels Government Sector (2008)	48
Graph 7	Enrolments by Grouped Year Levels Catholic Sector (2008)	48
Graph 8	Enrolments by Grouped Year Levels Independent Sector (2008)	49
Graph 9	Enrolments over Time NSW Government (1998–2006)	49
Graph 10	Enrolments over Time SA Government (2003–2008)	50
Graph 11	Enrolments over Time Vic Government (2001–2008)	50
Graph 12	Enrolments over Time Vic Catholic (1999–2009)	51
Graph 13	Enrolments over Time WA Government (2001–2009)	51
Graph 14	Enrolments over Time WA Independent (2003–2009)	52
Graph 15	Number of Indonesian Programs over Time Vic Government (Primary and Secondary)	53
Graph 16	Number of Indonesian Programs over Time NSW Government (Primary and Secondary)	54
Graph 17	Number of Indonesian Programs over Time WA Independent (Primary and Secondary Combined)	54
Graph 18	Number of Indonesian Programs over Time Vic Catholic (Primary and Secondary Combined)	55

List of Acronyms

ACICIS	Australian Consortium for In-Country Indonesian Studies
AEF	Asia Education Foundation
AFMLTA	Australian Federation of Modern Language Teachers Associations
ASEAN	Association of South-East Asian Nations
ASILE	Australian Society of Indonesian Language Educators
CALL	Computer Assisted Language Learning
CCAFL	Collaborative Curriculum and Assessment Framework for Languages
CLIL	Content and Language Integrated Learning
DEECD	Department of Education and Early Childhood Development
DEEWR	Department of Education, Employment and Workplace Relations
DETWA	Department of Education and Training, Western Australia
DFAT	Department of Foreign Affairs and Trade
ELTF	Endeavour Language Teacher Fellowships
ICEI	Indonesian Cultural and Educational Institute
ILES	Indonesian Language Education in Schools
ILTI	Indonesian Language Teacher Immersion
L&CA	Language and Cultural Awareness
LOTE	Languages Other Than English
MCEECDYA	Ministerial Council for Education, Early Childhood Development and Youth Affairs
NALSAS	National Asian Languages and Studies in Australian Schools
NALSSP	National Asian Languages and Studies in Schools Program
RUILI	Regional Universities Indonesian Language Initiative
SBS	Special Broadcasting Service
TIFL	Teaching Indonesian as a Foreign Language
VILTA	Victorian Indonesian Language Teachers' Association
WILTA	Westralian Indonesian Language Teachers' Association

Executive Summary

Context and Purpose

Australia's past, present and future is inextricably tied with that of Indonesia. As two culturally different societies sharing borders, history, interconnected peoples and common current challenges that demand close collaboration to resolve, Australia's relationship with Indonesia is both unique and complex.

Indonesia is:

- a country of immense cultural, geographic, social and political diversity
- Australia's largest and nearest neighbour in the Asian region
- a major trading partner and a key member of ASEAN
- a maturing democracy
- an economy forecast to be the world's 7th largest by 2045 (Lacey, 2009)
- home to the world's largest Muslim population and a larger number of Christians than Australia (Lindsey, 2007)
- our key partner in the Asia Pacific region regarding strategic security issues such as people movement, public health, transnational crime and environmental sustainability
- a major tourist destination for Australians.

Among most Australians, however, there is a general lack of knowledge about Indonesia. Tourist areas of Bali aside, Indonesia remains mostly misunderstood, misrepresented, unvisited and 'unstudied'. The number of Australian students at school and university level studying Indonesian has diminished to an extremely low level. In order to strengthen perhaps Australia's most important country-to-country relationship (Lindsey, 2007), it is imperative to build a broad base of knowledge about Indonesia across communities and educate Australians to achieve high levels of Indonesian language competency. This report argues that a strong cohort of school-aged children learning Indonesian is an indispensable, non-negotiable part of this relationship.

Despite the efforts of many gifted and committed teachers of Indonesian, as well as education bureaucrats, academics and members of the community, it seems that the effective provision of the teaching and learning of Indonesian in Australian schools is declining. The Australian Government's National Asian Language and Studies in Schools Program (NALSSP) is a timely and welcome opportunity to make some immediate to medium term interventions to support Indonesian in schools. The national leadership the NALSSP offers, and the resources it provides states and territories, are invaluable.

The focus of this report is to provide information and analysis of current issues that need to be addressed in order to redress the existing decline. While the broader context of the languages landscape in Australian schooling has not been ignored, the primary focus of this report is issues of particular importance to the future of Indonesian language programs. It provides baseline data, set of findings, case studies and recommendations from which stakeholders and policy-makers can draw as they work towards developing programs to achieve the NALSSP 2020 target of 12 per cent of all Year 12 students exiting with fluency in one of the NALSSP languages.

For Indonesian to meaningfully contribute to the achievement of this target, there would need to be at least a fourfold increase (0.6 per cent to 2.4 per cent) in the number of students who exit Year 12 with fluency in Indonesian. In real terms this would require an increase from 1,167 students to approximately 5,100 students – based on current figures of Year 12 participation. Current patterns of student and program attrition in secondary schooling suggest that this growth will need to come from the junior secondary level, but this will necessitate a major intervention strategy. Without urgent and sustained action, it is likely that Indonesian will make minimal contribution towards the NALSSP target and its future viability as a language in Australian schools will be at serious risk.

Key Findings

Overall

- Historically, Australia has been a world leader in teaching Indonesian as a foreign language and a centre of expertise on Indonesian politics, history, economics, anthropology and other disciplines. These credentials need to be better celebrated and nurtured.
- Quantitative data shows Indonesian is currently a major language in Australian schools. A deeper analysis of the data, however, clearly demonstrates that the number of programs offered and students studying the language are in serious decline.
- Indonesian is the only major language in Australian schools without a funded linguistic and cultural organisation whose brief it is to support the target language and culture learning beyond the home country.
- It has not been possible within the scope of this report to comprehensively explore the many 'unknowns' that remain with regards to the current state of Indonesian language nationally. Further issue-specific investigations are needed.

Policy Context and Rationale

- Indonesian stands as a language without a clearly articulated educational rationale that resonates with students, families and school communities. Existing rationales tend to focus on reasons for teaching the language, rather than reasons why students might want to learn it.

- Indonesian is distinctive in terms of the nature of the language and culture, its student and teacher cohorts and the profile of programs in schools. Specific consideration of these dimensions is necessary in order to address the current decline.

Students

- Approximately 191,000 students, the majority of whom are non-background students, currently study Indonesian in Australian primary and secondary schools. While being the third most studied language at school education level, students studying Indonesian represent only 5.6 per cent of the total student population nationally.
- The teaching and learning of Indonesian is contracting to the primary school sector, with 63 per cent of all students studying Indonesian studying it in the K–6 years.
- Indonesian has become an 'at risk', low candidature language at senior secondary level, with only 1,167 students currently (based on provisional Curriculum and Assessment Authorities data – 2009 Year 12 enrolments) enrolled in Year 12 programs, which represents less than 1 per cent of all Year 12 students.
- Data provided by education authorities shows that 99 per cent of Australian students studying Indonesian have discontinued their study before completing Year 12. The level of attrition in Indonesian programs at the junior secondary school level is extremely high and an intervention strategy is required.

Australia's past, present and future is inextricably tied with that of Indonesia.

Programs

- There has been a substantial decline in the number of Indonesian programs and student participation in programs across the country since 2001, with at least 10,000 fewer students enrolling each year.
- The nature of programs and the impact on students' learning experiences in primary programs is of particular concern. Further research is required to better understand what is occurring in the primary years.
- Opportunities for experiential learning, particularly in-country study, have become extremely difficult since government travel advisories have been issued. Yet such opportunities are needed by teachers and students of Indonesian who have little exposure to the language and culture outside of their immediate school program.

Teachers

- There is an inadequate understanding of current teacher supply issues for Indonesian teaching and learning, with reports of both oversupply and undersupply.
- There is a shrinking pool of expertise and energy among teachers of Indonesian and no nationally recognised leadership group or network to provide advocacy and support to school programs and teachers.

Community

The complexities of Australia's overarching relationship with Indonesia, events that take place in Indonesia and community attitudes towards Indonesia impact significantly on Indonesian language learning in schools. Indonesian is particularly vulnerable to these types of 'external' influences.

Strategy and Recommendations

There is a need for an overarching strategy or plan of action to move Indonesian from a current state of decline to a state of sustainability and provision of quality programs for students in Australian schools. The strategy proposed in this report has four key underpinnings:

- stemming the current decline in student and program attrition (particularly at junior/middle secondary)
- nourishing the existing resource by better supporting current programs and teachers is essential
- developing a rationale for studying Indonesian that speaks to students
- further investigating key issues, about which we understand too little, to inform planning and implementation.

The following specific recommendations are proposed.

1 Establish a Working Party

Immediately establish an Indonesian Language Education in Schools (ILES) working party, as an expert group, to develop a detailed action plan to support Indonesian over the next three-to five-year period, and a renewed rationale for Indonesian language study.

The ILES working party will have the task of developing a detailed action plan to support Indonesian language programs in the context of the NALSSP, the revised MCEECDYA *National Statement and Plan for Languages Education in Australian Schools*, and the national curriculum for languages (see Recommendations, page 43). The working party will also lead work to renew the existing rationale for teaching and learning Indonesian, which is failing to appeal to students, their families and school communities.

The complexities of Australia's overarching relationship with Indonesia, events that take place in Indonesia and community attitudes towards Indonesia impact significantly on Indonesian language learning in schools.

2 Implement an Intervention Strategy

Immediately design and implement an intervention strategy targeted at junior secondary Indonesian in order to stem the present decline and increase retention of students into senior secondary years.

This is the largest threat to Indonesian language study. Currently there is a significant (albeit diminishing) base of students in primary and junior secondary school studying Indonesian. Strategies must be developed to maximise the number of students from this cohort who continue study into senior secondary Indonesian courses.

3 Investigate Key Issues

Investigate three key issues affecting Indonesian to inform further action:

- the relationship between student retention and the socioeconomic and geographic distribution of programs
- workforce planning in relation to teachers of Indonesian
- the nature of primary programs, specifically program conditions, quality of teaching, and learner achievement.

There is currently insufficient and/or inconclusive evidence regarding the impact that each of these issues is having on the current state and nature of Indonesian programs. The NALSSP provides an opportunity for deeper investigation to better understand and inform future support for Indonesian language at the national, state and territory and school levels.

The nature of programs and the impact on students' learning experiences in primary programs is of particular concern.

There is a need for an overarching strategy or plan of action to move Indonesian from a current state of decline to a state of sustainability and provision of quality programs for students in Australian schools.

The NALSSP provides an opportunity for deeper investigation to better understand and inform future support for Indonesian language at the national, state and territory and school levels.

1 Introduction

1.1 The Context for Indonesian in Australian Schools

No other Western country has such a permanent and vital interest in Indonesia as Australia. With over 240 million inhabitants, Indonesia is Australia's largest regional neighbour, sharing maritime borders, close historical connections, growing trade ties and increasing bilateral engagements.

Australia's relationship with Indonesia is one of the most challenging regional relationships. Indonesia occupies a complex space within Australian national thought and conversation, and the complexities manifest politically, culturally and socially.

As with any relationship, there are strengths and challenges. Historically, Australia and Indonesia have been partners, such as during World War II and the struggle for Indonesian independence. In more recent times, the relationship has grown closer with increasing political, economic, security and social ties. Despite many positive aspects of the relationship, much of the public discourse in Australia is dominated by political and environmental events such as the secession of East Timor, the bombings in Bali and Jakarta, the tsunami and earthquake in Sumatra, and the arrival of asylum seekers in waters between Australia and Indonesia.

This is the social context in which Indonesian language programs in schools are situated. As one language policy analyst stated, 'The continuing decline (in Indonesian languages program enrolments) represents an extreme example of political events impacting on language study' (Slaughter, 2007).

In order to understand what is happening with Indonesian language education in Australian schooling, it is important to understand the relationship between Australia and Indonesia. Language programs are intimately tied with perceptions of the target language and culture, hence it is necessary to explore the distinctiveness of Indonesia/n, and how this plays out in the Australian schooling context.

1.1.1 Why Indonesian?

Various rationales have been put forward for the study of Indonesian since its inception in schools over 50 years ago:

- accessibility and ease of the structure and form of Indonesian as a 'foreign' language
- significance of Indonesia to Australia's national interests (particularly trade and commerce, and national and regional security)
- educational and personal benefits, particularly cross-cultural understanding and literacy
- proximity to Australia and the size of Indonesia
- potential employment opportunities.

Accepting that the rationale for studying any language will always be open to interpretation and manipulation, this research has shown that Indonesian is currently in need of a rationale that can be clearly articulated. This must speak to students, their families and the broader school community. While various rationales have supported inclusion of Indonesian in the Australian school curriculum, there is evidence to suggest the rationales, individually and collectively, are inadequate as a continuing and convincing motivation for students to study Indonesian.

Indonesia occupies a complex space within Australian national thought and conversation, and the complexities manifest politically, culturally and socially.

Respondents for this report indicated that while Indonesia is Australia's largest neighbour, it does not appear to have the same appeal for young Australians as other countries and cultures in and beyond the Asian region (for example, Japan or France). Bali tourist destinations aside, often information that is publicly available to students portrays Indonesia/ns negatively (Quinn, 2009). Further research is required to explore students' apparent ambivalence towards Indonesia, including the nature of their perceptions and understandings of contemporary Indonesia.

While a closer economic relationship with Indonesia is beneficial for Australia's future, it is unclear whether a rationale for learning languages in school based on this is relevant at an individual student level. An economic rationale for language learning is presumably easier to support for those languages spoken in countries which are perceived as economically strong (for example, China, Japan). Indonesia, however, appears to be perceived in the Australian community in general as a developing economy with limited opportunities for future employment. In addition, while students acknowledge that language learning may have some future economic benefit, they tend to make decisions about whether or not to continue to study a language based on short-term achievement more than on future career prospects (Curnow & Kohler, 2008).

Given Indonesia's strategic location in South-East Asia, any rationale is likely to include national security. Other countries such as the United States, have adopted national security in their rationales for languages learning in schools. In the Australian context, however, the security argument may be counterproductive as it could suggest that Indonesia is a threat to Australia's security. This is not a desirable position from which to advocate the learning of Indonesian to young people in schools.

1.1.2 Further Considerations

There are a number of aspects that relate to the learning of Indonesian that are not evident in current rationale statements but which will require consideration in order to reinvigorate a rationale for learning Indonesian in schools. There is, for example, little attention given to the intrinsic value of learning the Indonesian language and culture in the same way that French, Italian, Chinese and Japanese, for instance, are respected for the achievements of their civilisations and are generally accepted as appealing, rewarding and challenging languages to study.

There are two key features of Indonesia itself that are underplayed or omitted from existing rationales: its status as an emerging economy and developing nation, and its strong religious identity. Firstly, Indonesia is a relatively young democracy which has experienced major challenges in establishing a robust and reliable economic system. While the system is developing and the Indonesian economy is increasingly recognised as gaining strength (Lindsey, 2007; Rudd, 2008), public perceptions remain that Indonesia is a 'poor' country. For Indonesian language programs in schools, perceptions of the economic status of Indonesia may influence decision making of school communities and students with some perceiving limited value in studying the language of a less affluent country. In articulating an overarching rationale for the teaching and learning of Indonesian, it will be necessary to recognise the distinctive economic profile of Indonesia and perceptions of this in the Australian community. In teaching and learning terms, Indonesia's economic status represents an opportunity to explore students' intercultural perspectives. For example, students can explore the relationship between reality and perception of economic status, while also reflecting on the influence and importance of the economy in people's lives, including their own. It will be important for a renewed rationale for Indonesian to connect an economic rationale with young people's immediate lives, values and aspirations.

It will be important for a renewed rationale for Indonesian to connect an economic rationale with young people's immediate lives, values and aspirations.

Secondly, the religious character of Indonesia is largely invisible in existing rationales. Indonesia is the world's largest Muslim nation (Rudd, 2008) with approximately 86% of people identifying as Muslim, another 6% as Protestant, 3% Catholic, 2% Hindu and with a strong tradition of animism (CIA, 2010). The identity of Indonesia as a religious, particularly Islamic country is increasingly evident in public discourse (Mahony, 2009). The emergence of extremist Islamic groups in some parts of the world including Indonesia have thrust religion into the spotlight. The Bali (2002) and Marriot Hotel (2003, 2009) bombings have contributed to perceptions that Indonesia is an extremist Islamic nation. Little is known in the Australian community about the reality of the predominantly moderate and uniquely Indonesian form of Islam. This dimension of Indonesia will need to be explicitly addressed in a rationale for the teaching and learning of Indonesian in Australian schools. In language teaching and learning from an intercultural perspective, the place of religion in the lives of Indonesians provides a basis for exploring aspects such as the relationship between language and social values, and the influence of religion on worldviews. Students can be encouraged to explore the influence of religion and values in their own lives, languages and cultures.

There is a need to better understand and address how these dimensions of Indonesian national identity, and the social and cultural values associated with these, contribute to the dynamics of Indonesian language programs in Australian schools. The distinctive identities of both Indonesia and Australia, and their relationship, need to be considered in developing a rationale for teaching and learning Indonesian that will resonate with young people.

1.1.3 Australia's Leading Edge

Historically, Australia has been a world leader in teaching Indonesian as a foreign language and a centre of expertise on Indonesian politics, history, economics, anthropology and other disciplines. Australia is the only Western country to support the teaching of Indonesian in schools (with Indonesia, Malaysia and Singapore the other main providers) and has developed a pool of expertise in teaching, curriculum and assessment, particularly for non-background learners at the school level.

Recent national and state and territory based initiatives funded through the National Asian Languages and Studies in Schools Program (NALSSP) have commenced a renewed effort in relation to Indonesian which is timely and necessary. Such work is providing valuable support to school programs and offers some innovative planning in relation to advancing the teaching and learning of Indonesian. While Australia can presently lay claim to maintaining a leading role in this domain, the capacity to deliver high quality Indonesian language programs is diminishing along with demand for program delivery. There are many challenges ahead to strengthen the field and maintain Australia's standing as a world leader in the teaching and learning of Indonesian in schools.

1.2 The Nature of the Indonesian Language

Indonesian is spoken by approximately 240 million people throughout the Indonesian archipelago making it a language with one of the highest number of speakers in the world. It is the official language of government, education, business and the media.

Indonesian is based on a form of Malay, the ancient language of an Islamic based court culture that spread throughout the archipelago as part of trade during the 13–16th centuries (Foulcher, 2009). The language was officially adopted in 1945 as part of the move to independence. This history means that Indonesian, or *Bahasa Indonesia* as it is known by Indonesian speakers, and closely related languages are spoken throughout most of South-East Asia.

Indonesian is written using the Roman alphabet with a clear correlation between its sound and form. It is not a tone based language and, as such, has received the reputation in Australian education of being an 'easy Asian language'.

It is well known, however, among Indonesian speakers and specialists, that Indonesian is 'deceptively easy and yet bafflingly difficult' (Quinn, 2001). That is, many aspects of Indonesian such as its written form, sound and verb system (verbs are not conjugated), make Indonesian relatively accessible in the early

stages of learning. To progress to more advanced stages, however, requires encountering and dealing with the complexities of the personal pronoun system, the passive voice and register (including formal and informal language). Hence, Indonesian appears close to English in its form, yet its construction and cultural worldview are not immediately accessible and require sustained learning.

There are varied views among the Indonesian language teaching community about the issue of learning Indonesian with some believing the 'ease of accessibility' view to be beneficial and others regarding it as detrimental by offering false expectations. Rather than debate the ease or not of learning Indonesian, the focus should be on what can be achieved under reasonable program conditions at particular stages of schooling. This needs to be made clear to various audiences, such as students, parents, school leaders and teachers of Indonesian, so that realistic and achievable outcomes become the aim.

1.3 A Brief History of Indonesian Language Education in Australian Schools

For 50 years, Australian education policy-makers and leaders have wrestled with the notion and practicalities of teaching Indonesian as a normalised component of our school education offerings.

Since its inception in the 1950s, the study of Indonesian in Australian schools has been governed by a number of federal and state and territory policies and initiatives. In his 1994 report, Worsley outlines three periods of development of Indonesian from 1955 to 1992. The initial period, 1955 to 1970, witnessed the introduction of Indonesian by the Australian Government for political and strategic reasons including concern about the spread of communism. Indonesian was never introduced due to demand from the community. The period of 1970 to 1986 saw a decline in Indonesian partly due to economically difficult times in Australia constraining government spending and also due to political unrest in Indonesia, including East Timor. By the mid-1980s through to

1992, there was growing interest in the economic as well as political and strategic benefits of Asian studies and Asian languages in Australian education.

By 1987, Australia had developed its first national policy on languages (Lo Bianco, 1987) in which Indonesian was one of many languages identified as 'languages of wider teaching' (Liddicoat et al., 2007) that received additional funding support. In the 1991 Australian Language and Literacy Policy (DEET, 1991), Indonesian was named as one of fourteen priority languages. The languages of the Asia-Pacific, including Indonesian, were identified as critical to Australia's national interests.

The first major federal initiative in which Indonesian was specifically identified was the National Asian Languages and Studies in Australian Schools (NALSAS) strategy introduced by the Keating government in 1994. Following the argument of national interests, this initiative targeted the four languages (Chinese, Indonesian, Japanese and Korean) of Australia's largest trading partners in the Asian region. The rationale for the inclusion of Indonesian was therefore fundamentally economic. The NALSAS was framed in terms of building the national capacity for economic growth through education of young Australians in these languages.

In 2002, the Howard government ceased funding for the NALSAS strategy. In the years following NALSAS, all Australian governments, through the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA), developed a framework for all languages, the *National Statement for Languages Education in Australian Schools: National Plan for Languages Education in Australian Schools 2005–2008*. Under this framework, Indonesian was one among all of the languages supported.

With the election of the Rudd government in 2007, a new initiative was declared and implemented from January 2009. The National Asian Languages and Studies in Schools Program (NALSSP) identified the same four languages as the NALSAS. These languages will receive targeted funding over a four-year period (2008–2012).

2 Participation and Program Provision in Indonesian

2.1 The Quantitative Data

2.1.1 The Nature of the Quantitative Data Sought

In order to develop an overview of the state and nature of Indonesian in Australian schools, the following quantitative data was sought from the schooling sectors in all states and territories:

- number of schools offering programs in Indonesian
- number of students studying Indonesian at exit year from primary, Year 10, Year 12
- total number of students at those same years in the schooling system
- nature of Indonesian programs (for example, number of contact minutes per week)
- number of (current) teachers of Indonesian (individuals and full-time equivalent).

One of the areas for investigation was the trend of student participation and retention over time. Thus, data was requested over a ten-year period (or as close as possible).

2.1.2 Issues in the Quantitative Data Received

The data received across almost all of the education authorities (and assessment authorities) with oversight of Indonesian language programs is variable in terms of nature and scope. Data analysis, therefore, should be understood in relation to the various caveats provided in the commentary. Every effort has been made to analyse the data where comparable data is available. In some cases, it was not possible to include the same analyses for all sectors and/or all years, hence individual diagrams and raw data in table form have been included (see Appendices).

The most comprehensive data received was from the larger states and assessment authorities. In some cases, additional data was sought from previous reports, DEEWR and publicly available data such as assessment authority websites in various states and territories.

The data for Indonesian is particularly incomplete. Although it is unclear why this is the case, the following factors are thought to be hindering the process of data collection:

- changes in personnel in centralised language support positions within education systems
- reduction (and abolition in some cases) of an Indonesian specific language advisor/support person (who had previously maintained data records) within education systems
- the manageability of monitoring a language with a rapidly changing profile
- the lack of a specialist language and culture centre or foreign government body for Indonesian which liaises regularly with authorities to gather comparable data.

While this raises more questions than can be answered in the scope of this report, the data received has provided a baseline (albeit incomplete) and an overview of the current state of Indonesian language education in Australian schools.

It may be possible that Indonesian will cease to exist at the Year 12 level within eight years.

2.2 Student Participation

2.2.1 Current Enrolments

The following section provides a snapshot of the current student enrolments in Indonesian in Australian schools. It includes the most recently available data (2009) for enrolments in Year 12 syllabuses followed by enrolments in Indonesian at all levels of schooling. The discussion also includes comparison of Indonesian with enrolments in other NALSSP languages.

Enrolments in Year 12 Indonesian

Table 1 shows student enrolments in Year 12 Indonesian syllabuses in 2009. The data has been provided by the relevant Curriculum and Assessment Authority responsible for each state and territory. In some cases the figures are provisional (for example, Vic and ACT) and the data reflects those students enrolled in a Year 12 level program of study (in accredited units/courses) irrespective of students' actual year level (a small number of students in year levels other than Year 12 may be enrolled in Year 12 level Indonesian). The total figure differs slightly from the figure for Year 12 in Table 3 (page 15) due to the different data from which it is derived (the data below is based on the NALSSP figures of Year 12 students enrolled in Indonesian, not the number of students enrolled in Year 12 Indonesian). Hence, using the data from the Curriculum and Assessment Authorities only, the total number of students undertaking Year 12 level Indonesian in 2009 was 1,167.

When the figure for 2009 is considered in relation to enrolments in previous years, it is evident that a decline in enrolments in Year 12 Indonesian courses continues. Indeed, when considered over the past five years, there has been a decrease of 740 students enrolled in Year 12 Indonesian courses. The 2009 cohort represents approximately two-thirds of the cohort from 2005; that is, there has been a steady decline in numbers of students undertaking Year 12 Indonesian for some time. If the decrease in enrolments in Year 12 courses continues at this rate (at least 130 students per year), it may be possible that Indonesian will cease to exist at the Year 12 level within eight years.

Table 1: Number of Students Enrolled in Year 12 Indonesian (2009)*

State and Territory	No. of Students
ACT	11
NSW	191
NT	40
Qld	73
SA	81
Tas	10
Vic	706
WA	55
TOTAL	1,167

* Data drawn from Curriculum and Assessment Authorities

Table 2: Total Number of Students Enrolled in Year 12 Indonesian (2005–2009)*

Year	2005	2006	2007	2008	2009
No. of Students	1,907	1,576	1,442	1,311	1,167

* Data drawn from Curriculum and Assessment Authorities

Enrolments by NALSSP Language

The following graphs and tables provide a picture of participation rates for students of the total cohort of students enrolled to study Indonesian at all levels of schooling. The analysis is based on data submitted by the state and territory education authorities as part of their strategic plans for the NALSSP funding 2009. It is the most recently available data for each sector (not including NT Catholic and NT independent sectors). It is predominantly 2008 and 2009 data with a few exceptions being from 2006 or 2007. This means that the data is in fact spread over a four-year period: 2006–2009. Hence, the data is not a comprehensive view of the same year of enrolments. However, it is the most currently available set of data that most closely resembles a single profile of total enrolments. The data was provided in individual year levels in most cases and in groupings of year levels in other cases. Hence, in order to make the data as comparable as possible, the data for each sector has been grouped according to three categories (students in Years P–6, 7–10, 11–12). An overall total figure

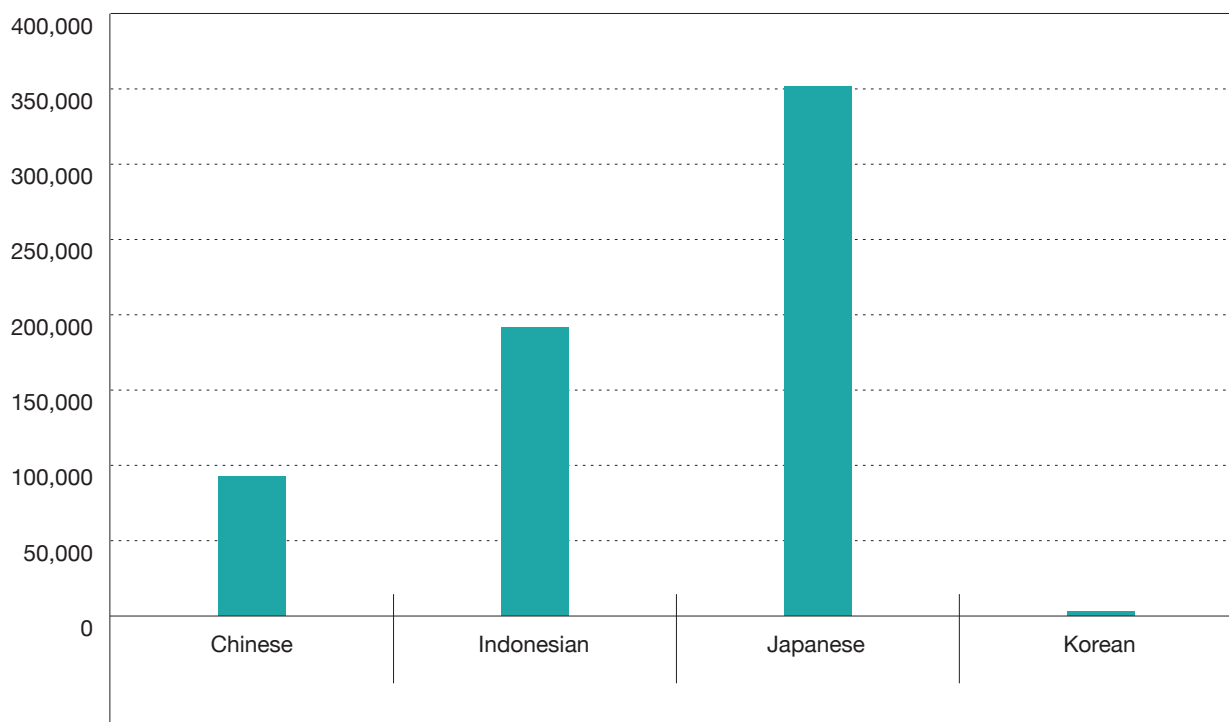
was used for the final diagram showing the total enrolments across Australia for each of the three groupings.

Graph 1 shows K–12 student enrolments in Indonesian in relation to the other NALSSP languages. It is clear that Indonesian is currently positioned as the second largest language in terms of student numbers, more than double Chinese (Mandarin) and approximately two-thirds of Japanese.

In relation to the full range of languages in Australian schools, based on data available in 2007, Indonesian is the third largest language overall (Liddicoat et al., 2007:31).

While the figures indicate that Indonesian continues to be a language with substantial numbers of enrolments, they mask a downward trend and the fact that this figure has dropped markedly over recent times. It may be a ‘major language’ but the raw data hides a number of serious provision and programming issues that are impacting on Indonesian programs across the country.

Graph 1: K–12 Enrolments in NALSSP Languages (2008)*



* Figures based on current DEEWR statistics from 2006, 2007, 2009.

It should be noted when reading graphs and tables containing WA Catholic data 2005–2009 that it has been found that the figures include incorrect data from four schools who reported the number of minutes (on task) rather than the number of students involved in programs.

Table 3: Indonesian Compared with All NALSSP Enrolments (2008*)

Language	K-12	Year 12	% out of NALSSP K-12 Total	% out of NALSSP Y12 Total	% out of K-12 Total 3,434,291**	% out of Y12 Total 202,453**
Chinese	92,931	5,256	14.5	45.1	2.7	2.6
Indonesian	191,316	1,311	29.9	11.2	5.6	0.6
Japanese	351,579	4,910	55.0	42.1	10.2	2.4
Korean	3,190	177	0.5	1.5	0.1	0.1
Total	639,016	11,654			18.6	5.8

* K-12 data drawn from education systems. For Indonesian and Chinese, K-12 data does not include SA independent, NT independent, NT Catholic. Year 12 data is drawn from Curriculum and Assessment Authorities and in some cases (Korean) directly from schools.

** Number of students enrolled in schools across Australia obtained from ABS, 2008.

Numbers of Students Studying Indonesian Compared with All NALSSP Languages

Table 3 shows a number of points about participation in Indonesian. Firstly, the data shows the raw figures of students enrolled to study Indonesian and how this relates to the overall student cohort. The total number of students studying Indonesian between Kindergarten and Year 12 in 2008 was 191,316. This figure represents 5.6 per cent of all students enrolled in Australian schools in 2008. The total number of students studying Indonesian at Year 12 was 1,311 in 2008. This figure represents 0.6 per cent, that is, less than 1 per cent of the total number of students enrolled in Year 12 in Australian schools in 2008.

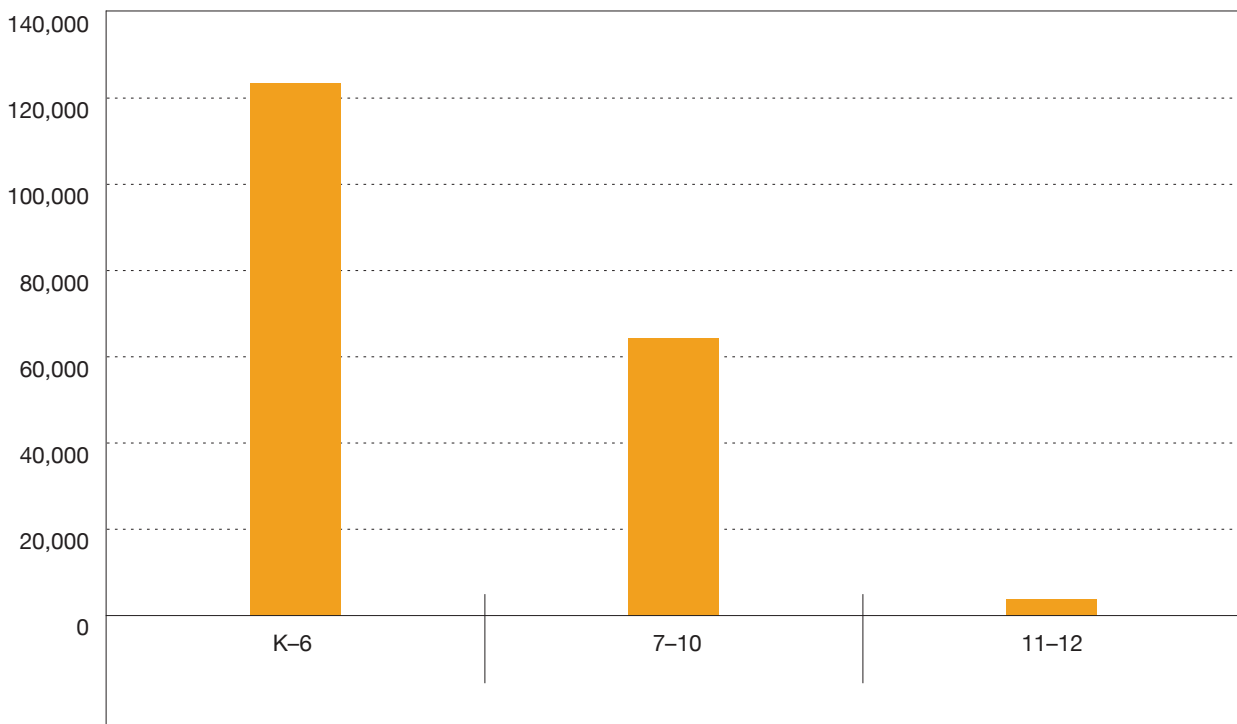
Secondly, the table includes the raw figures and percentages for enrolments in all NALSSP languages in 2008 enabling comparison of Indonesian with Chinese, Japanese and Korean. At just under 30 per cent, Indonesian represents approximately one-third of all K-12 students currently studying a NALSSP language. That is, of 639,016 students, almost one in three is studying Indonesian at some level. In relation to Year 12 only, Indonesian represents approximately 11 per cent of all students enrolled in a Year 12 NALSSP language. That is, of 11,654 students, approximately one in 10 is studying Indonesian at Year 12 level. The figure of 1,311 is an extremely low level of participation at Year 12 particularly given the reasonably large participation rate in primary.

Furthermore, when compared to other NALSSP languages, particularly Chinese and Japanese, enrolments in Year 12 Indonesian are very low. For example, Japanese has in excess of three times the number of students studying at Year 12 and Chinese (Mandarin) has four times the number of Year 12s despite approximately half the enrolments at primary level. It must be noted, however, that there are a significant number of enrolments for Year 12 Chinese who enter at senior secondary level (that is, international students and Background speakers) (Orton, 2008).

When Indonesian is considered in relation to figures for students undertaking languages more widely, there is a similarly concerning picture with participation rates in Indonesian dropping by approximately 40,000 between 2001 (211,003) and 2005 (170,273) (Liddicoat et al., 2007). As a percentage of total students studying languages in the period 2001-2005, Indonesian declined from 20.7 per cent to 18.1 per cent of the total cohort (the only language in the top 20 to suffer more than 1 per cent decline in that period).

The figures for Indonesian, and in particular the Year 12 figures, point to a major problem with retention into the senior years. The high level of attrition highlights the challenges that Indonesian language learning faces. It is unclear what level of contribution Indonesian can make to the NALSSP 2020 target.

Graph 2: Total Enrolments by Grouped Year Levels*



* Figures based on current DEEWR statistics from 2006, 2007, 2009. Does not include SA independent sector, nor NT independent and Catholic sectors.

Graph 2 shows the current enrolments in Indonesian according to year levels, that is, K-6 (123,538), 7-10 (64,333) and 11-12 (3,713). It confirms a relatively strong base for Indonesian in primary schools and a significant decrease in enrolments in the junior and upper secondary levels, strengthening the view that Indonesian is in the main a primary school phenomenon. Indeed, enrolment numbers in senior secondary years (3,713) reflect the kind of numbers usually associated with small candidature languages. There are several likely reasons for the high attrition rate in the secondary years, including students' lack of program continuity, lack of qualified teachers, and student concerns about the relevance of studying Indonesian at senior secondary level for their career options.

Whatever the reason, this graph highlights the urgent need for the implementation of intervention strategies in the junior secondary years that redress this situation and maximise retention into senior secondary years.

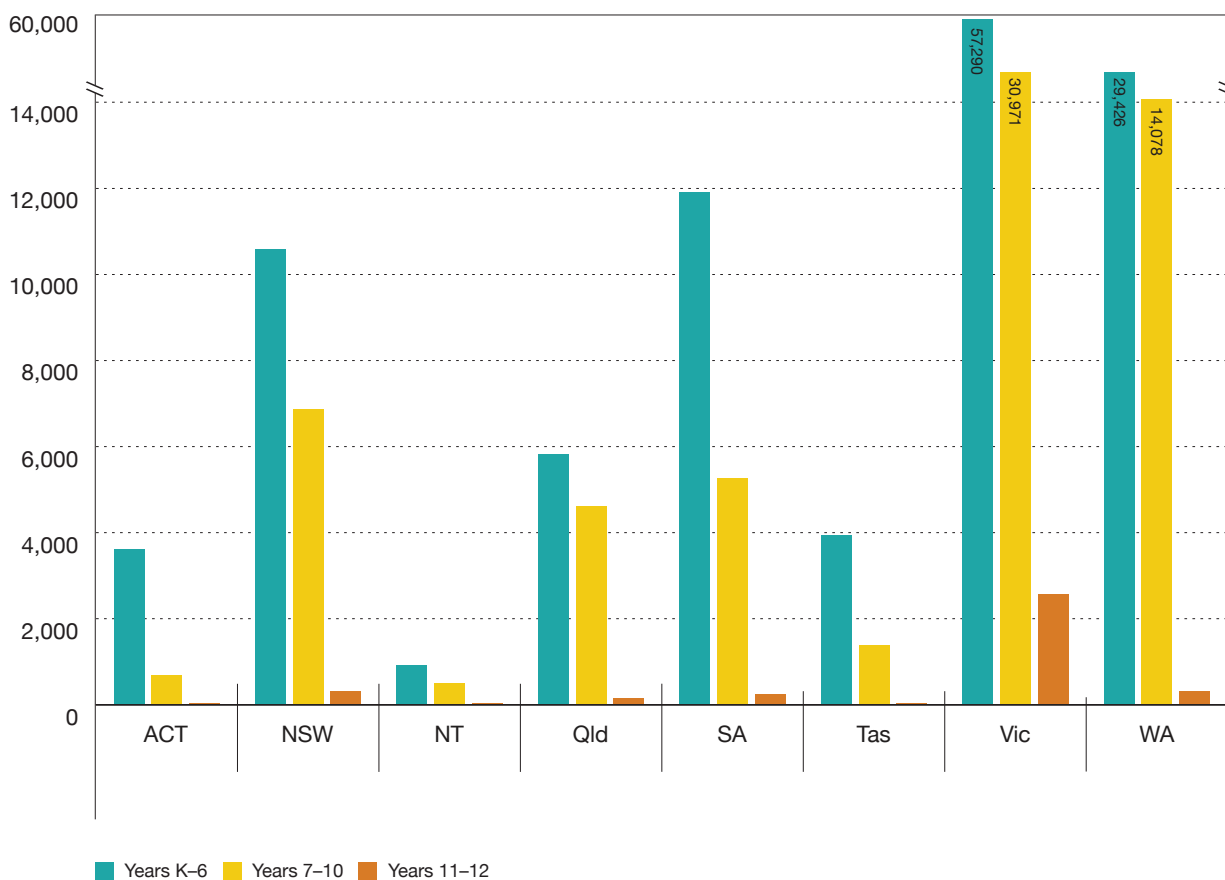
Total State and Territory Enrolments by Year Level Groupings

Graph 3 (page 17) provides a profile of the distribution of enrolments in Indonesian according to state and territories and across the year groupings K-6, 7-10, 11-12.

Indonesian enrolments are strongest in Victorian primary and secondary schools. The second largest sector is WA both in terms of primary and secondary enrolments. The next largest provider of Indonesian is SA in the primary school sector followed closely by NSW. Tas and ACT have similar enrolments in both primary and secondary Indonesian programs, with the ACT and NT having similar secondary student numbers for Indonesian. The figures do not take account of the different sized student populations in each state and territory.

This data highlights, once again, that Indonesian has become a language overwhelmingly taught at primary school level. In many states and territories there is at least a 50 per cent reduction in enrolments in Years 7-10, with a further marked decrease at Years 11 and 12.

Graph 3: Current Enrolments by State and Territory in Grouped Year Levels (K-6, 7-10, 11-12)*



* Figures based on current DEEWR statistics from 2006, 2007, 2009. Does not include SA independent, NT independent, NT Catholic.

Summary

It is clear that while the raw numbers of students studying Indonesian situate it as a major language in the Australian schooling landscape, the real story is quite different. Indonesian is experiencing a major problem of retention into the senior years. Despite a strong base in the primary sector and a spread of enrolments across all states and territories, these enrolments are simply not continuing into the senior secondary years. The obvious impact of this trend is a reduction in the critical mass of students required to reach more advanced levels of Indonesian proficiency. It also reduces the potential for Indonesian language programs to contribute to achievement of the NALSSP target of 12 per cent of all students at Year 12 exiting with fluency in a NALSSP language by 2020. On the basis of the data gathered for this report, it will be extremely difficult for Indonesian to contribute to this target unless retention into the senior years is significantly increased.

2.2.2 Enrolments over Time

A major perception among stakeholders in Indonesian language education is that enrolments in Indonesian are subject to the ebb and flow of Australia’s relationship with Indonesia. In particular, teachers of Indonesian report the negative impact of specific events in Indonesia, and how these are reported in the Australian media, on student enrolments. It was therefore necessary in this report to examine the long-term trend in enrolments in Indonesian to establish the evidence in relation to this perception.

On the basis of the data that was available, the number of enrolments in Indonesian across Australia has been contracting for many years. Data for the period 2001–2005 indicates that there was a decrease of approximately 10,000 students studying Indonesian over that period. This trend continues into the data for the period 2005–2008 which similarly indicates an average decrease of 10,000 students per year.

In some cases, using the data available from 1999 (NSW Government; ACT Government), there is evidence of a decline commencing prior to 2001. In most cases, enrolments in Indonesian peaked during the 2001–2002 period and have declined steadily since.

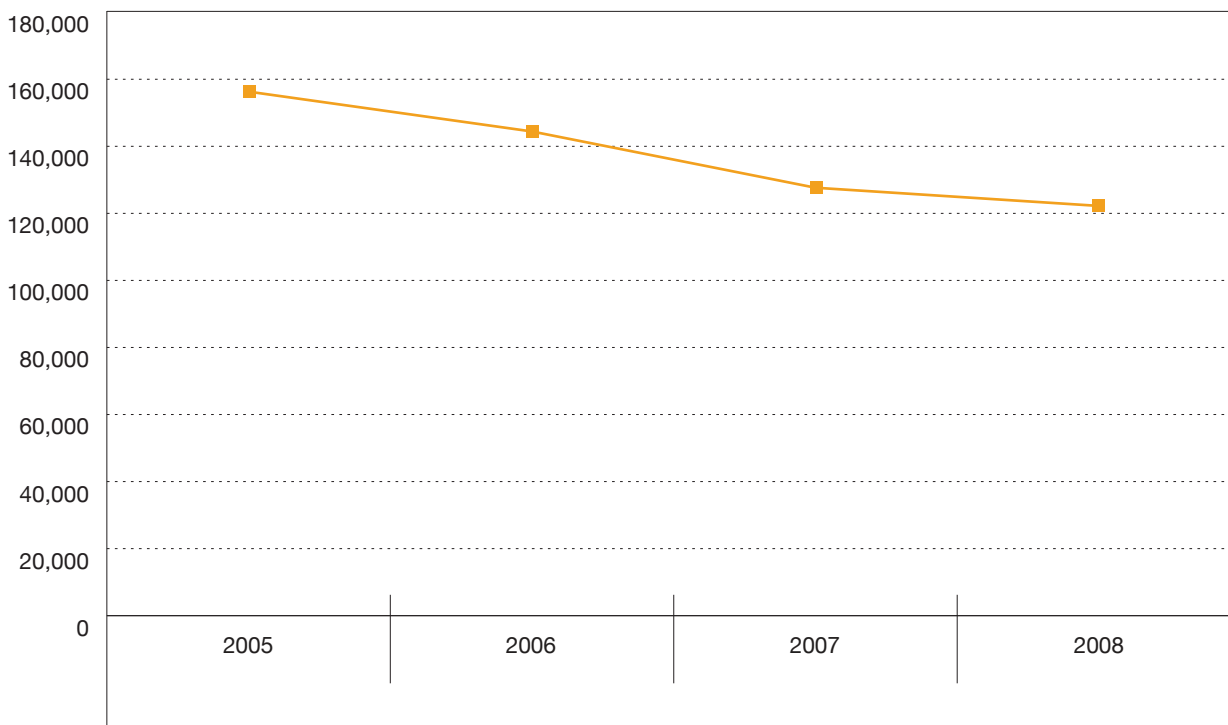
The major impact points across the data were the commencement and cessation of the NALSAS strategy. The introduction of NALSAS coincided with a rapid expansion of enrolments, particularly in primary schools (Erebus, 2002). This expansion, however, has not been maintained since the cessation of the NALSAS strategy with the decline in total students studying Indonesian decreasing annually since the end of 2002.

As part of the data analysis, student enrolments in Indonesian in recent years were mapped against major events in Indonesia (that is, the Bali bombings in 2002; the Corby trial in 2004; and the tsunami in Aceh in 2006) all of which received significant media attention in Australia. Based on the data

available, it was not possible to show a conclusive relationship between particular events in Indonesia and a significant negative impact on enrolments of students studying Indonesian at a given point in time. It is possible, however, that these events do impact on Australian community attitudes towards Indonesia and influence decision making at the local school and individual student levels. In conjunction with the ending of NALSAS, these events may have played a role in the current decline of Indonesian language learning in schools.

Taking a longer-term perspective again sheds further light on the current situation. Based on data reported in the Worsley Report (1994), it is possible to compare current enrolments with those two decades ago. The comparison shows a dramatic picture of student participation in Indonesian over time. Enrolments in primary Indonesian programs have increased substantially from 5,938 (1988) to 123,538 (2008). In the same period, secondary Indonesian enrolments overall have increased from 18,987 (1988) to 68,046

Graph 4: Enrolments in K–12 Indonesian (2005–2008)*



* Figures represent data only from Vic government, WA government, NSW independent, SA government, SA Catholic, Tas independent, WA Catholic education jurisdictions.

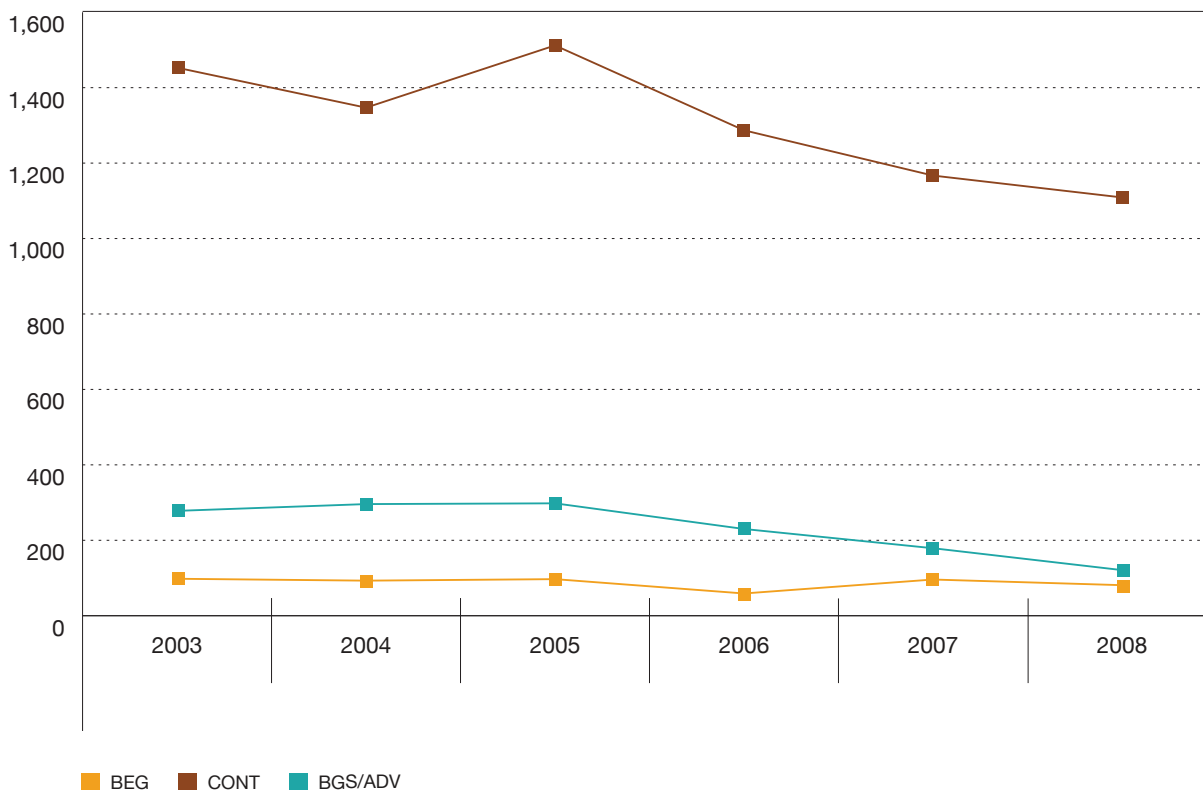
(2008). (These figures are raw numbers only and do not represent a percentage of total student enrolments in schooling which have increased over time.) Enrolments in the same period for Year 12 Indonesian, however, show little growth from 1,054 in 1988 to 1,311 in 2008. Thus, despite a major increase in primary and junior secondary enrolments, there has been negligible growth at Year 12 level. This situation raises questions about policy and program impact on Year 12 Indonesian over the longer term. Further investigation into the situation is required such as the nature of the relationship between enrolments at primary, junior and senior secondary levels.

Graphs 4 and 5 demonstrate how the numbers of students undertaking Indonesian language study have changed over the past few years according to overall numbers K–12 (Graph 4) and Year 12 numbers by syllabus level (Graph 5).

Graph 4 represents data received from seven jurisdictions over a four-year period. It is, therefore, not a comprehensive view of enrolments in Indonesian over time. However, it does reflect the same trend towards decline between 2001 and 2005 (Liddicoat et al., 2007) and the decline in almost every state and territory that is evident in the raw data from individual jurisdictions (see Appendix 2).

The data in Graph 4 shows a decrease of approximately 40,000 students over a four-year period in these seven jurisdictions alone. The decline is likely to be more significant if similar data from other jurisdictions was available. On average, student enrolments in Indonesian have declined by at least 10,000 per year in the past four years (based on this data alone) extending to eight years (based on additional data [Liddicoat et al., 2007]). There is no other language, of the major six languages taught in Australian schools, that is experiencing such a substantial and sustained decline.

Graph 5: Total Year 12 Enrolments by Syllabus Level (2003–2008)



* Figures from State/Territory Curriculum Assessment Authorities.

Year 12 Enrolments by Syllabus Level (over Time)

Graph 5 (page 19) is based on data obtained from the Curriculum Assessment Authority in each state and territory. Data kept by these bodies is typically comprehensive and clear. In order to draw some comparisons across the data, a broad grouping of syllabuses was created combining similar levels according to the categories of Beginners, Continuers, Background speakers (including Advanced, which is assumed to cater for background students). The numbers of enrolments are very small in some cases, hence where there were varied levels within a syllabus these have been combined (for example, Beginners and Beginners A). In addition, the data represents only Year 12 student numbers (including those enrolled at international colleges, for example, in the ACT). Hence the data does not include students who may be completing a Year 12 level course but are enrolled as Years 8 or 10 students.

There has been a gradual decline in student numbers completing senior secondary Indonesian syllabuses nationally over the past five to six years. This decline has afforded Indonesian status as a low candidature language at senior secondary, potentially running a risk of limited or no pathways beyond primary school level.

The most obvious decline over time in enrolments is in the Continuers level syllabus. Continuers comprises students who typically undertake Indonesian as a second language studied only or largely through their school language program. There is a steep and steady decline of these students of approximately 400 over three years. With such low enrolments, it is difficult for schools to maintain syllabus specific pathways or an Indonesian class at all, even when syllabus and year levels are combined. This lack of reliable pathways reduces opportunities for many students to study the language into senior years.

It devalues the subject and creates a perception of uncertainty in the eyes of students who, at such a critical time, (Years 11 and 12) need certainty.

The trend for Background speakers or Advanced levels indicates that not only is this cohort reasonably small (approximately 300 students at its peak in 2005), it is also in decline (currently slightly more than 100 students nationally). This could be the result of a group of Heritage speakers not being adequately accommodated in the current syllabuses (as is the case for Korean, Chinese and Japanese), or because of a lower number of international students from Indonesia studying in Australia.

The Beginners level trend is the most stable with only a minor decrease over the six-year period. This suggests that there is a small but relatively constant cohort of students who commence Indonesian at upper secondary level. However, the figures for Beginners should be considered in light of enrolments including some adult learners who study through the Schools of Languages. Beginners' figures are therefore not solely based on school-aged students and do not represent a major entry point (unlike Chinese) at senior secondary.

Summary

In terms of student enrolments, the current situation for Indonesian is precarious, despite it being the third largest studied language nationally and second largest NALSSP language. A downward trend has been evident for some years but a more rapid decline is evident in the past four years. The most significant decline occurs in junior to middle secondary. There is an urgent need to more fully understand the causes of this decline in order to redress this situation.

The most obvious decline over time in enrolments is in the Continuers level syllabus.

Table 4: Victorian Government Enrolments by Program Type* (2003–2008)

	2003	2004	2005	2006	2007	2008
Primary						
L&CA	42,025	39,152	39,972	35,529	22,186	18,316
LOTE	35,141	31,202	27,676	25,984	28,583	29,760
Secondary						
L&CA	1,923	1,506	2,090	1,912	749	873
LOTE	23,527	24,593	21,878	19,916	19,380	17,561

* Bilingual/immersion programs are offered in some years with small enrolments, for example, 2007: 372 primary, 22 secondary.

2.3 Programs

Data received in relation to program numbers varied significantly with some authorities providing data further back than was sought (that is, 1997) and some providing data for the previous or current year only (that is, 2008–2009). Hence, the analysis is limited to discussion of the general trend (Table 7, page 53) and the comparison of data where possible over a common period (Graph 15, page 53).

On the data received, it is not possible to provide a comprehensive picture of the current (that is, 2008 or 2009) number of Indonesian language programs in Australia.

The most comprehensive recent data is for 2005 which shows a total of 711 programs across seven jurisdictions. While it is not possible to provide a picture of programs nationally over time, the data for the two largest states, Vic and NSW, shows a trend of decline over time. Specifically, in the Victorian government sector, primary Indonesian programs have fallen over ten years from 407 (1998) to 224 (2008). For the NSW government sector, primary programs have fallen from 251 (1998) to 56 (2005). The downward trend is evident in the data received for other jurisdictions (Table 7, page 53).

Despite the lack of a complete picture of programs for any given year or all years and jurisdictions, what is evident is the decline in Indonesian programs over time, in both primary and secondary schools. It appears the greatest decline is occurring in the government sector.

2.3.1 Type

The data received in relation to the nature of language programs varied. Some data was numerical, some commentary, some categorised by program type for example, language awareness or Language Other Than English (LOTE) programs. It is therefore not possible to provide a full picture of the nature of programs in terms of frequency, intensity or duration. While the following data may not be representative of all programs, it does represent the data from the largest provider of Indonesian across the country, hence reflecting a significant percentage of programs encountered by students of Indonesian. The data shows participation rates in programs characterised as LOTE (formerly language object) programs and Language and Cultural Awareness (L&CA) programs.

The data reveals that in government primary schools in Vic, the largest provider of Indonesian in Australia, there is a trend until 2007 towards more students studying Indonesian in L&CA programs than in formal LOTE programs. This trend has implications for achievement expectations, as there is a difference in recommended time allocation (LOTE 150 min per week and L&CA up to 60 min per week) and emphasis on communicative language ability. The trend may reflect a lack of appropriately qualified teachers and more general conditions around which programs are delivered. It is not possible to know what is causing the changed figures in 2007, for example, whether it is programs (and therefore students) shifting from L&CA programs to LOTE programs or whether it is the decline in enrolments being largely in schools with

L&CA programs (between 2005–2007, approximately 18,000 fewer students were studying in L&CA programs). In secondary schools, the trend is quite different with the majority of students enrolled in LOTE programs indicating a greater emphasis on communicative language proficiency as required by the senior secondary Indonesian syllabuses.

Although there is insufficient data overall to determine duration of Indonesian language programs, data received from two jurisdictions in particular provides some indication of average time allocations for Indonesian. The Victorian Government's LOTE reports provide a summary of time allocations for all language programs each year. In 2007, the duration of the majority of programs (75 per cent) ranged from 31 to 60 min per week. In relation to secondary programs, the average time for Year 7 students per week for Indonesian specifically was 135.5 min. The majority of Years 7 and 8 students studying languages were in programs of approximately 144 min per week (slightly below the recommended minimum of 150 min per week). At the senior secondary level, almost all students studying a language were in programs of approximately 200 min per week.

The NT data indicates that almost all programs are face-to-face delivery and the time allocations range from a minimum of 30 min per week to 400 min per week. On average, primary programs in the NT Department comprise 30 min per week, with junior secondary comprising 120 min per week, and senior secondary 240 min per week. The data from these two jurisdictions indicates that time on task in primary is minimal (on average 30 min per week) with time allocations increasing into the senior years (on average 200 min per week). While this data is not comprehensive, it does reflect program duration in two key jurisdictions for Indonesian overall.

The data on senior secondary program type and enrolments provided by assessment authorities in each state and territory provides a comprehensive picture of participation according to the syllabus type, making it possible to gauge in general terms

the experiences of senior secondary cohorts in Indonesian. The majority of senior secondary students are enrolled in Continuers level programs which emphasise language proficiency for second language learners (for example, Victorian DEECD LOTE programs). The Continuers level syllabus is the most typical pathway for the majority of students who are second language learners continuing study from junior secondary level. There is a smaller cohort enrolled in Background speakers or Advanced syllabuses which emphasise conceptual development through the target language (that is, assuming existing proficiency in the language most likely as a first or mother tongue language). The smallest cohort is at the Beginners level which commences typically at senior secondary and emphasises early proficiency in the language within an intensive learning approach. Thus, the majority of senior secondary students of Indonesian are enrolled in programs whose goal is to achieve communicative language proficiency in Indonesian.

Summary

It has not been possible on the data provided to develop a complete outline of the numbers of Indonesian programs currently offered in Australian schools, nor the trend of numbers over time. Based on the data provided, however, there is a clear trend towards a decline of programs, which correlates with declining numbers of student enrolments.

Similarly, there is insufficient data on the nature of programs to indicate specifically what emphasizes students are experiencing in their Indonesian learning. The data from Vic as the largest provider suggests an equal emphasis on language proficiency and cultural awareness among students studying Indonesian. This trend has implications for achieving targets focused on fluency in the target language.

To understand more about the cause of decline in Indonesian programs, and to develop any strategies to address causes, it will be necessary to undertake a more detailed study.

2.4 Numbers of Teachers

Some sectors do not collect data on numbers of teachers, or they collect data but do not release it publicly, or the data available is incomplete. Thus, it is extremely difficult to provide an overview of the current status of teacher supply for Indonesian nationally. The little data that is available (Table 8, page 55) indicates that there is a trend towards declining numbers of teachers of Indonesian. This correlates with declining student enrolments and programs. The longest span of figures is in the Qld government sector where, over an eight-year period, there has been an overall reduction from 100 (2001) to 50 (2009) teachers of Indonesian. In Vic, the largest provider of Indonesian, in a two-year period alone (2005–2007), there was a decrease of 91 teachers overall. In the South Australian government sector, there has been a decrease in full-time equivalent positions by 19 per cent between 2004–2008.

There are a number of questions about teacher supply for Indonesian that this data is not able to answer. For example, what is the relationship between the raw numbers of teachers and the numbers of full-time equivalent (FTE) positions? One example for which there is data, the ACT Catholic sector, indicates that there are 14 teachers for 2.8 FTE positions. Similarly in the SA data, there are 120 teachers for 45.6 FTE positions. Both these figures suggest that teaching Indonesian is a part-time or partial-time (while teaching in another learning area) occupation.

This data cannot provide the more nuanced information about the nature of the current workforce of teachers of Indonesian. There is no indication in this current data of the distribution of teachers and the nature of demand in relation to supply. That is, there is no conclusive evidence as to whether there is an undersupply, oversupply or both in different areas. In addition, there is no evidence of teachers' qualifications and employment arrangements, information that is vital for workforce planning.

2.4.1 Summary

Based on the data reported by jurisdictions, the total number of teachers of Indonesian across Australia is not clear. The data is insufficient as a basis for workforce planning. Further investigation is therefore required to obtain more nuanced and comprehensive data upon which workforce planning can be based. Such research would need to seek data from the local level from schools and teachers directly. This data would help to profile employment conditions, backgrounds, qualifications and years of experience; vital information for workforce planning.

Further investigation is required to obtain more nuanced and comprehensive data upon which workforce planning can be based.

3 Key Issues in the Provision of Indonesian Language Programs in Schools

3.1 The Qualitative Interview Data

Qualitative interview data was received as a result of interviews conducted with approximately 80 stakeholders including members of the Indonesian language teaching profession, languages education, the broader education context and the Australian and Indonesian community (see Consultation List).

The majority of the interviews were conducted face-to-face by researchers travelling to all states and territories to meet with stakeholders. In some cases, phone or email conversations were necessary.

The interviews were recorded using field notes and in most instances digital recordings. The data was then analysed in terms of overall issues and factors affecting the provision of Indonesian language programs in schools. Comments were grouped according to the categories of the prepared questions (see Appendix 4) which were used to inform the interview rather than as a strict interview protocol.

3.2 Policy and Indonesian Language Education

Indonesian has had periods of considerable development and expansion since its introduction into the Australian school curriculum. The two main periods of such growth were between 1963–1975, and 1987–1998. During these times, there was optimism about the future of Indonesian in Australia education. It was seen as valuable and effective in terms of its teaching and learning. During the NALSAS years, in particular, Indonesian, as one of the four targeted Asian languages, received unprecedented value and levels of support (particularly funding and systemic support) for school programs.

These periods of growth indicate that policy does make a difference. A striking example of the impact of language policy on Indonesian language programs is the experience of the NT. The decline in student participation in language programs during 1998–2002 was perceived among many to be caused by negative public reaction to events in Indonesia. On closer investigation, however, the decline was found to coincide with a change in NT language policy: from compulsory language learning to an offering of ‘access’ and ‘opportunities to learn’ (Dellit, 2003). This serves as a reminder that in relation to Indonesian, in particular, policy cannot be underestimated as both a positive and potentially negative force.

NALSAS certainly had a positive effect for Indonesian overall. It enabled Indonesian to achieve breadth of coverage in schools, particularly in primary schools. While this was a major achievement, it fell short of enabling Indonesian to move from breadth to depth leaving it in a vulnerable state in the longer term. This vulnerability is now apparent and there is renewed optimism that the new policy influence of the NALSSP will be an impetus for addressing the fragility which Indonesian is experiencing.

The NALSSP is an important, and timely, intervention to support Indonesian language teaching and learning in each state and territory. Several projects focusing on student pathways, and teacher supply and support currently funded under the NALSSP Strategic Collaboration and Partnership Fund offer new possibilities: ‘New pathways for the teaching and learning of Indonesian in Tasmania’ led by the University of Tasmania; ‘Indonesian language teacher immersion’ led by the Australian Consortium for ‘In-Country’ Indonesian Studies; and ‘Building

effective partnerships to increase teacher supply and enhance the quality of (Indonesian) languages education'. In addition, under the School Languages Program funding, there is an investigation underway by the University of South Australia and the University of Melbourne into the nature of students' achievement at three key points in schooling (Years 6/7, 10 and 12) in each of the four NALSSP languages. It is anticipated that these projects will be important in addressing key issues raised in this report.

Furthermore, state and territory education authorities report that NALSSP funding is scheduled to be used locally to support Indonesian language teaching and learning in the following ways: development of distance education materials and rich language-learning websites; establishment of bilingual schools; support for new schools to introduce Indonesian programs; scholarships for tertiary study; and targeted Indonesian programs in collaboration with universities. These diverse initiatives are intended to support the three key result areas (flexible delivery and pathways; increasing teacher supply and support; and stimulating student demand) of the NALSSP and demonstrate the impetus that national leadership in languages education can provide.

While the NALSSP program has been welcomed by Indonesian language educators, there are concerns about the current state of policy in relation to Indonesian. Stakeholders interviewed expressed concern about the long-term commitment to Indonesian and the ability of strategies such as the NALSSP to facilitate the deep structural and cultural changes required to advance Indonesian programs. Respondents cautioned of the need for federal and state and territory governments to work collaboratively to avoid action that is diffuse and duplicate.

A further concern among some stakeholders is that the grouping of Indonesian alongside Chinese, Japanese and Korean does have a downside. While in the past this grouping has benefited Indonesian (for example, through the NALSAS period), a one-size-fits-all policy approach does not take account of key differences between Indonesian and the other languages.

- Indonesian does not have a significant cohort of background learners, background teachers or a large community of native speakers in the Australian community (as do Chinese and Korean).
- Indonesian is not perceived as having high economic status like Chinese and Japanese (despite Indonesia's growing economic strength).
- The reasons students take up and discontinue Indonesian are likely to be different from the other languages.

Interviewees articulated that NALSAS had been of benefit for Indonesian but they considered that it led to breadth of program coverage but not depth in program quality or improved program conditions. Many of those interviewed noted that the NALSSP must address some of the deeper issues impacting on Indonesian, in ways that NALSAS did not, if the strategy is to improve the quality and sustainability of Indonesian programs.

A national plan of action for Indonesian language in Australian schools, within the context of the NALSSP, is now required to attend to its distinctiveness and the specific factors both supporting and hindering its development.

During the NALSAS years, in particular, Indonesian, as one of the four targeted Asian languages, received unprecedented value and levels of support.

3.3 Indonesian Language Programs

3.3.1 Type and Conditions

Indonesian programs can be characterised in a number of ways according to their orientation and aims. There were three main types of programs reported: language and cultural awareness; communicative language use or LOTE; and bilingual/immersion programs. There can be a difference between how programs are identified and the actual nature of them in practice. For example, language programs may be considered as LOTE or communication oriented when in reality the programs are language and cultural awareness. The lack of shared terminology and understanding about the nature of language programs results in a range of difficulties including expectations and practices that are not appropriate for the program type.

The majority of Indonesian programs across Australia are considered to be communication or LOTE oriented. The Victorian government sector explicitly identifies programs in its annual report (Table 4, page 21) with the figures reflecting an increase from language and cultural awareness programs to communication/LOTE oriented programs for Indonesian. In addition, there are a very small number of bilingual or immersion programs in Indonesian. Two such programs reported as being highly successful are Benalla East Primary School in Vic and Park Ridge State High School in Qld. It is likely that, given program conditions and teacher expertise in the language, there are many programs which are in fact language and cultural awareness in orientation.

Furthermore, the nature of programs relates to the level of schooling. There are a combination of factors at work in both primary and secondary schools creating conditions that are often toxic for Indonesian programs. In relation to primary schools, it is well known that program conditions for languages are such that there is limited duration (on average 30

min per week) and frequency (Lo Bianco, 1995) for students to develop substantive proficiency in the language. These conditions, combined in some cases with limited teacher expertise in Indonesian language proficiency and languages pedagogy, limit the intensity of teaching and learning. The result is a lack of students' sense of achievement in their Indonesian language program. A further compounding and discouraging factor for students who may wish to continue study is the knowledge that there is often no scope for continuity of study of Indonesian in secondary school.

Indonesian in secondary schools is similarly problematic with many programs struggling to survive. The well-known factors such as semesterised courses, competitive timetabling and rationalisation of small classes experienced by other languages are also applicable to Indonesian. Many teachers interviewed commented on the impact, particularly in the junior secondary years, of a 'smorgasbord' curriculum in which students choose subjects perceived by them as 'easier' or more exciting. There is also the fact that the languages curriculum content and teaching at junior secondary focuses on student motivation and exposure to formulaic language use. The focus then shifts in the post-compulsory years to more rigorous language development with increased intensity geared towards communicative language performance in the external examination at the end of Year 12. In other words, 'real' language learning begins at middle secondary and students often do not have the foundational knowledge required to advance incrementally from junior to senior secondary and many are forced to accelerate their learning in order to compete.

In addition, the incentive of an in-country experience which has become, as one bureaucrat described, 'an entitlement' is, particularly for government schools, not possible at present due to interpretations of the Department of Foreign Affairs and Trade (DFAT) travel advisories by the relevant education authority.

One positive dimension of the distribution of Indonesian in regional and remote schools is the development of programs offered by complementary providers such as distance education schools.

Furthermore, programs are struggling to sustain pathways into the senior years, in some cases resulting in composite year levels, syllabus levels and, in a few cases, languages. This lack of reliable senior secondary pathways accelerates the 'die-back' into junior secondary.

There are attempts by education authorities to alter program conditions in order to address issues of quality and work towards achievement of the NALSSP target. One innovation worth noting is the recently announced Bilingual Schools programs to be established in NSW Government primary schools. The initiative aims to penetrate deeply into the fabric of the school culture for lasting impact and is based on current understandings of effective language teaching and learning. It relies on school and community commitment to the program; the expertise of a qualified specialist language teacher; collaboration between the specialist and classroom teachers; and connections with expertise in the community. The Bilingual Schools program reflects a long-term commitment of the Australian Government to foster depth of programs – a vital direction for the future of Indonesian in Australian schools.

3.3.2 Distribution

There is a perception amongst some stakeholders that Indonesian programs are particularly vulnerable due to their geographic and socioeconomic distribution. There is anecdotal evidence that a large proportion of students studying Indonesian are located in low socioeconomic areas of major cities and in rural and remote areas. The current distribution of Indonesian programs dates back to the NALSAS strategy in which many schools which had not previously offered a language chose to offer Indonesian. The uptake in these particular areas was in part due to the perception of the ease of studying Indonesian. Furthermore, some programs in rural areas were 'seeded' through distance delivery, and then offered face-to-face by teachers who had participated in retraining schemes. There were suggestions from those interviewed that the combination of geographic isolation, lack of a tradition of languages teaching and (perceptions of) the withdrawal of funding at the end of NALSAS,

has led to a decline in all language provision in these schools. However, this has disproportionately affected Indonesian as it was strongly represented in these areas. Further research is required to determine whether the perception that the geographic and socioeconomic distribution of Indonesian programs is indeed a reality and, if so, what specific actions (for example, incentives to attract teachers, additional staffing, scholarships and incentives for students) need to be taken to support such programs.

One positive dimension of the distribution of Indonesian in regional and remote schools is the development of programs offered by complementary providers such as distance education schools and the Schools of Languages in several states and territories. Indonesian is well represented in distance education schools, particularly in WA, SA and NSW. A benefit has been the extent of quality curriculum development to support the teaching of distance Indonesian (see Case Study 3). In SA, for example, Indonesian can be studied from Reception to Year 12, with many students successfully completing the end of Year 12 examination. Further to this, Indonesian is offered through the School of Languages in Vic, SA and the NT. These programs are typically provided by well qualified and highly experienced teachers of Indonesian. These providers are a critical mechanism in the sustainability and support for Indonesian as schools who do not have a teacher, who rationalise senior classes or who discontinue the program at the mainstream school, seek alternative provision via these means.

School language programs do not exist in a vacuum. They require a strong social fabric to draw upon in terms of services, and community understanding and orientation towards the target language and culture. Indonesian is the only major language in Australian schools which does not have a funded linguistic and cultural organisation whose brief it is to support the target language and culture outside the home country. Indonesian would benefit from such an organisation, firstly by providing direct support to schools and secondly, by enhancing community perceptions and understanding of Indonesian language and culture.

3.4 Students of Indonesian

Almost all learners of Indonesian in Australian schools are second language learners which significantly differentiates the Indonesian student cohort from those studying Korean and, to a lesser extent, Chinese. As a language mostly studied by second language learners, especially in the primary years, Indonesian is more akin to Japanese in terms of student take-up.

Indonesian is overwhelmingly studied by primary school students. A high number of students discontinue study of Indonesian at the junior secondary level and certainly before significant fluency is developed. While it is argued that there are many benefits attained from even a brief engagement with the language (Lo Bianco, 2009), the significant attrition rate at junior secondary level ensures that the number of Australians with high-level Indonesian language skills and understanding of Indonesian culture will remain limited.

The Years 11–12 student cohort marks another important point of differentiation between Indonesian and other NALSSP languages. The vast majority of students studying Chinese and Korean in the senior years are Background or native speakers, and there is also a recent trend towards more Background or native speakers in Japanese courses at this level. Very few students studying Indonesian in the senior years are Background or native speakers, hence the argument that retention is poor due to the disincentive of competing with Background speakers does not hold for Indonesian. The low numbers in Indonesian is more likely related to its perceived value in the school, the stability of a pathway, the availability of appropriately qualified teachers at the most senior levels and the status attributed to learning Indonesian for one's future prospects. These are all factors which require further investigation to gain insight into their nature and impact and how they can be reversed.

What is essential to know, but was not within the remit of this report, is what causes students to continue or not in their studies of Indonesian. (Research into factors affecting student retention has been done in relation to languages in general. Such work is required in relation to Indonesian specifically.) Without this information from students directly, it is not possible to develop sufficient insights into what changes can be made to address the current decline.

3.5 Teachers of Indonesian

From the quantitative data provided, it is not possible to develop a complete picture of the numbers of teachers of Indonesian across Australia. It is possible, however, based on the qualitative interviews, to describe a generic profile of the profession. Indonesian is largely taught by Australian born teachers whose first language is typically English. The number of native speakers of Indonesian (or Malay) is relatively small (compared, for example, to other NALSSP languages). There are small numbers of recently graduated teachers of Indonesian, and there are a large number of teachers close to retirement age. Evidence also indicates that the cohort is predominantly female.

The majority of teachers of Indonesian are part-time with some working across several sites. For example, the number of teachers of Indonesian in the ACT Catholic sector in 2009 was 14, equating to 2.8 full-time equivalent positions. In the NT, there are approximately 16 teachers of Indonesian with half being part-time. The fractional and, at times, itinerant nature of positions for teaching Indonesian creates difficulties for sustainability of programs and retention of qualified teachers. Schools are finding it difficult to attract teachers to fractional appointments and teachers who take up these positions often find themselves significantly marginalised in the workplace.

3.5.1 Teacher Supply

Among those interviewed, there were reports of both an undersupply and oversupply of qualified teachers of Indonesian. It is clear that neither education systems nor the profession fully understands the current teacher supply status for Indonesian. There is an urgent need to undertake further in-depth workforce planning research.

It is evident that where there is a shortage of teachers of Indonesian, it is generally in regional and rural areas. This phenomenon is more prevalent in the government sector than in the Catholic and independent sectors, which are largely metropolitan based.

There is, of course, a direct connection between the decline in Indonesian programs and the supply of teachers. There are many stories of schools that have discontinued Indonesian due to not being able to access a teacher, and schools whose existing Indonesian teacher moved to another school or was forced to commence teaching another curriculum area (often due to reduced load caused by declining student numbers). Such employment vulnerability has a significant impact on teacher morale.

For many teachers of Indonesian, poor working conditions are exacerbated by their isolation, both in terms of geographical distance in many cases and in terms of support at the school level. The Indonesian teacher may be the only language teacher at the school, and with decreased systemic support such as the reduction or abolition of language specific advisory positions (in some states), teachers feel increasingly isolated and vulnerable. Furthermore, those who are in geographically isolated areas are often re-trainees who may feel particularly vulnerable depending on their depth of experience in Indonesian. This combination can result in a high attrition rate among this group who move out of teaching Indonesian because of the lack of sustained support.

A further impact of declining numbers of Indonesian teachers is the capacity of the profession to sustain itself and generate the necessary expertise, particularly at the senior secondary level. Increasingly, there is a limited pool of expertise to draw upon and those who are sufficiently expert are in high demand. Of particular concern is that the cohort with the expertise required to teach at senior secondary level is diminishing with no succession strategy in place.

There is some interest among those interviewed in recruiting teachers from Indonesia and from within the Indonesian speaking community in Australia, an untapped source of linguistic and cultural expertise. While in many instances there are native speakers who make a significant contribution to programs in schools (see Case Study 1), there are particular issues associated with recruiting teachers directly from Indonesia. Firstly, being a native speaker is not enough in itself. Being a native speaker does not automatically provide the explicit knowledge of the language system, rules of use and understanding of acquisition that is needed for effective teaching. Furthermore, native speakers are immersed in their first language culture, and do not acquire knowledge and awareness explicitly as must those not born and raised in the culture. As with any language, teaching Indonesian requires pedagogical and linguistic knowledge that is compatible with Australian university and teacher registration requirements. Native speaker teachers also need to be able to understand and navigate classrooms in Australian schools to engage effectively with students. So, although native speakers are a potential pool of supply of teachers, their needs for training (and ongoing support in schools) are quite distinctive.

What is essential to know, but was not within the remit of this report, is what causes students to continue or not in their studies of Indonesian.

3.5.2 Teacher Qualifications and Training

Teachers of Indonesian vary significantly in their qualifications and training. The typical qualification for secondary teachers is a three-year undergraduate degree specialising in Indonesian language and culture, followed by a graduate diploma in teaching most commonly with a languages or applied linguistics specialisation and practicum. Typical for primary is a general education degree with some units for specialisation in languages. There are some courses (for example, Bachelor of Education at Murdoch University) that offer a languages education award, including in-country study for non-native speakers and 'schooling context awareness' for native speakers. However, such programs are not typical. Common concerns raised about teacher training focus on language study being separated from pedagogy, and there being no languages practicum or specialisation for primary teachers – where it is offered, it remains generic to all languages.

There are a significant number of teachers of Indonesian who participated in retraining programs during the NALSAS period. Many generalist primary teachers, in particular, earned qualifications to teach Indonesian at primary level. Retraining programs were well supported in most cases, with funding provided for tuition fees, teacher release time, in-service and, in some cases, in-country travel. Many of those involved were already located in regional/rural or difficult to staff schools and were often already teaching the language, in some cases as the teacher supervising distance education courses, or as a 'self-taught' language teacher. Retraining, therefore, created qualified teachers of Indonesian in places where it was difficult to attract teachers. However, there are reservations among existing language teachers and some bureaucrats about the effectiveness of retraining, given the extent of funding invested, the depth of teacher expertise which was developed, and the longer term retention of these teachers.

There are a small number of teachers of Indonesian (compared to other NALSSP languages) who are native speakers. In general, this group is well established in schools, having taught in Australia for many years. (That is, there are few recent recruits from Indonesia.) In the past, these teachers typically

completed their teaching qualification in Australia and were granted status by universities and teacher registration authorities for their language knowledge and capability. For many teachers with a Malay background, their sometimes limited knowledge of standardised Indonesian was not considered an issue, particularly if they were not teaching to senior secondary level. They were considered 'near native' enough. More recently, there is some interest among a small number of undergraduate students from Indonesia studying other disciplines in becoming teachers of Indonesian. While these students are native speakers, they do not hold a language qualification or have the disciplinary knowledge to directly enter a teaching award.

While it is desirable for many reasons to recruit members of the broader community into the teaching of Indonesian, there are lessons to be learned from the past in terms of who remains long-term in the profession. Typically, with some exceptions, those who stay for the long haul are ones who have completed a specialisation in the language at the tertiary level in their undergraduate award. It would seem that this degree of commitment (that is, at a specialist level) combined with a desire to teach young people, creates a combination (together with regular in-country experiences) that forms a robust professional identity. It would be beneficial for various stakeholders in Indonesian language teaching if a preferred minimum requirement for becoming a teacher of Indonesian existed. Such a requirement would include a tertiary qualification comprised of:

- a major sequence of eight Indonesian language units/courses (which can be done in stand-alone diploma programs)
- a significant in-country component (at least one summer semester or a full semester in-country)
- second language pedagogy and curriculum study mediated through language specific tutorials, most in the target language and at least some content focused on classroom discourse, Teaching Indonesian as a Foreign Language (TIFL) and Content and Language Integrated Learning (CLIL)
- thorough education in best practice in Computer Assisted Language Learning (CALL)

- workplace placements in the teaching of Indonesian at the appropriate level of schooling and with sufficient preparation and expectation to teach as much as possible in Indonesian.

If there were to be national agreement on a minimum qualification for teachers of Indonesian, this could be used to inform a range of activities such as pre-service courses, in-service professional development, workforce planning and recruitment. The effective supply of appropriately qualified teachers will require collaboration across the schooling and tertiary sectors, and between state, territory and federal governments.

3.5.3 Teacher Professional Learning

Opportunities for professional learning for teachers of Indonesian are varied and dominated by language specific focuses as well as matters generic to all languages curriculum and pedagogy. The majority of professional learning is provided by other teachers of Indonesian and tertiary educators through Indonesian teacher associations which operate in some form in all states and territories. Some associations receive funding from sectors which often have conditions attached to cover initiatives, and programs are offered predominantly on the basis of teacher interest and sector requirements. While there is a place for diverse interests in professional learning programs, there is also a need to develop a more targeted approach for the profession which focuses on two key areas of need: linguistic and cultural proficiency, and pedagogy.

Current offerings for developing teachers' linguistic proficiency are largely episodic and there is little opportunity for sustained progression in learning (a prerequisite for improving and maintaining proficiency). For existing teachers of Indonesian, the Australian Government's fully funded Endeavour Language Teacher Fellowships (ELTF) represents an intensive proficiency opportunity. The program, currently provided through Charles Darwin University,

has received positive feedback from participants who report how it has reinvigorated some and supported others, including a number of pre-service teachers. Teachers would, however, prefer in-country experiences in order to develop first-hand experiences of both Indonesian language and culture.

The recent NALSSP-funded Indonesian Language Teacher Immersion (ILTI) project, led by the Australian Consortium for 'In-Country' Indonesian Studies (ACICIS: www.acicis.murdoch.edu.au) is a welcome addition to the teacher pre-service and in-service landscape. The program combines intensive language training, curriculum development and methodology skills, as well as an in-school teaching experience. The program has a twofold benefit: increasing the supply of appropriately qualified teachers of Indonesian and upgrading the knowledge and skills of the existing cohort.

A major obstacle to teachers' engagement with extended proficiency experiences is that these largely occur in teachers' own time. For teachers of Indonesian who are working in difficult conditions, particularly, there may be a desire to be involved in such schemes but it can become yet another pressure on them. Given the choice, many would prefer to spend holiday time visiting Indonesia. It will be important to monitor uptake of the ACICIS scheme and its impact on teachers' proficiency.

Teachers' cultural proficiency, or understanding of Indonesian culture, is often seen in terms of acquiring factual knowledge about events and experiencing cultural practices. Such learning can provide broad enrichment for teachers but it is not sufficient as a basis for language teaching. There is a need for culture learning to include a critical and personal orientation which focuses on the integration of language and culture, as well as understanding how culture is constructed. In this way, it becomes a resource for engaging students with more than facts about Indonesian culture.

It would be beneficial for various stakeholders in Indonesian language teaching if a preferred minimum requirement for becoming a teacher of Indonesian existed.

In terms of pedagogy, there are varied focuses such as the use of communication and information technologies (particularly specific software training), intercultural language teaching, assessment and professional standards. A number of teachers of Indonesian have participated in national professional learning programs in the areas of intercultural language teaching and learning, and professional standards for language teaching. These programs have been designed to explore current understandings of language teaching and learning through investigating aspects of these in practice. While there is potential for an intercultural language orientation to improve the teaching and learning of Indonesian, it is in the early stages of development. Various interpretations mean that while, on the one hand, there can be greater attention to language – increased intensity in relation to its form, meanings and use – it can also be interpreted as cultural studies – acquiring knowledge about culture. This is a particular area of concern for Indonesian given established teaching practices which focus on exotic aspects of Indonesian culture. There is a need to debate understandings of intercultural language teaching and learning, develop language specific examples, and address teacher professional learning (particularly in areas of metalinguistic awareness and critical cultural awareness) in order to enhance the teaching of Indonesian language and culture.

There are two priority concerns in relation to the professional learning needs of teachers of Indonesian. Firstly, many teachers have limited experience of Indonesian language and culture and would benefit from in-country study (with a critical reflection focus) to deepen linguistic and cultural proficiency. Secondly, many teachers of Indonesian, particularly at the primary school level, have limited specialised training in linguistic proficiency and languages pedagogy and they need to be up-skilled. This will require a developmental view of teacher proficiency and pedagogy which combines theoretical, practical and experiential components. Such a program could

be developed using the Professional Standards for Accomplished Language Teaching (AFMLTA, 2005). Although there has been some initial work among teachers of Indonesian in relation to these materials, there is scope to use these to develop a targeted and cogent national professional learning program for the profession overall.

3.5.4 Support for Teachers

Support services for Indonesian programs in schools have diminished significantly in recent years. Teachers interviewed lamented the lack of access to a wider community of Indonesian language professionals. During the peak period of NALSAS, advisors for Indonesian existed in almost every state and territory. These positions were a crucial conduit to programs in schools, maintaining good quality data on programs and teachers, providing accessible, often immediate, support to beginning or retrained teachers, acting as a pivotal coordinator for collaboration between the schooling sector and stakeholders such as the tertiary sector and Indonesian community. Such positions are now rare, replaced in large by generic positions or 'Asian language' positions or, in some cases, a single languages person with outsourcing of professional learning support to associations or provision of funds directly to schools. NSW continues to maintain an Indonesian specific position and in Vic a new position for Indonesian commenced in 2009. While not necessarily advocating a return to the previous structure in terms of personnel, there is a need for some type of mechanism for supporting teachers more directly.

One form of support being provided to teachers and programs is through teacher assistant schemes in several states and territories. For example, in NSW, a scheme has operated since 2000, with the NSW Department of Education and Training funding a place (including salary) for one assistant from Indonesia each year to assist in a government school for three days per week. In WA, the Teacher Assistant

One form of support being provided to teachers and programs is through teacher assistant schemes in several states and territories.

Scheme was initiated two years ago by the Westralian Indonesian Language Teachers' Association (WILTA) with support from the Department of Education and Training, WA (DETWA). Trainee teachers from Indonesia visit WA for a period of one year, working in schools with Indonesian programs. Reports of this scheme indicate that the trainee teachers are benefiting from their experience, and students value the presence of the young, vibrant trainees who provide an immediate (and at times alternative) perspective on Indonesia. For approximately thirty years, the NT has had a longstanding teacher exchange scheme in which four teachers from Eastern Indonesia work alongside qualified teachers of Indonesian in classrooms for the course of a year. There are many advantages of these schemes: culturally and linguistically proficient models, and the potential to recruit native speaking (trainee) teachers from Indonesia who have prior experience teaching in Australian schools.

A further strategy which provides support to teachers of Indonesian in Vic is a mutually beneficial mentoring scheme in which experienced teachers of languages are partnered with beginning teachers. This provides immediate support to the beginner and recognition of the expertise of the experienced teacher, as well as the opportunity for this teacher to demonstrate leadership capability (opportunities that are often seldom available to language teachers).

In the past, tertiary Indonesian specialists have also been a source of support and leadership for teachers of Indonesian. Involvement of tertiary colleagues in professional learning and collaborative projects helped create a professional community of shared interests and expertise which transcended sector boundaries. With a shrinking pool of expertise at tertiary and growing demands on those who remain, relations between the schooling and tertiary sectors have become difficult to sustain. Not only is there a lack of encouraging students to move on a continuous pathway from schooling to tertiary levels, but there is a danger of little or no pathway existing for them to travel along. The critical mass required to sustain the expertise of Indonesian language education is fast becoming nonexistent.

3.6 Professional Networks and Advocacy

The primary organisation to which teachers of Indonesian look for advocacy and support is their local state or territory professional association. The major work of these associations is offering professional learning, disseminating information, liaising with the local Indonesian community and, in some cases, running competitions (for example, Victorian Indonesian Language Teachers' Association) and student assistant schemes (for example, Westralian Indonesian Language Teachers' Association). A feature common across Indonesian teacher associations is their reliance on a core of experienced people and the limited capacity for succession planning, creating problems for long-term sustainability of these groups. There is little energy or expertise in negotiating political advocacy for Indonesian, particularly at the highest levels of education system authority or government.

Furthermore, these local associations have little support of their own as there is no incorporated national body or national association for teachers of Indonesian. At the national level, there is the Australian Federation of Modern Language Teachers Associations (AFMLTA) which is a peak body for all state and territory modern language teacher associations. While this group does not advocate specifically for Indonesian, it is involved in providing advice on behalf of all languages and does have representation on the various national projects which relate to the NALSSP languages. Also at the national level is the Australian Society of Indonesian Language Educators (ASILE), a collective of people who organise the biennial conference for Indonesian language educators from tertiary and schooling sectors. However, ASILE is not an incorporated body and has no formal organisational structure.

There is, therefore, no recognised, coordinated professional body with political voice specifically for teachers of Indonesian at the national level, and no mechanism for drawing teachers together across the country to collaborate on joint ventures and pool their efforts. There is a need to consolidate the efforts of those few upon whom the profession relies at present; a need to mentor younger teachers into the profession to ensure sufficient expertise into the future; and a need to take a developmental perspective on forming a body which can represent teachers of Indonesian at a national level and advocate for their views.

The potential exists for ASILE to become the peak national body for Indonesian language educators. This would require initial work with the state and territory associations, both Indonesian specific and in some cases languages (MLTAs) to agree to a forum in which the state of the profession, its needs and ability to advocate for itself, are explored. This could lead to a redevelopment of ASILE, or indeed a newly formed peak body for Indonesian, capable of working closely with the various stakeholders and advocating for the profession and the field.

The Indonesian migrant community in Australia is diffuse and not a large, vocal lobby group offering or seeking funding to support school programs. Community members don't often seek a high profile in the broader Australian community. A small number act as volunteers, guests or paid aides in school programs and participate in community celebrations. Rena Sarumpaet, newsreader on SBS, and Australian Idol star Jessica Mauboy are possibly the only Australians with Indonesian backgrounds known to the Australian public. This is in contrast to media and film personalities of Italian, Greek and even Chinese family background.

The Indonesian Embassy and consulates provide some support for community events, the ASILE Conference and ELTF program, but since the decline of the Indonesian Cultural and Educational Institute (ICEI) in the late 1980s, there has been no continuously active, high profile body. Indonesian teachers and the community often lament the lack of a high visibility, patron institution like the Japan Foundation, Alliance Française, Dante Alighieri Society, and the Goethe, Confucius and Cervantes Institutes. These peak organisations provide services in other languages and stimulate language and culture activities and programs. There is no single entity that the community associates with Indonesian in Australia, and no central voice or resource for support. While there are promising directions with the recent establishment of a *Balai Bahasa* in Perth and another being established in the ACT, it may not be feasible for a national network of such centres fully funded by the Indonesian Government. Educators expressed understanding that it needs to expend its funds on, for example, community development in Indonesia rather than on sponsoring Australian children's study of Indonesian.

The Indonesian language teaching profession needs a point from which to take stock, galvanise its voice and efforts in order to launch into a new phase of collaboration and activity. Indeed, there was a sense among those interviewed that the profession is 'waiting for something to happen'. There is a desire to maximise expertise and energy and this will require external support to realise.

The Indonesian language teaching profession needs a point from which to take stock, galvanise its voice and efforts in order to launch into a new phase of collaboration and activity.

3.7 Curriculum and Assessment for Indonesian

3.7.1 National Curriculum

Indonesian is no stranger to the national curriculum landscape. In fact, the most extensive and arguably the most significant curriculum development for Indonesian was the National Curriculum Guidelines for Indonesian: *Suara Siswa* developed in the early 1990s subsequent to the Australian Language Levels Guidelines project (1988). The materials were framed through the communicative approach to language teaching and learning and included a teacher resource book with suggested programs and activities, student book and resources, together with materials such as videos and readers. There was a mixed reaction to the materials among teachers with praise for their scope and quality, and criticism that the language was too sophisticated and authentic to be accessible, and that there was no defined teaching sequence. The materials continue to be used by a small number of teachers dedicated to them.

Following this, Indonesian came under the umbrella of the nationally developed *National Statement and Profile for Languages Other Than English* (1994). The framework was generic to all languages however, some work (for example, work samples) was produced in specific languages. The Statement and Profile laid the foundation for much of the state and territory framework development which followed, which has been framed in generic terms with some examples provided in various languages.

In assessment terms, there is interest in seeking evidence of the achievements of students studying languages, particularly those supported through the NALSAS and now the NALSSP. Three projects (Scarino et al., 1997, 1998; Hill et al., 2003) were conducted as a result of the NALSAS to investigate ways to elicit and profile student achievement against nationally agreed key performance measures. In 2009, as part of the NALSSP, a further project to profile student achievement based on a national sample of students in the four languages commenced. This project is currently underway and will conclude at the end of 2010. Its findings will provide valuable insights into the nature of student achievement in each NALSSP language at Years 6/7, 10 and 12.

Indonesian is currently one of the languages offered at senior secondary level through the nationally agreed framework known as the *Collaborative Curriculum and Assessment Framework for Languages* (CCAFL). There are three levels of syllabus: Beginners, Continuers and Background speakers with the development of a Heritage syllabus currently underway. The largest cohort of students at senior secondary are second language learners (Continuers), with a steady but much smaller number undertaking Beginners and Background speakers courses. The syllabus is implemented in various ways across the participating states and territories with differing assessment protocols and no articulated set of outcomes or language specific descriptions of performance. Some teachers interviewed reported a lack of clarity and confidence about where to pitch teaching and learning in relation to an agreed standard. The Heritage syllabus is a welcome addition to the languages landscape but it is likely to affect only a small number of students of Indonesian nationally.

While Indonesian is regarded as an 'easy' language, it nonetheless continues to be perceived by many in school communities (including some language teachers) as relevant to more academically inclined students. Indeed, the bonus points scheme for students who complete a language subject at Year 12 (for example, the University of Adelaide) was introduced partly to attract the best and brightest students to universities. The perception that languages learning is for a select number of students, means that Indonesian is often not promoted in schools as a pathway into the senior years except for those students seeking university entrance. This view is likely to be exacerbated in schools that perceive their students to be less academically capable or not aspiring to university entrance. It could be the case that the socioeconomic and geographic distribution of programs combined with community perceptions of the value of language learning are contributing to the particular vulnerability of Indonesian language programs.

Many teachers were also concerned that the recent decisions in some states (for example, WA and SA) to reduce the number of Year 12 subjects required for completion of the state-based qualification is likely to impact on students' participation in all languages, including the NALSSP languages, at Year 12 level. It may be that in order to increase participation rates alternative pathways, including non-university entrance accredited pathways, require greater attention. For example, vocational education Indonesian courses combined with work-related skills programs could encourage some students to study Indonesian. There is a need to explore pathway options through action research in schools whose programs are 'at risk' in order to determine what alternative actions can make a difference to declining enrolments and programs.

Respondents to this report, particularly teachers of Indonesian, are hopeful that the national curriculum initiative will provide greater certainty and support for the teaching and learning of Indonesian in Australian schools. Specifically, teachers feel this national development presents an opportunity to reinvigorate curriculum and assessment practices for Indonesian. Teachers expressed a desire for a national curriculum for languages to provide two major supports that would benefit Indonesian: a clear statement about time allocation, and a clearly articulated, language specific framework of outcomes which would set a national benchmark. Teachers of Indonesian perceive the national work as a point of reference (and currency) beyond their state and territory frameworks which could provide validation of students' learning.

For primary programs in particular, it is hoped that expectations are made clear in relation to the nature of program types and realistic depictions are provided of what can be achieved under certain program conditions. That is, teachers are frustrated that current conditions in primary do not allow for progression beyond basic language use. They feel pressured to develop students' linguistic proficiency yet consider that current program conditions work against the achievement of this goal. The need to survive and ensure inclusion of as many learners as possible means that the curriculum is highly compartmentalised and often repetitive or seemingly so, limiting what can be achieved.

The other cause for optimism in relation to a national curriculum among those interviewed is that there will be Indonesian specific support materials that will be of the quality of those of *Suara Siswa* but in a contemporary form that engages young people. Two characteristics cited as particularly beneficial were intercultural language learning and the integration of new media and technologies into materials for classroom use.

3.7.2 State and Territory Initiatives

Following the development of the *National Statement and Profile for Languages Other Than English*, each state and territory developed its own local curriculum and assessment framework. As part of this work, a substantial number of language specific materials were published, including sample programs, units of work, student work samples, and scope and sequence statements. Support materials were developed for Indonesian, however, these were often episodic and reinforced a short-term perspective underpinning the curriculum framework and outcomes.

A particularly significant curriculum development for Indonesian at the state and territory level (particularly in WA, SA and NSW) are the distance education courses. Materials in particular languages have been developed through distance education schools funded through education departments, with Indonesian being one of the largest given the spread of programs in rural areas. In the past, NALSAS funds were used to develop courses not only for secondary but also primary students thus creating a complete pathway in some instances (for example, SA Open Access College offers an R-12 program in Indonesian in distance mode). These materials are characterised by contemporary pedagogy that includes higher order thinking processes, high levels of scaffolding and support for students in independent learning (also beneficial in face-to-face contexts) and incorporate communication and information technologies. Most recent course materials being developed through WestOne in WA (see Case Study 3) use contemporary and age-equivalent content with processes which tap into students' technological interest and capability.

The existing distance education courses across Australia provide two opportunities for Indonesian. Firstly, there is the potential, were these courses to be articulated and delivery coordinated across Australia, to offer Indonesian as a course available from P-12 to any student. Secondly, there is much interest among face-to-face teachers of Indonesian in using these materials and an opportunity exists for them to be made available to mainstream classes.

3.7.3 Curriculum Resources

Indonesian language programs in Australia represent the largest market for the study of Indonesian at the schooling level beyond Indonesia itself. While this presents a unique opportunity for Australia, it also means that there are no markets beyond our shores from which to source materials to support teaching and learning. Hence, the local market is the market for textbooks and additional support materials. Publishers source local writers and the content is particularly Australian focused and while this orientation resonates to a certain degree with students, it also means that the focus of textbook writing tends to be quite narrow.

Textbooks in the past have adopted various approaches to languages teaching: grammar-translation (for example, *Learn Indonesian* series); functional-notional (for example, *Bahasa Tentangaku* series); and communicative language teaching (for example, *Ayo, Bagus Sekali, Kenalilah*). The underlying views vary from language as form, language as behaviours and communicative practices. The views of culture also vary from high culture, to behaviours and daily practices. In such materials, Indonesian culture has largely been represented as exotic and 'different'. Most recent textbooks (for example, *Bagus Sekali, Keren, Kenalilah, Bersama-sama*) attempt to show culture as contemporary and diverse. The focus largely on 'pop' culture can become too narrow and may limit the possible connections students can make with the depth of culture beyond the immediate.

There are a number of digital and online resources for Indonesian which have been developed as a result of national funds, primarily NALSAS. The Le@rning Federation and Online Indonesian materials are available to all teachers of Indonesian, however, their uptake has been varied and is heavily dependent on teachers' expertise and access to appropriate technology. While there has been an increase in a focus on technology in teacher training opportunities, both expertise and access present challenges to the incorporation of new media into teaching practice.

A further complication in relation to materials is the treatment of Indonesian language itself and the degree to which Australian students are learning standardised Indonesian (*Bahasa Baku*) while the majority of their teenage group in Indonesia have limited *Bahasa Baku* and tend to use a range of languages including *Bahasa Baku*, local languages, teen subgroup discourse and English or other languages, for example, Chinese. There is a tension between what students in Australia are learning (on which they are assessed) and the reality of language use in Indonesia. There is also an issue of teacher linguistic and cultural proficiency in teaching with contemporary language and culture, particularly of teenage students.

Materials from the Indonesian-speaking Community

Teachers of Indonesian have always sourced materials and realia beyond those produced for schooling. In recent times, there has been greater accessibility to such materials particularly via the internet. This combined with an increasing interest in intercultural language teaching and learning among teachers of Indonesian, has stimulated interest in sourcing materials produced for Indonesian speakers (that is, authentic resources). While online resources offer exciting possibilities, they also raise challenges for Indonesian teachers' professional learning and

Indonesian language programs in Australia represent the largest market for the study of Indonesian at the schooling level beyond Indonesia itself.

practice such as appropriate pedagogical application, linguistic demands of authentic language use, and expertise in using new technologies. These professional learning needs will need to be met in order to maximise the use of authentic materials and engage learners in the reality of Indonesian language and culture.

As outlined above, there are a number of issues which plague the development and use of curriculum materials for Indonesian, and which arguably contribute to disinterest among some students. There is a pressing need for a more comprehensive, up-to-date and rigorous curriculum that clearly sets out expectations for achievement in language specific terms and is based on current theories of language learning and use of new technologies in line with students' communication interests and capabilities.

3.8 Community Perceptions of Indonesia

Until the events of the last decade, and particularly during the years of NALSAS, a common perception in the Australian community was that Indonesia, synonymous with Bali, was an idyllic paradise playground for Australian tourists. Indonesian people were considered friendly, uncomplicated and either unreligious or peacefully religious. This perception has changed and has been replaced by a very different perception and discourse about Indonesia in Australian public life. For example, a Roy Morgan phone poll of 687 people aged 14 and over in August 2009 asked: 'In your opinion are there any countries which are a threat to Australia's security? If "Yes", which countries?' The largest response was 20 per cent who saw Indonesia as Australia's biggest security threat. Media specialist Inez Mahony writes: 'The result is not surprising, given persistent negative associations in news articles. In the three years following 9/11, almost 40 per cent of all articles (in *The Sydney Morning Herald*, *The Daily Telegraph* and *The Australian*) that mention "Indonesia" also mention terrorism. A third of all these articles mention Muslim or Islam and of those articles, 73 per cent are associated with terrorism.' Mahony claims that

'On close analysis of articles there are stereotypical images of the "Muslim terrorist" dominating stories, and an extraordinary lack of contextual information (to put things into perspective) and lack of ordinary Muslim voices which provide a contrasting representation.' The Roy Morgan poll indicates that there are negative perceptions of Indonesia in the mainstream Australian community.

The study of a language in schools is not isolated from the target language community from which the language originates. While those interviewed for this study did not cite specific instances of program closures based on community perceptions or attitudes towards Indonesia, many reported a general sensibility that the teaching and learning of Indonesian was not worth pursuing, particularly where it faced operational difficulties. There is a need for a substantial reframing of public perceptions and discourse in relation to Indonesia in Australia in order to create a more positive context for Indonesian language teaching and learning in schools. The potential value young Australians could derive from critically engaging with language and culture, including Islam, broadening their understandings of the region and the world, needs to be clearly articulated and communicated to the Australian community. Furthermore, respondents to this research noted the influence of new policy and a positive tone from the Australian Government. Many spoke specifically of the beneficial role model that a Mandarin-speaking Prime Minister sets for the community and students with regards to China and the study of Chinese. Those interviewed concurred with the Prime Minister's view that 'Australia needs to do better, a lot better, in our level of Indonesian language study, in development of Indonesian studies within our universities and in our schools and our understanding of the enormous complexity that is Indonesian Islam.' (Rudd, 2009) To achieve the goal of doing 'better', a sustained commitment specifically related to the teaching and learning of Indonesian is required.

4 Case Studies

4.1 Orientation and Process

The following case studies highlight aspects of promising practice and support for Indonesian programs in schools. They are included not to show best practice but to provide more specific insights into the nature of Indonesian in the Australian schooling context.

While each case study can be seen as having merit in its own right, there are common features reflecting what is needed to continue to support and strengthen Indonesian programs in schools. The first is the expertise and dedication of the teacher at the centre of each case. These teachers are among the most outstanding Indonesian language educators in Australia: they are well qualified, highly proficient, engaged with young people, dedicated to and strong advocates for their area. Teachers of this calibre are critical to the success of Indonesian programs. However, teachers, no matter how outstanding, are not enough on their own. The second feature of these case studies is the environment and conditions supporting these teachers. Each resides in an environment in which commitment to engaging with 'otherness', through Indonesian language and culture, is enacted with real support. These case studies reflect not only talented Indonesian language professionals and supportive environments, but how personal, institutional and community values combine to create the conditions necessary for Indonesian language programs to be maintained and thrive.

Case Study 1: The Importance of the Indonesian Teacher

The junior school at Launceston Church Grammar School (LCGS) has a successful Indonesian program from Kindergarten to Grade 4. The success of the program can be attributed in large part to it being very well supported and to the excellence of one teacher. A 'much loved' native speaker teacher (0.7 load) with Australian qualifications drives the program. Umi Quor has been teaching at LCGS for 14 years (and in state schools since 1979 when she began as a specially funded, part-time Indonesian teacher aide). Qualified as an Australian teacher, Umi's teaching repertoire includes Javanese stories and personal cultural anecdotes, singing and musical instruments, dance, costume making and cooking skills. She has taught in many different schools and across levels in northern Tasmania, as well as in the university sector. She is a mainstay in Indonesian curriculum writing and in-service teacher retraining (Graduate Certificate and Diploma) for the Tasmanian Department of Education and the Arts.

The benefits of the Indonesian program are endorsed by all at LCGS. The school executive (through several regenerations) and parents recognise and acknowledge the quality teaching that takes place and the positive impact that the program has on students. This is a case where Indonesian survives despite the odds: not because it's an 'easy' language to learn; not because it's a high status language; nor because Indonesia is Australia's largest neighbour or there are strong community links to Indonesia. It survives because Umi Quor is a quality teacher and well supported by her school.

The school executive (through several regenerations) and parents recognise and acknowledge the quality teaching that takes place and the positive impact that the program has on students.

Umi regularly fields difficult questions about the Bali bombings, Schapelle Corby and the recent film *Balibo* but deflects them by claiming she has ‘no expertise on political matters’. While she may be more informed than many to comment, she prefers instead to focus on developing students’ own critical perspectives, analysing and interpreting texts from a range of sources including the media. Her emphasis is on encouraging students to be open-minded and develop opinions informed by a range of evidence.

The long-term success of the LCGS program, however, demonstrates the general fragility of Indonesian, reliant in this case on the excellence of one teacher and the support she is afforded by the school’s principal. Umi’s case is an exception to the general rule. Many teachers of Indonesian do not receive the same support as Umi and her school community’s commitment for Indonesian as a normalised part of the curriculum is too often absent.

Case Study 2: The Importance of School Culture and Values

One could hardly ask for more favourable conditions for offering an Indonesian program than at Macarthur Anglican School in Cobbitty on the outskirts of Sydney, NSW. A combination of interlinking factors have made Indonesian a normalised part of the school’s curriculum.

- **Leadership** – The principal of the school has made a concerted effort to win over the community. Indonesian has a high profile and is promoted on the school website among the specialities the school offers, starting at Kindergarten. The achievements of students in Year 12 Indonesian earn praise and public comment in both the school magazine and the Annual Report to the Board of Studies. The principal also uses the magazine editorial to communicate to parents his strong endorsement of Asian studies and Asian languages

– ‘Our Place in the Global Community’ – as part of the school’s international mission.

- **Staffing** – There is a team of four teachers of Indonesian at the school allowing for continuity from junior primary to senior secondary, and even both Beginning and Continuers courses at Year 7 level. Macarthur gives strong emphasis and financial commitment to professional development so that staff may extend their language and pedagogical knowledge and skills. Successful Indonesian teachers play many roles in the school and are widely respected in their profession. The senior Indonesian teacher being also ‘Dean of Studies’ ensures that Asia-related content is embedded in all stages of students’ schooling. This has an important aspect of normalising Indonesian in the school’s curriculum.
- **Facilities** – All secondary teachers have permanent classrooms they can adorn with Indonesian realia and student work samples. There is an outside Balinese pavilion and an Indonesian Gallery which houses the school’s becak, angklung sets, other musical instruments and realia. A satellite dish enables staff and students to access Indonesian free-to-air television.
- **Community links** – The school has strong links with the community and invites Background speakers and previous students to teach and mentor the students at all levels.
- **International links and excursions** – The school has sister schools in four countries and in 2009 ran a Thailand Outreach Trip and an African Adventure, both forms of international community service.

Indonesian is a popular elective choice for students in Years 9 and 10 with 23 per cent of students choosing it from a list of seven subjects. Yet the school still faces the challenge of retaining student numbers in the senior years. In 2010, only 8 per cent of the Year 11 cohort have elected Indonesian (40 per cent of the Year 10 class in 2009).

One could hardly ask for more favourable conditions for offering an Indonesian program than at Macarthur Anglican School in Cobbitty.

In contrast to the Macarthur model are anecdotes about Indonesian being phased out at other schools. In one instance, the loss of a brilliant teacher and his popular and high-quality program for, according to the principal, 'a combination of reasons (bad press of Indonesia, limited enrolment, difficulty of staffing)'. Notably, calls for parent comment on the discontinuation of the program drew only one serious expression of concern. Chinese is now being introduced.

The signal achievement of the Indonesian program at Macarthur derives from a coalescence of success factors: unstinting and genuine support from school leadership; frequent communication of the Asia literacy message to the school community; a mutually supportive Indonesian teaching team from Kindergarten to Year 12; provision of facilities and opportunities to enable vibrant teaching in touch with local and international communities. This school has clearly committed itself to a mission of engaging with developing nations and this has helped immeasurably in supporting Indonesian as a curriculum offering.

Case Study 3: Innovative and Engaging Curriculum Resources

The Indonesian digital language resources developed by WestOne (the Western Australian School of Isolated and Distance Education) for the new West Australian Certificate for Education (WACE) Indonesian course feature appealing, contemporary graphics, interface, audiovisual materials and digital interactions. The resources are learner-centred and include:

- audiovisual materials that integrate language, culture and grammar and take into account the media-literacy of learners (text is unscripted and natural, not contrived) and learner preference for viewing
- support for independent learning
- age-appropriate topics, texts and tasks
- learning activities with a real-life purpose, situation and motivation beyond language learning (for example, career pathways, opportunities for target language use locally)
- achievable goals (competence in Indonesian, not fluency, demonstrated by Non-background speakers, not much older than the learners).

An example of this approach is a unit in which students view three Australian students with different levels of competence being interviewed for a job at an Indonesian restaurant in Perth. Learners themselves evaluate the candidates for both language and suitability for the job, then view the restaurant owner's evaluation of the candidates and compare it to their own. Later, learners participate in an interview themselves. Active and experiential learning with multimodal texts are inherent in this language learning methodology.

Specifically designed for Indonesian culture and language learning, the resources integrate development of intercultural understanding through the language texts and tasks. These are supported via the use of authentic Indonesian texts including film clips, video clips, television advertisements for motorbikes, and pages from a teen magazine for boys.

The media literacy of learners is considered in the challenge, linguistic and motivational benefits of authentic texts or close proxies. Digital interactions offer immediate feedback, many focused on developing functional and critical literacy skills and increasing learner independence.

One key difference in these resources is that the student is positioned as an active participant and a global citizen, not a passive consumer of culture or one whose only motivation is holidaying in the target language country. Students see other Australian students who have become competent communicators, using their Indonesian purposefully, in careers, part-time work, travel, and hosting or acting as guides and interpreters for Indonesian visitors. These students are not 'fluent' but demonstrate attainable competence. The language is not only the domain of the foreign speaker.

Website: www.westone.wa.gov.au/k12/Pages/Indonesian.aspx

Contact: Laura Lochore, Acting Curriculum Manager, K-12 Curriculum Resources, WestOne Services, Laura.Lochore@det.wa.edu.au

Case Study 4: Community Connections

This case study presents an example of how school Indonesian programs may be supported by establishing links with the wider community in Australia and Indonesia. It draws on the particular example of the *Balai Bahasa*, a centre in Perth, WA. Many of the features of this example could be applicable to other states and territories depending on local conditions. A *Balai Bahasa* is currently being established in the ACT and should be operational in the near future.

The idea to establish a specialist language and culture centre for Indonesian emerged from the Indonesian language teachers' association in Perth (WILTA), seeking wider community support for Indonesian language teaching and learning. This was prompted by a number of reasons including the lack of TAFE accredited courses or a community language school for Indonesian, as well as receding school enrolments and the access to community services available to many other languages offered in schools. The centre's purpose is to 'provide Indonesian language and culture education to enable Australians to interact effectively with Indonesian people, and increase activities and bonds between individuals, businesses, communities and institutions in order to develop a more effective Indonesia-Australia relationship at all levels of society and foster a positive attitude in Australian society towards Indonesia and its people'.

The *Balai Bahasa* is a not-for-profit, autonomous organisation with a governing board (similar in structure to the Alliance Française). The board consists of members of the community including WILTA and the Indonesian Consulate. Staffing, apart from the language class teacher, is currently dependent on volunteers. Links with the Indonesian Consulate provide direct access to senior Indonesian Government figures and expertise, and there is a growing interest within the Western Australian Government which has formed a 'Friends of Indonesia' interest group with bipartisan support. The centre derives its membership from the local Perth community through events such as an annual Expo, language classes and the website. The Perth *Balai Bahasa* has been recognised by the Indonesian Government as one of its network of specialist language and culture centres (which exist

across Indonesia). It is currently the only centre for Indonesian language and culture receiving Indonesian Government support outside of Indonesia.

Establishing the centre has been a two-year process and is ongoing. The process began with members of the WILTA approaching the official Indonesian Government language institute, *Pusat Bahasa* in Jakarta. With in-principle support from the Indonesian Government, WILTA liaised with the consul in Perth and the Indonesian Embassy in Canberra receiving positive support. The Embassy has provided funding to establish and operate the centre. The consul in Perth has provided initial administrative and facility support and the centre is seeking independent premises and funding at present. The centre was officially launched in 2008 with an initial website.

The primary services offered by the *Balai Bahasa* are Indonesian language classes with a qualified Indonesian language teacher and the coordination of the Australia Indonesia Youth Exchange Program in 2009/10. In addition, the centre conducts an Indonesian Expo in order to showcase Indonesian language and culture, and broader employment, study and travel opportunities.

Several future projects and initiatives are planned including expansion of language courses, brokering in-country language tours for schools, investigating community language needs, offering interpreting and translating services, possible coordination of a school Indonesian language assistants program (with WILTA) and proficiency in-service for teachers. The centre is seeking additional funding sources to retain suitable premises and staffing (0.4 coordinator position).

There is currently no community based specialist Indonesian language and culture centre in each state and territory with which schools can connect to support programs although there is interest in some other states and territories for such support being available. However, this would require further investigation in each case, as well as increased levels of commitment and funding from the Indonesian Government itself so that these centres would be viable into the future.

Website: www.balaibahasaperth.org/index.html

Contact: Karen Bailey, Board Chairperson, Balai Bahasa Indonesia Perth, kbailey@iinet.net.au

5 Recommendations

The findings of this report show a clear decline in Indonesian programs, students and teachers over the past decade. Despite the limited data available overall, it is possible to describe some features of the state and nature of Indonesian teaching and learning in Australia including its breadth in the primary sector and at-risk status in senior secondary. What is less clear are the causes underlying the current situation. The following recommendations are designed to address this and propose ways forward.

Given the state and nature of Indonesian, there is a sense of urgency about the following recommendations, framed according to what is required immediately to stem the decline, and what is required in the longer term to strengthen the field and work towards achieving the NALSSP 2020 target. For Indonesian to contribute towards this target it is necessary to:

- gather the best expertise and leadership to develop a plan for change
- act immediately to stem the decline in junior secondary programs
- investigate in-depth the causes of the current state and nature of Indonesian to inform future action.

The following recommendations are underpinned by these processes for change and will require joint action on behalf of state and territory education authorities.

1 Establish a Working Party

Immediately establish an Indonesian Language Education in Schools (ILES) Working Party, as an expert group, to develop a detailed action plan to support Indonesian over the next three- to five-year period, and a renewed rationale for Indonesian language study.

Members of the Working Party will be drawn from Indonesian language educators, Indonesian specialists, the Indonesian community and employer groups; and representation from state and territory authorities, tertiary Indonesian academics, Australian Curriculum, Assessment and Reporting Authority (ACARA), and state and territory Indonesian professional associations.

The action plan to support Indonesian language programs will address:

- specific strategies to meet the NALSSP targets (in the context of the revised MCEECDYA *National Statement and Plan for Languages Education in Australian Schools* and the national curriculum initiative)
- mechanisms for monitoring progress during the life of the plan (including consistent and regular data collection across education authorities)
- external evaluation of the plan with findings reported to the Australian Government.

The action plan will focus on the following.

- A national professional learning program to strengthen the Indonesian teaching profession by targeting teachers' needs, including teachers with low proficiency in Indonesian as well as those with limited languages education pedagogy training. The program will be underpinned by a mentoring process whereby teachers seek evaluation and support in situ to improve practice and opportunities to interface with existing training schemes such as the ELTF, ACICIS and RUILI projects. It will also involve a funded annual national meeting of Indonesian language teacher associations.

The findings of this report show a clear decline in Indonesian programs, students and teachers over the past decade.

- Building a national Indonesian language teacher network. Teachers of Indonesian are often isolated and lack many of the supports available to teachers of other languages. There is currently no Indonesian specific forum through which teachers can communicate with each other and contribute to support for the field in general. An annual national meeting of the State and Territory associations for teachers of Indonesian would strengthen communication and collaboration.
- Developing new curriculum materials (in the first instance materials for junior secondary Indonesian) reflecting current theories of language learning, use of interactive technologies and understanding of contemporary Indonesian language and culture. The materials must be developed in accordance with the national curriculum for languages and a reframed rationale for learning Indonesian.
- Renewing rationale for studying the Indonesian language. The existing rationales for learning Indonesian are failing to convince students. There appears to be a mismatch between the national interest and individual interest. A rethinking and reframing of a rationale for learning Indonesian that makes sense to young people, their families and school communities is required. The process for a renewed rationale would involve conducting a national forum of stakeholders to inform and develop the rationale.
- Developing a communication strategy for schools and the broader community that raises awareness of the nature and benefits of learning Indonesian through to senior secondary levels; and targets upper primary/junior secondary students, their parents and school communities.
- Establishing funding for schemes to enable experiential learning through contact with the Indonesian community for students in existing programs. Experiential learning is important for students of all languages. However, it is essential for students of Indonesian, both to enable them to apply knowledge and to counter public discourse and perceptions of Indonesia in Australia. In-country travel has been problematic since the

DFAT travel advisories were issued. Experiencing Indonesia is possible through teacher assistants, sister schools and community visitor programs, a number of which currently operate. These programs, however, are limited in scope and diffuse in terms of accessibility and quality.

It is envisaged that each of these areas will have specific roles for all governments. Although many of the actions identified by the working party will need to be undertaken nationally, there is scope for state and territory oversight of initiatives at the local level. For example, a professional learning program for teachers of Indonesian may be funded and developed nationally yet implemented on a state and territory basis.

2 Implement an Intervention Strategy

Immediately design and implement an intervention strategy targeted at junior secondary Indonesian in order to stem the present decline and increase retention of students into senior secondary years.

The largest threat to not achieving the NALSSP target for Indonesian, and Indonesian language study more generally, is the current lack of retention of students into senior secondary Indonesian. There is currently a significant (albeit diminishing) base of students in primary and junior secondary school from which to build demand for students continuing into senior secondary Indonesian.

The proposed intervention strategy will involve a project conducted in a number of school sites with 'at-risk' programs over a three- to five-year period. The project will be led by a team of people with expertise in teaching Indonesian, languages education, school readiness and change processes, and qualitative research. To support the research, funding may be required for senior secondary classes for a limited, short-term period to ensure continuity of pathways for existing students. The research will assess factors affecting retention, implement strategies to address retention, and make recommendations for future intervention based on the findings of the initial phase of the project.

This recommendation will be designed as a national project with state and territory collaboration on aspects of action at specific sites; for example, staffing, local curriculum and assessment requirements.

3 Investigate Key Issues

Investigate key issues affecting Indonesian to inform further action, specifically:

- the relationship between student retention and the socioeconomic and geographic distribution of programs
- workforce planning in relation to teachers of Indonesian
- the nature of primary programs, specifically program conditions, quality of teaching, and learner achievement.

It has not been possible within the scope of this report to comprehensively explore the many 'unknowns' that remain in regards to the current state of Indonesian language nationally and further issue-specific investigations are needed.

This report did not investigate students' views on their reasons to study Indonesian or not. It is vital that any action to address retention and uptake of Indonesian be informed by the students themselves and the factors affecting their decision making. An investigation of student views would need to take into account the socioeconomic and geographical distribution of programs and other factors to ascertain the context in which students' decisions are being made. This would require developing a map of the distribution profile of Indonesian programs across Australia.

Research in relation to workforce planning is needed to inform any strategies related to teacher supply for Indonesian. It is not clear from the data available for this report what the state and nature of teachers of

Indonesian is across Australia. There are conflicting reports of both oversupply and undersupply. While inadequate supply of teachers of languages is an obstacle to program provision, there is some doubt as to whether this is currently the case for Indonesian given the recent shrinkage of programs being offered. Any strategies in relation to supply can only proceed once more clarity of the current situation is established.

The nature of Indonesian programs, particularly in primary schools, remains unclear. There are reservations among stakeholders about primary program conditions (and related learning experiences) and the impact of current programs on student retention. More insight is needed into primary programs to effectively address the conditions for improving continuity and retention. Research into primary Indonesian programs will require:

- a baseline report of the nature of Indonesian primary programs across Australia
- a pilot project to trial alternative models or conditions of program provision, in particular increased time on task
- implementation over a three-year period to determine any impact on student decision-making and enrolment trends
- targeting of schools with low rates of retention from primary to junior secondary
- communicating findings to education jurisdictions to inform future decision making.

It is envisaged that these investigations will be designed as national projects with state and territory involvement in matters such as accessibility, data collection and understandings of the local context.

6 Conclusion

The study of Indonesian in Australian schools has a fifty-year history with periods of both expansion and contraction. The steady decline of more than 10,000 students per year over the past decade presents a number of major challenges and indicates the need for deeper understanding of the causes of this current situation and ways to turn it around.

The student participation data in this report reflects a significant shift over the past two decades in who is studying Indonesian and at what level. Enrolments in Indonesian at the primary school level increased dramatically during the NALSAS years (1994–2002) and while these remain relatively strong, the data shows that numbers are declining significantly. The starkest trend over recent years is the decreasing participation of students learning Indonesian at senior secondary level with the number falling to levels similar to two decades ago. While it has not been possible to fully investigate the causes of the current situation in the scope of this report, some contributing factors are evident.

Firstly, current rationales for the study of Indonesian are not connecting with Australian students and their families. While the teaching and learning of Indonesian is currently supported by the Australian Government through the NALSSP, this support is not influencing students' individual decision making about the value of studying Indonesian.

A second factor is the operational conditions of Indonesian programs in schools. Factors such as geographical distribution of programs, quality primary programs, effective supply of qualified teachers and stability of pathways through to senior secondary school, all contribute to the current fragile state of programs.

Furthermore, this report indicates that too little remains definitively known about the underlying causes of the current state and nature of Indonesian in schools. The decline is not a single event or overnight phenomenon; it has been occurring over time. Deeper investigation is required to make more of the 'unknowns' known and thereby create a basis for taking further action to turn the current situation around.

In June 2008, and again in March 2010, Prime Minister Kevin Rudd outlined a vision of Australia's relationship with Indonesia. It is a vision in which the relationship between the two countries is strengthened and deepened, not just in trade or security terms, but also in personal, social and cultural terms. Such a vision assumes a continued commitment over the long term to the teaching and learning of Indonesian in Australian schools. A significant reform agenda is required to enable Indonesian programs in schools to effectively play their part in achieving this vision.

7 Appendices

Appendix 1: Summary of Quantitative Data

The following table provides a summary of data available for particular years as provided by education authorities and additional sources.

Table 5: Record of Quantitative Data Available

	Number of Programs	Number of Students Studying Indonesian (Exit from Primary, 10, 12)	Number of Students in Total Cohort at Same Year Levels	Nature of Programs	Number of Teachers
Government Sector					
ACT	■	■			■
NSW	■	■	■		
NT	■	■		■	■
Qld	■	■			■
SA		■			■
Tas	■	■	■		
Vic	■	■	■		■
WA		■	■		
Catholic Sector					
ACT	■	■		■	■
NSW	■	■	■	■	■
NT					
Qld	■	■			
SA	■	■			■
Tas		■	■		
Vic	■	■	■		
WA		■			

	Number of Programs	Number of Students Studying Indonesian (Exit from Primary, 10, 12)	Number of Students in Total Cohort at Same Year Levels	Nature of Programs	Number of Teachers
Independent Sector					
ACT	■	■			■
NSW		■		■	■
NT					
Qld	■	■		■	■
SA		■			■
Tas	■	■			
Vic	■	■	■		■
WA	■	■	■		
Assessment Authorities					
ACT		■			
NSW		■	■		
NT (via SA)	■	■	■		
Qld	■	■			
SA	■	■	■		
Tas		■			
Vic	■	■			
WA		■			

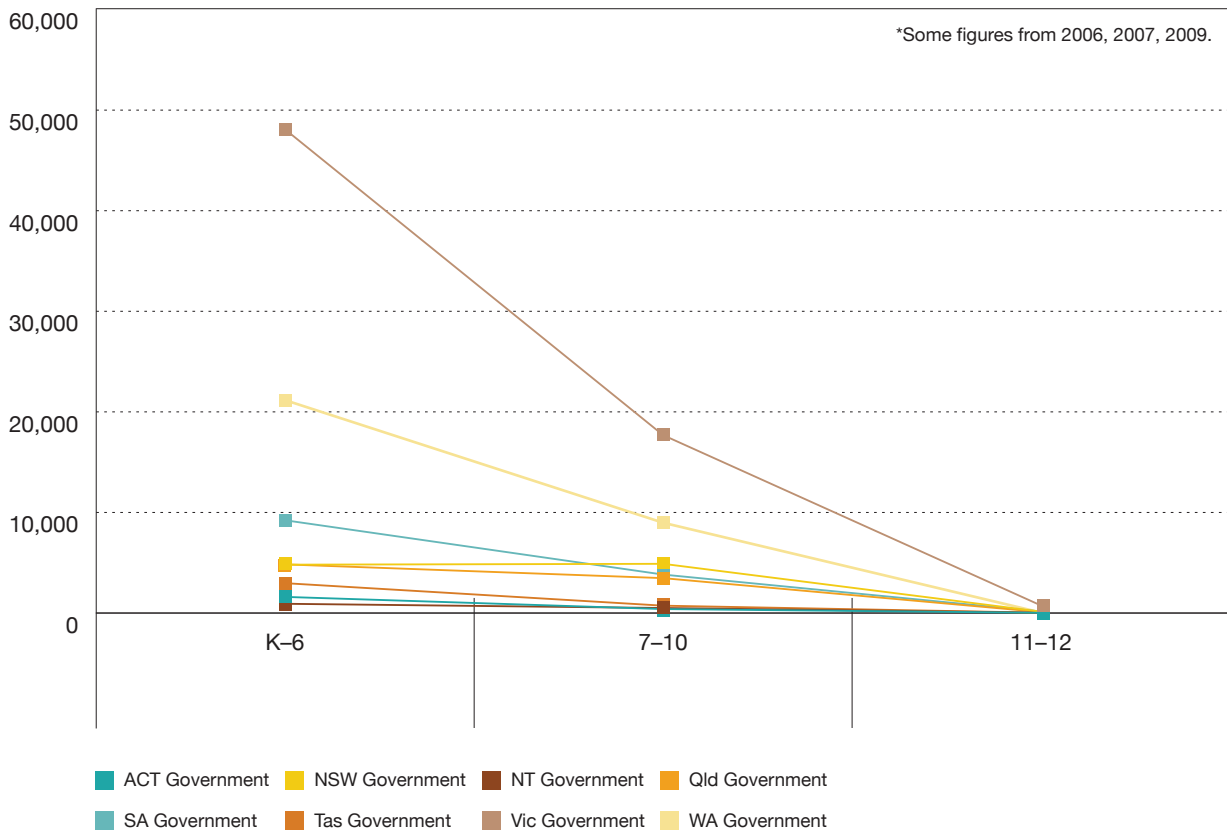
Notes

- Indicates that figures for at least one year were available. Sources include education authorities, DEEWR NALSSP figures and publicly available data.
- Where a space is blank this is the result of one or more of the following: data type is not collected, no response received, records not complete.
- Assessment authorities do not collect data on numbers of teachers.

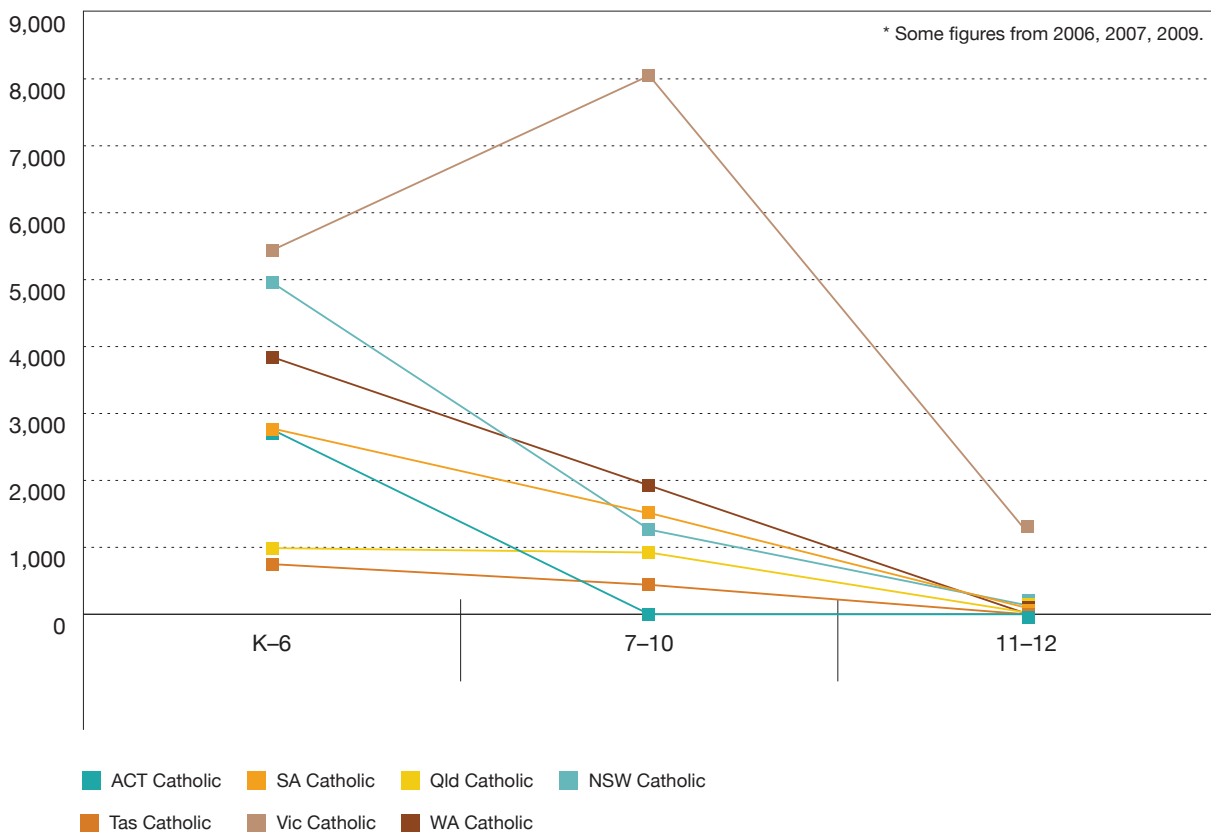
Appendix 2: Quantitative Data Diagrams and Tables

Enrolments by Grouped Year Levels (2008*)

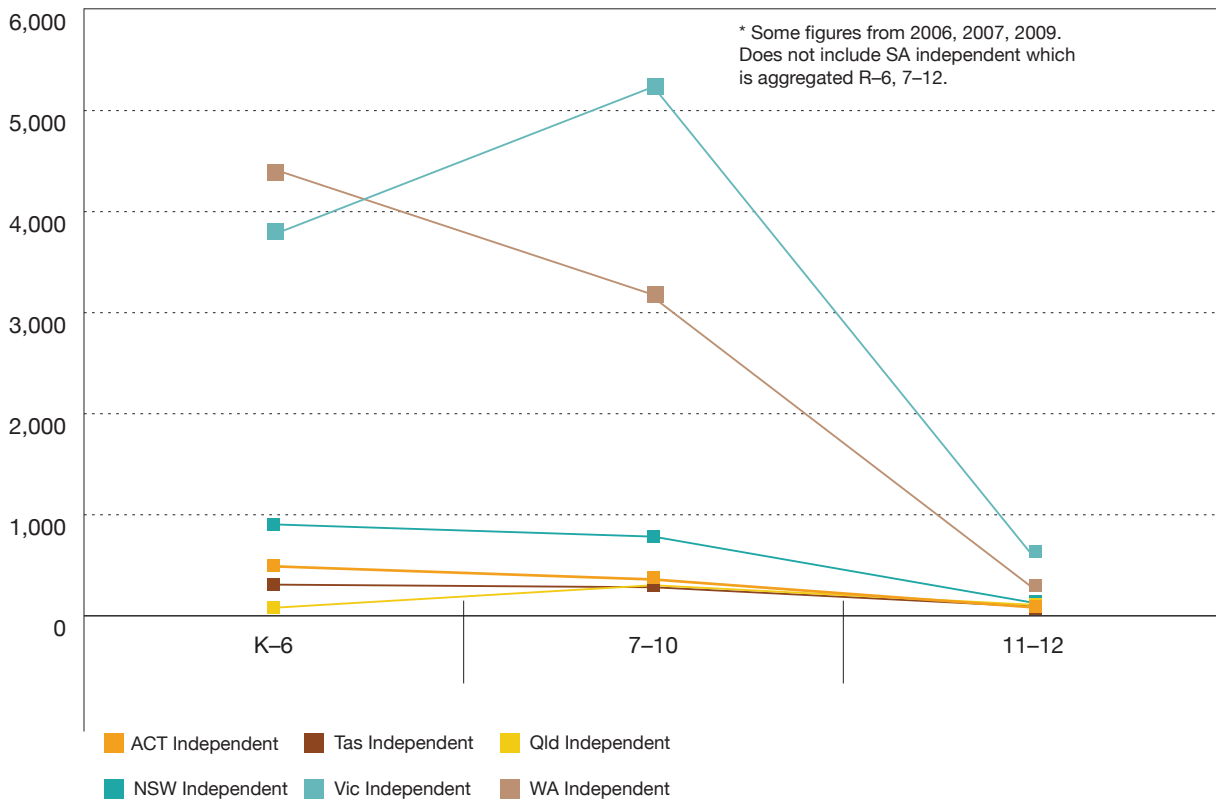
Graph 6: Enrolments by Grouped Year Levels Government Sector (2008)*



Graph 7: Enrolments by Grouped Year Levels Catholic Sector (2008)*

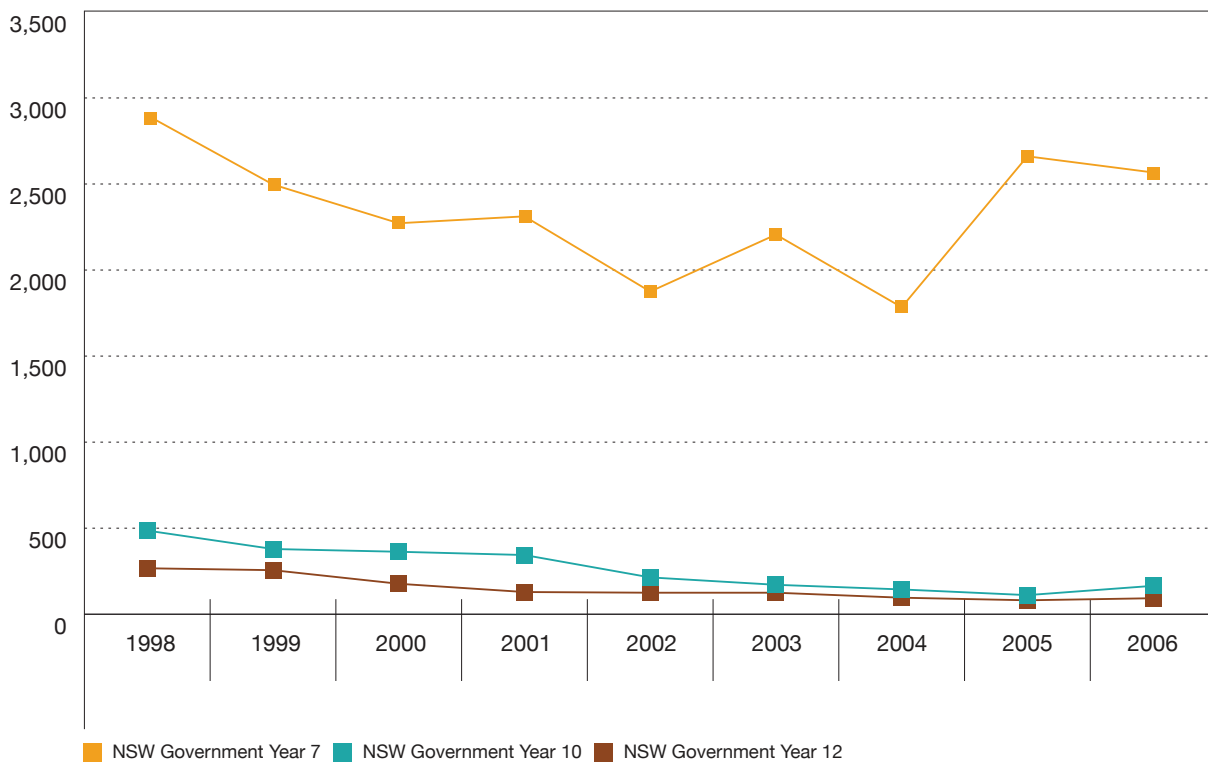


Graph 8: Enrolments by Grouped Year Levels Independent Sector (2008)*



Enrolments in Indonesian over Time by Jurisdiction

Graph 9: Enrolments over Time NSW Government (1998-2006)

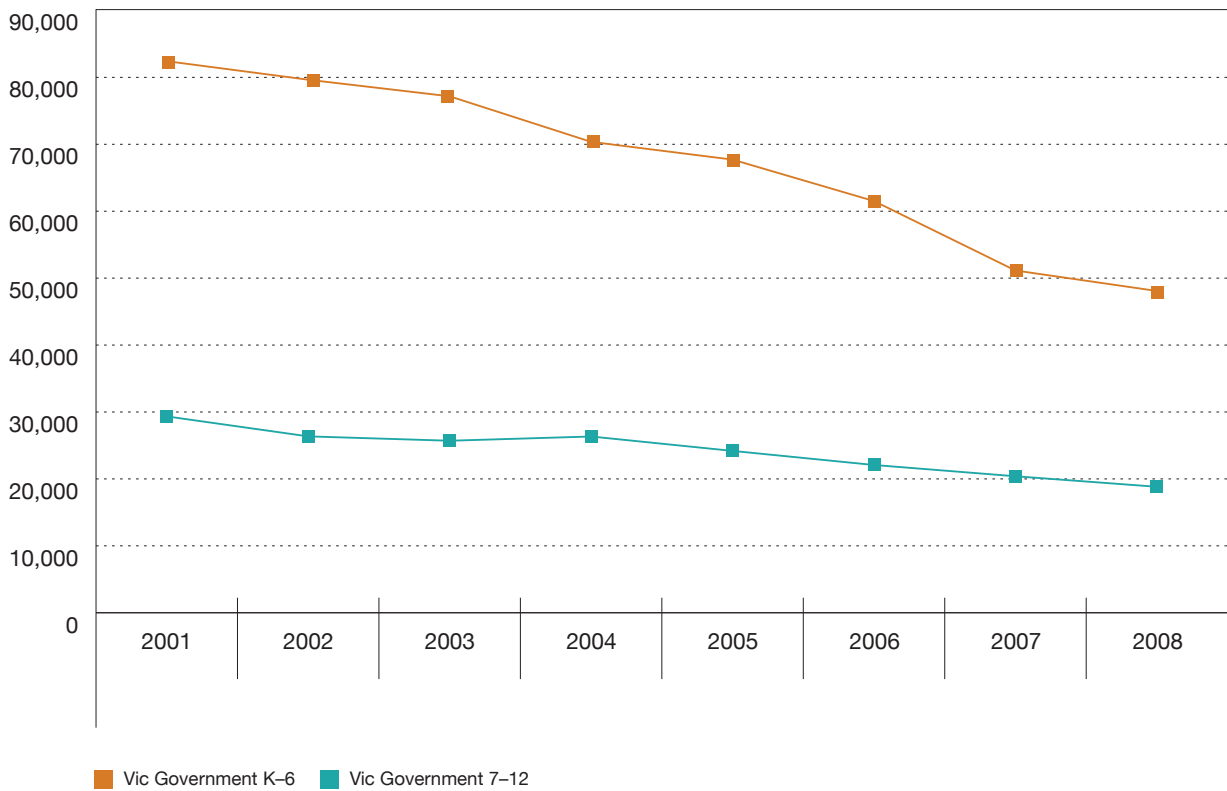


Graph 10: Enrolments over Time SA Government (2003–2008)



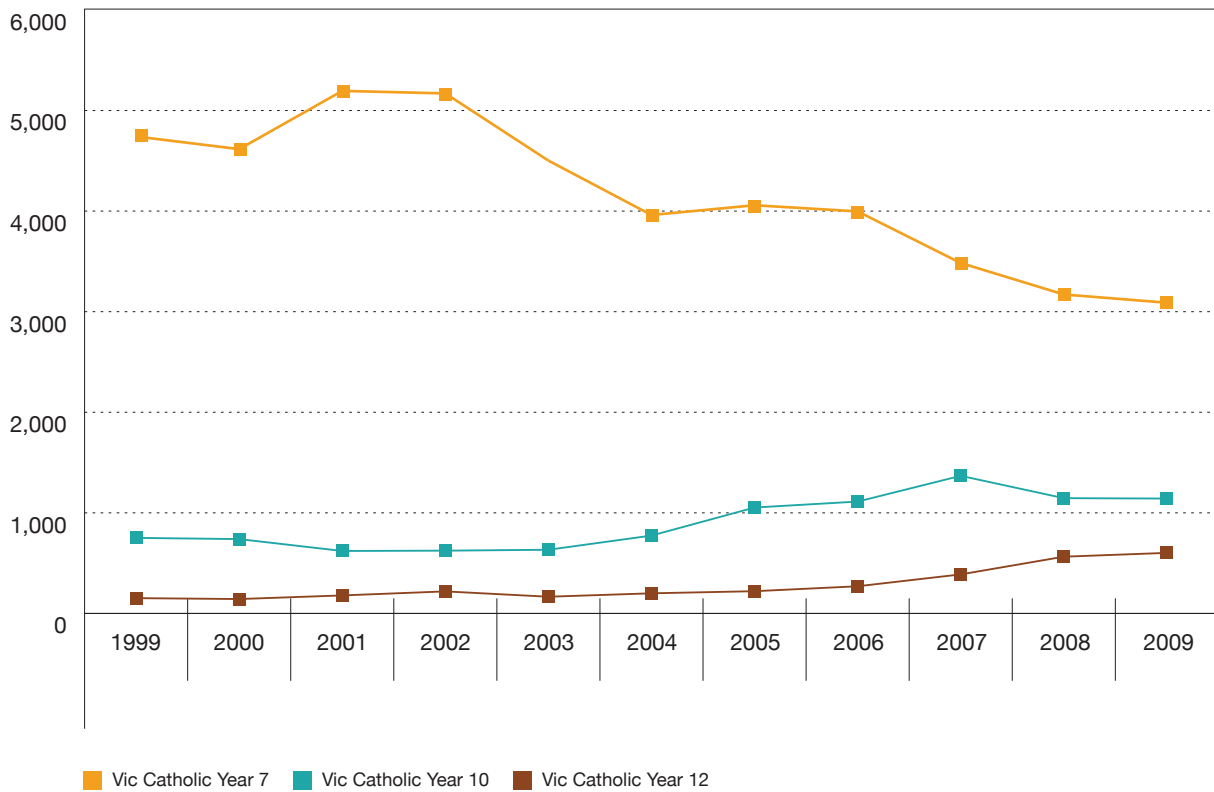
SA Government figures R–12 inclusive.

Graph 11: Enrolments over Time Vic Government (2001–2008)

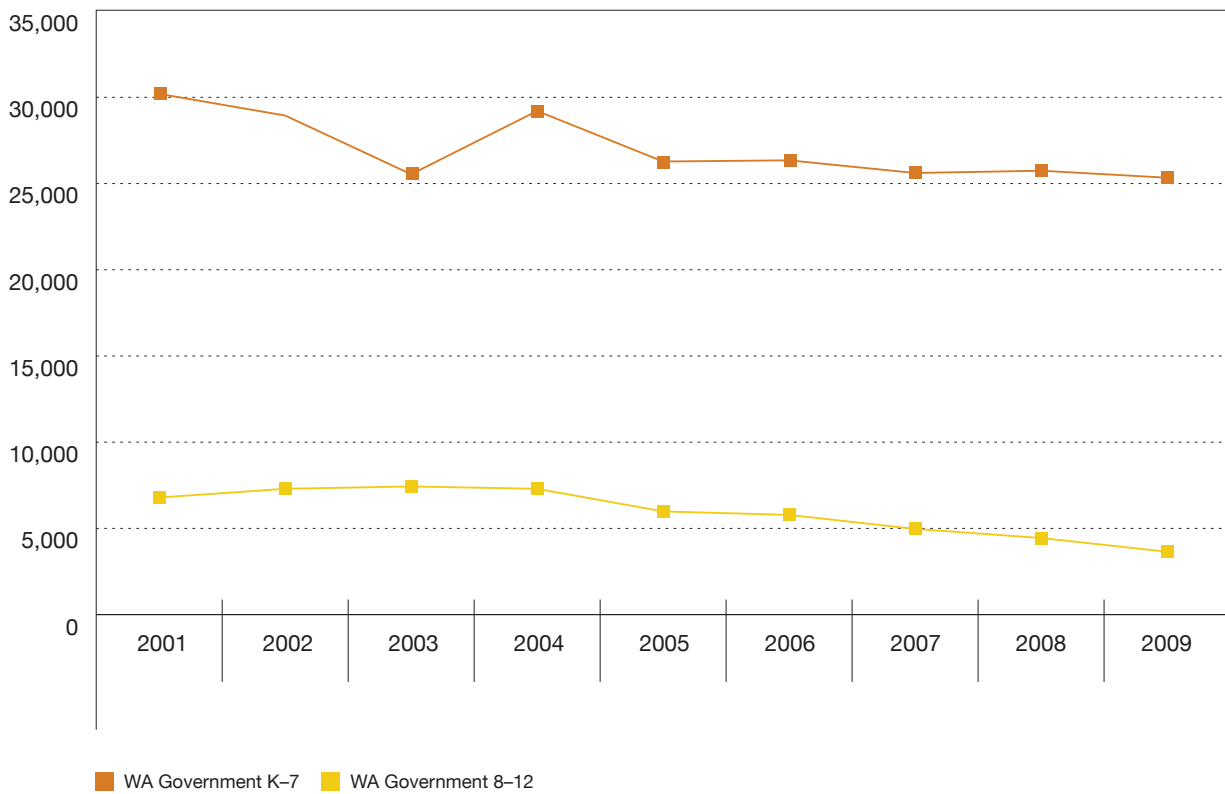


■ Vic Government K-6 ■ Vic Government 7-12

Graph 12: Enrolments over Time Vic Catholic (1999–2009)

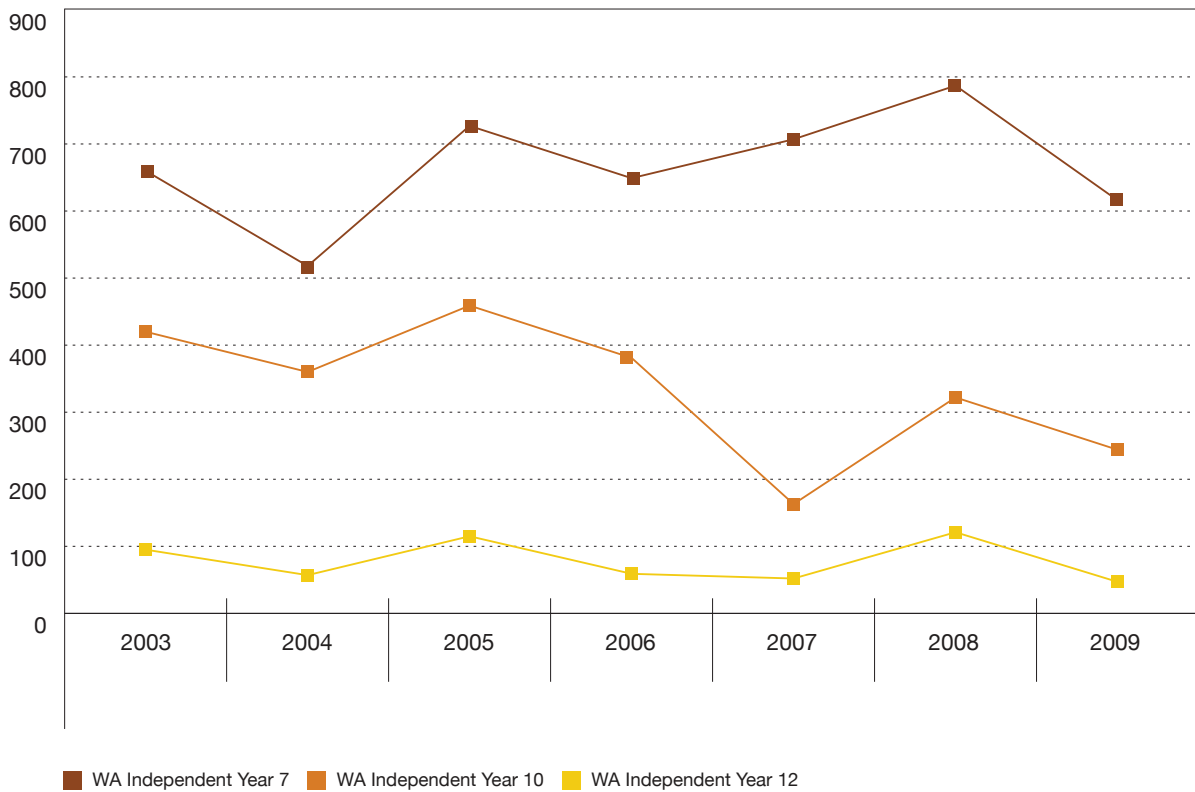


Graph 13: Enrolments over Time WA Government (2001–2009)*



* WA Government primary includes Year 7, secondary commences at Year 8.

Graph 14: Enrolments over Time WA Independent (2003–2009)*



* Reporting of figures from WA independent schools is voluntary.
Note figures for 2007 may be affected by introduction of online reporting system.

Table 6: Enrolments over Time (Raw Data Where 5 or Less Years Continuous Figures)

	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
ACT Government K–12	5,004	5,020	4,807	4,562	3,949				2,657	2,478	2,021
NSW Independent P–7							3,422	1,092	1,446	1,453	
NSW Independent 8–12							743	593	509	363	
SA Catholic R–12							4,361	4,227	3,643	3,844	
Tas Independent Primary							461	645	431	418	229
Tas Independent Secondary							429	376	212	224	215
WA Catholic K–12							5,933	5,849	4,551	5,627	3,836

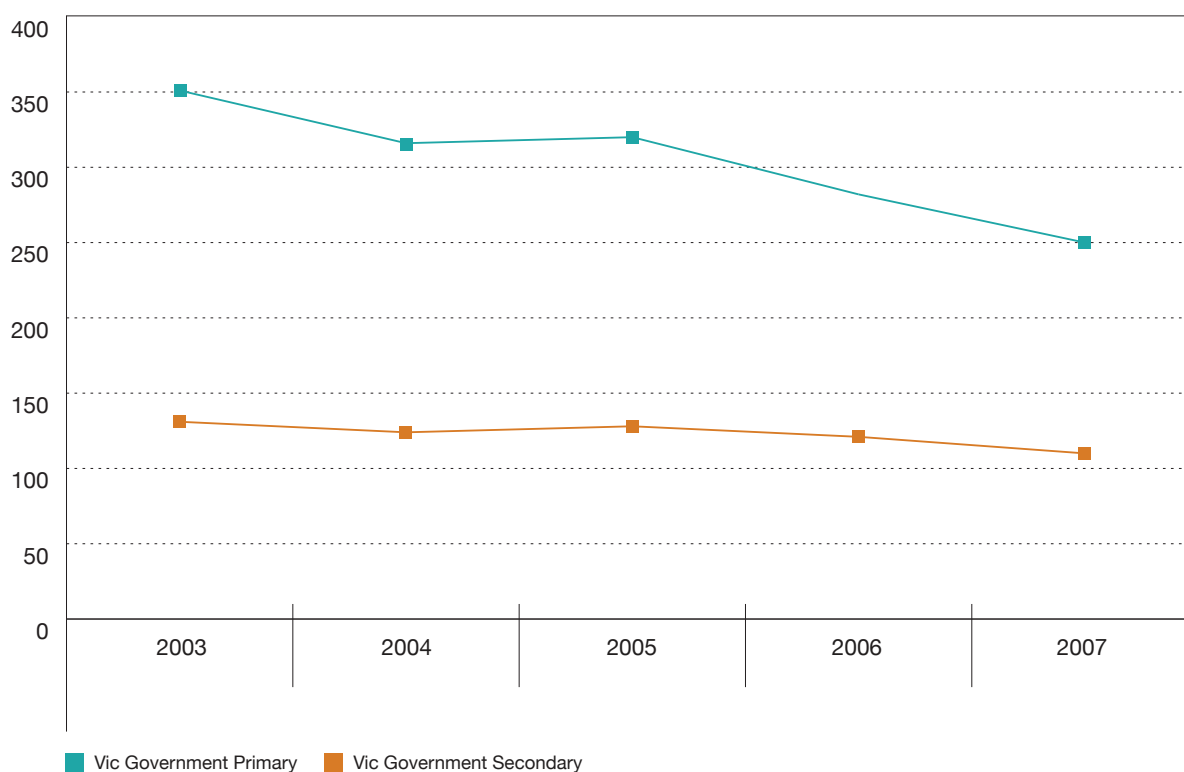
Number of Programs

Table 7: Numbers of Indonesian Programs (1998–2009)*

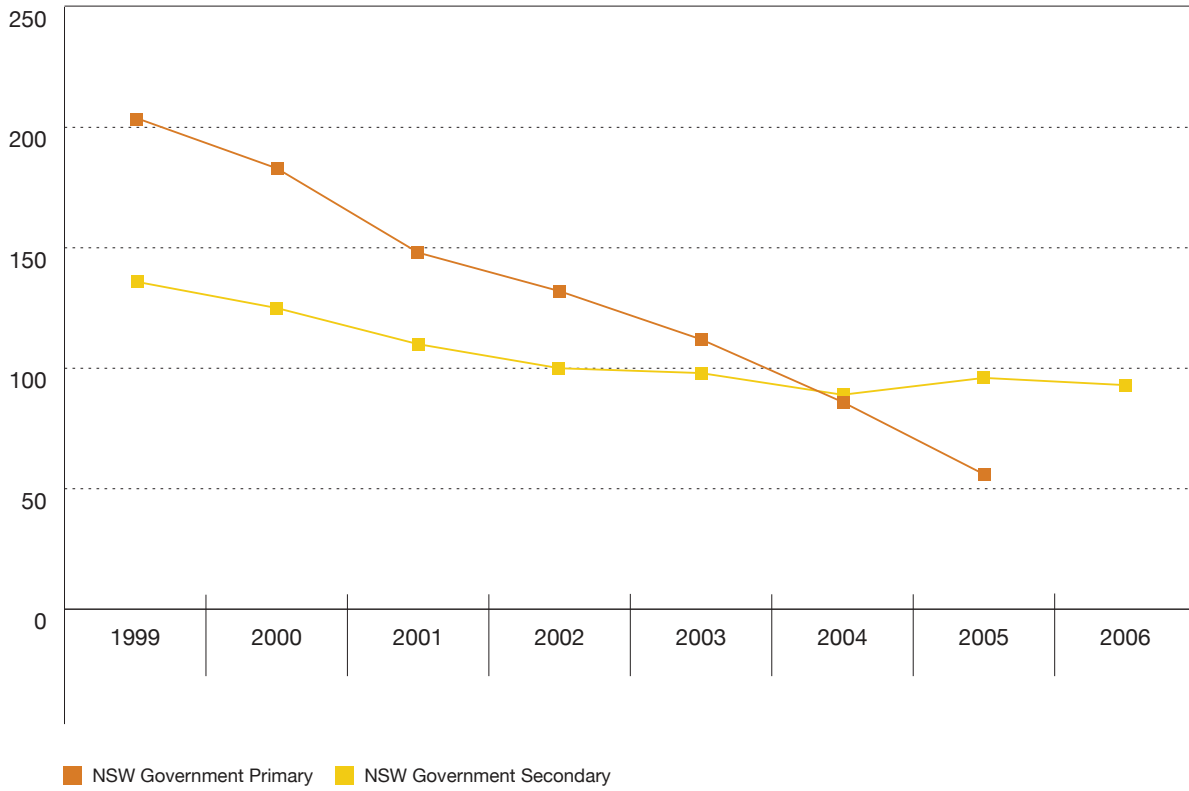
	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
ACT Government		30	28	27	26	23					20	18
ACT Independent											2	
NSW Government Primary/Secondary	251	204	183	148	132	112	86	56				
	156	136	125	110	100	98	89	96	93			
Qld Government Primary/Secondary				91	121	95	95	92	91	82	60	
				20	17	16	13	14	10	9	17	
Qld Independent						21		10		10	7	
SA Catholic								16	19	15	14	
Tas Independent								8	11	8	7	6
Vic Government Primary/Secondary	407					351	316	320	282	250	224	
	135					131	124	128	121	110	100	
Vic Catholic		83	81	75	82	85	82	73	70	76	67	70
WA Independent						36	35	38	41	26	32	32
Total								711				

* Based on data received from 10 jurisdictions.

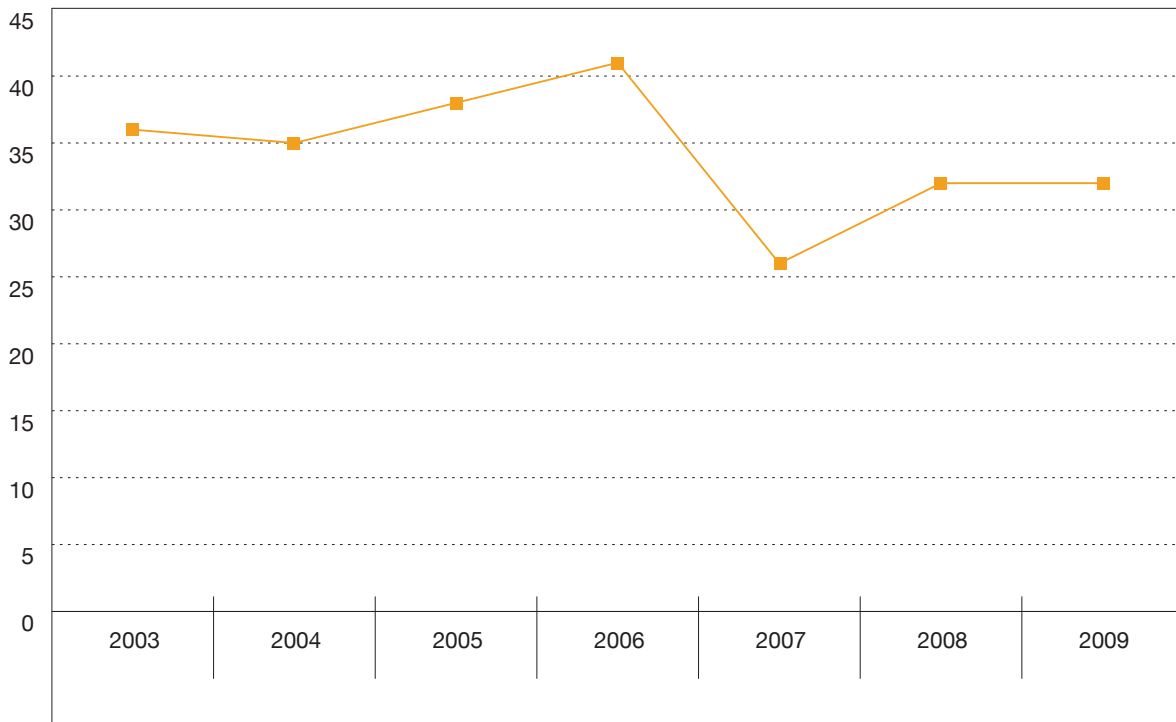
Graph 15: Number of Indonesian Programs over Time Vic Government (Primary and Secondary)



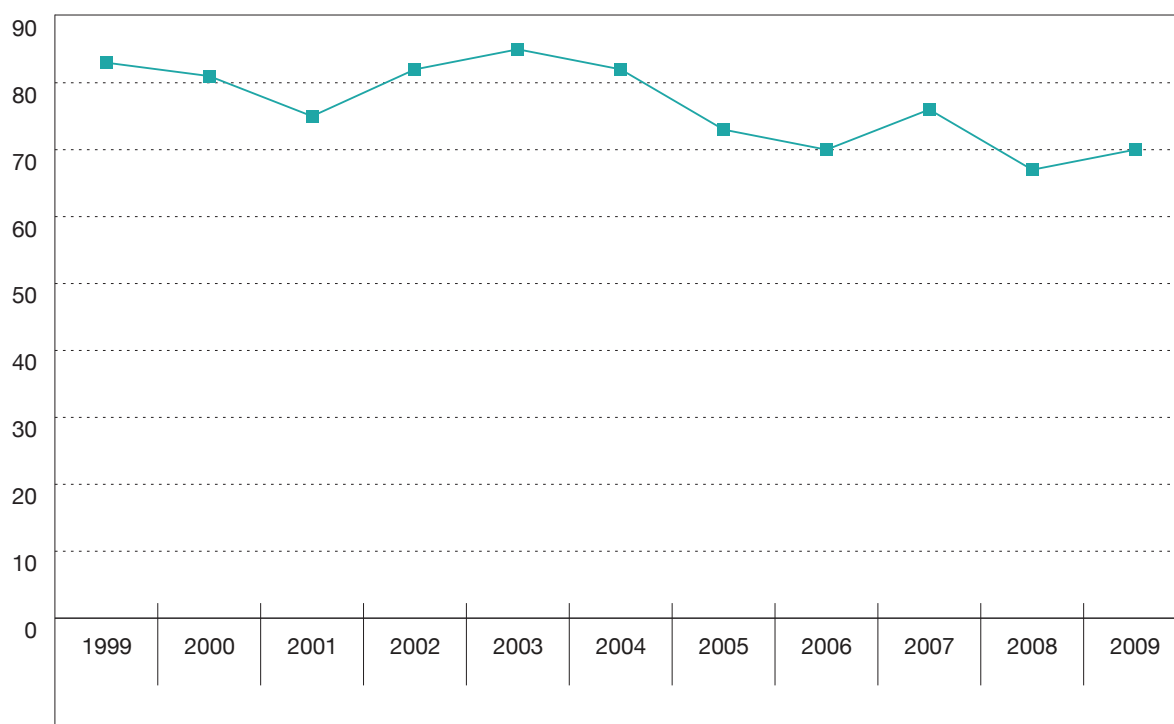
Graph 16: Number of Indonesian Programs over Time NSW Government (Primary and Secondary)



Graph 17: Number of Indonesian Programs over Time WA Independent (Primary and Secondary Combined)



Graph 18: Number of Indonesian Programs over Time Vic Catholic (Primary and Secondary Combined)



Number of Teachers

Table 8: Numbers of Teachers of Indonesian (2001–2009)*

Jurisdiction	2001	2002	2003	2004	2005	2006	2007	2008	2009
ACT Government							16	15	16
ACT Catholic									14 (P) (2.8)
ACT Independent								3	
NSW Catholic									30
NT Government									16
Qld Government	100								50
Qld Independent			19		15	6	12	7	
SA Government				(64.7)	(59.1)	(54.1)	148 (51.4)	120 (45.6)	
SA Catholic					23	28			
SA Independent								15	
Vic Government					263 (P) 253 (S)		199 (P) 226 (S)	372 (P+S)	

* Based on data received from 11 jurisdictions only (P) = primary, (S) = secondary. Figures in brackets indicate full-time equivalent.

Appendix 3: Correspondence to Stakeholders (A) Quantitative Data

Tuesday 21 April 2009

Contact details

Dear

We are writing to you in relation to a project for the Department of Education, Employment and Workplace Relations which is being managed by the Asia Education Foundation and carried out by Phillip Mahnken, University of Sunshine Coast and Michelle Kohler, Research Centre for Languages and Cultures at the University of South Australia.

The project titled, 'An Investigation into the State and Nature of Indonesian in Australian Schools' involves the collection of data about Indonesian language programs from across the schooling sectors in all states and territories. We are contacting you as the person identified by your system able to provide the relevant quantitative data.

One of the areas for investigation in relation to Indonesian is the trend of student participation and retention over time. Thus, we are seeking data over a ten year period (or as close as possible) in relation to the following:

- Number of schools offering programs in Indonesian
- Number of students studying Indonesian at Years 7/8 (exit year from primary school), Year 10, Year 12
- Total number of students at the same years in the schooling system (i.e. so that the number of students studying Indonesian can be viewed as a percentage of the total number of students)
- Nature of programs (for example, number of contact minutes per week)
- Number of teachers (individuals and full-time-equivalent) teaching Indonesian

In addition to the quantitative data, we will be contacting either yourself or a nominated person within your system, to participate in an interview as part of the qualitative data collection. These interviews will be conducted during April-May 2009. It would be beneficial, if possible, that the person participating in the interview has prior access to the quantitative data in order to assist the discussion. Hence, we ask that the quantitative data be provided to us as soon as possible at the email address below (if in electronic format) or alternatively to the address below (hard copy).

Should you have any questions in relation to this project, please do not hesitate to contact either of us at the addresses below.

Yours sincerely,

Michelle Kohler

per:

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Ph: 08 8302 4532

Dr. Phillip Mahnken
University of the Sunshine Coast
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Ph: 07 5430 1254

Research Centre for Languages and Cultures
School of Communication, International Studies and Languages
University of South Australia
GPO Box 2471
Adelaide SA 5001

Appendix 3: Correspondence to Stakeholders (B) Qualitative Interviews

Tuesday 21 April 2009

Contact details

Dear

We are writing to you in relation to a project for the Department of Education, Employment and Workplace Relations which is being managed by the Asia Education Foundation and carried out by Phillip Mahnken, University of Sunshine Coast and Michelle Kohler, Research Centre for Languages and Cultures at the University of South Australia.

The project titled, 'An Investigation into the State and Nature of Indonesian in Australian Schools' aims to provide a comprehensive picture and analysis of issues in the teaching of Indonesian across all states and territories. As part of the research, we are conducting interviews with key stakeholders in the field.

We invite you to participate in an interview to express your views in relation to key issues affecting Indonesian language programs in schools and specific strategies and ways forward to support Indonesian language programs into the future. We are particularly interested in the following aspects and any others which you may consider important:

- Policy
- Programs
- Teacher Supply
- Students
- Curriculum and Assessment
- Teachers' Professional Learning
- Social context and community perceptions

Interviews in each State and Territory will be conducted during April-May 2009. One of us will be contacting you in the next week or two to arrange a time to meet should you wish to be involved.

Should you have any questions in relation to this project, please do not hesitate to contact either of us at the addresses below.

Michelle Kohler

per:

Michelle Kohler
University of South Australia
michelle.kohler@unisa.edu.au
Ph: 08 8302 4532

Dr. Phillip Mahnken
University of the Sunshine Coast
pmahnken@usc.edu.au
Ph: 07 5430 1254

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Appendix 4: Questions for Interviews

Investigation into the State and Nature of Indonesian in Australian Schools

Questions for Qualitative Interviews

Policy

- What is the specific rationale for Indonesian teaching? How has it changed over time?
- What should Indonesian look like at primary and secondary education? Why?
- What impact has government policy (especially NALSAS) had on the teaching and learning of Indonesian in schools?
- What should be the plans/priorities for future initiatives (especially the NALSSP)?

Programs

- What is the perception of where, how and why Indonesian is taught in schools?

Students

- Who studies Indonesian? For what reasons?
- How has the profile of students changed over time?
- Has there been any impact of incentive schemes (e.g. bonus points) for increasing retention?
- What are the disincentives for students continuing to Year 12? (e.g. travel bans)

Curriculum and Assessment

- What impact have curriculum and assessment frameworks had on the teaching of Indonesian?

Teachers' Professional Learning/Knowledge

- Describe the levels of language proficiency and pedagogy of Indonesian language teachers.

Social Context and Community Perceptions

- What do you see as the wider social factors or perceptions which may impact on Indonesian programmes in schools? (e.g. world events, media representations, political leadership)
- What are students' perceptions?
- What are parental perceptions? How have these changed?
- Are there broader social factors impacting on perceptions or attitudes towards Indonesia/n?
- What are the perceptions about learning Indonesian as a language in schools?
- What do you see as the key factors supporting Indonesian language programmes in schools at present?

- What key initiatives have been or are successful in developing Indonesian programs in schools?

Policy

- Are there any specific policy initiatives needed to support/enhance Indonesian (e.g. What is the potential for the National Curriculum initiative to have a benefit for Indonesian)?

Program Conditions

- What conditions are needed to support the effective delivery of Indonesian? (e.g. what would be a suitable model/s)

Teacher Supply

- How can the supply of appropriately qualified teachers of Indonesian be addressed?
- How can the retention of teachers of Indonesian be improved?

Students

- What is needed to increase student enrolments and retention in Indonesian (and particularly retention into the senior years)?

Curriculum and Assessment

- What kind of curriculum is most appropriate for teaching Indonesian into the future?

Teachers' Professional Learning

- What specific PL opportunities are needed for teachers of Indonesian (and cohorts within this group)?

Social Context and Perceptions

- Are there ways in which community perceptions may be addressed to support the teaching and learning of Indonesian in schools?
- What kinds of government, sector, school and teacher actions are needed to improve understanding/perceptions of Indonesia/n language learning? (e.g. is there a need/place for national leadership or mechanism for influencing public perceptions? Is there a role for a national professional association or similar body as a centre for all things Indonesian for schools?)
- What do you see as the future of Indonesian language learning in schools?

Note: These questions were used as a guide only in discussions with stakeholders. They were not used consistently as a formal protocol but were used to inform coverage and specific areas of interest with particular stakeholders.

Consultation List

Hon.	Personal name	Surname	Organisation	State
Ms	Elizabeth	Courtois	Department of Education and Training, ACT	ACT
Mr	Michael	Kindler	Department of Education and Training, ACT	ACT
Ms	Marion	McIntosh	ACT Board of Senior Secondary Studies	ACT
Mr	Michael	Traynor	Catholic Education Office, Archdiocese of Canberra and Goulburn	ACT
Ms	Anita	Patel	Modern Languages Teachers Association of ACT	ACT
Mr	Pak Aris	Junaidi	Embassy of the Republic of Indonesia	ACT
Mr	John	Davenport	Embassy of the Republic of Indonesia	ACT
Ms	Sarah	Dinsmore	Embassy of the Republic of Indonesia	ACT
Dr	George	Quinn	Australian National University	ACT
Dr	Tim	Hassell	Australian National University	ACT
Mr	Rupert	Macgregor	Australian Council of State School Organisations	ACT
Prof.	Campbell	Macknight	Australian National University (retired)	ACT
Ms	Julie	Flynn	NSW Department of Education and Training	NSW
Mr	David	Jaffray	NSW Department of Education and Training	NSW
Dr	Paul	Rodney	Catholic Education Commission of NSW	NSW
Dr	Lesley	Harbon	Australian Federation of Modern Languages Teachers Associations Inc.	NSW
Dr	Keith	Foulcher	(Retired Senior Lecturer) University of Sydney	NSW
Ms	Melissa	Gould-Drakely	President, MLTA NSW	NSW
Ms	Lyndall	Franks	DET, NSW	NSW
Dr	David	Nockles	Headmaster, Macarthur Anglican School	NSW
Ms	Ilian	Yang	Sydney Open High School	NSW
Ms	Yvonne	Crofts	Sydney Open High School	NSW
Ms	Ida	Harsojo	DET, NSW	NSW
Ms	Leonie	Wittman	DET, NSW	NSW
Ms	Ghislaine	Barbe	Association of Independent Schools of NSW	NSW
Ms	Melissa	Kosciuk	Department of Education and Training, Northern Territory	NT
Mrs	Rebecca	Maxwell	Catholic Education Office, NT	NT

Hon.	Personal name	Surname	Organisation	State
Mrs	Heriati	Rafiqi	Darwin Languages Centre	NT
Ms	Hayley	Ettridge	Darwin Middle School	NT
Ms	Diyah	Christie	Darwin High School	NT
Dr	Richard	Curtis	Charles Darwin University	NT
Ms	Kathy	Silburn	Taminmin High School	NT
Mr	Kevin	Northcote	Darwin High School	NT
Ms	Tamara	Romans	Education Queensland, Department of Education, Training and the Arts	Qld
Ms	Jane	Slattery	Queensland Catholic Education Commission	Qld
Ms	May	Kwan	Association of Independent Schools of Queensland	Qld
Mrs	Julia	Rothwell	Queensland University of Technology	Qld
Ms	Cynthia	Dodd	President, Modern Language Teachers Association of Queensland (MLTAQ)	Qld
Mr	Peter	Grainger	Queensland Studies Authority	Qld
Ms	Chris	Davis	Queensland Studies Authority	Qld
Ms	Kerri	Furlong	Queensland Studies Authority	Qld
Dr	Paul	Thornton	Catholic Education Office	Qld
Mr	Andrew	Burgess	Catholic Education Office	Qld
Mr	Dirk	Welham	Deputy Headmaster, Anglican Church Grammar School	Qld
Mr	Philip	Wilson	Department of Education and Children's Services	SA
Ms	Maribel	Coffey	Department of Education and Children's Services	SA
Ms	Lia	Tedesco	Department of Education and Children's Services	SA
Mr	Ludgero	Rego	Catholic Education South Australia	SA
Ms	Linda	Wright	Association of Independent Schools of SA	SA
Ms	Andrea	Corston	Modern Language Teachers Association of South Australia	SA
Ms	Jill	Rose	Indonesian Teachers' Association of SA	SA
Dr	Firdaus		Flinders University of South Australia	SA
Dr	Anton	Lucas	Flinders University of South Australia	SA
Ms	Bec	Hatcher	Indonesian Teachers' Association of SA	SA
Mr	Jim	Dellit	Research Centre for Languages and Cultures, University of South Australia	SA
Ms	Suzanne	Bradshaw	SACE Board of SA	SA
A/Prof.	Angela	Scarino	Research Centre for Languages and Cultures, University of South Australia	SA

Hon.	Personal name	Surname	Organisation	State
Prof.	Anthony	Liddicoat	Research Centre for Languages and Cultures, University of South Australia	SA
Ms	Susan	Tolbert	Department of Education, Learning Services South-east	Tas
Ms	Juliana	Shea	Association of Independent Schools of Tasmania	Tas
Ms	Julie	Browett	University of Tasmania	Tas
Mr	Greg	Ashmore	University of Tasmania	Tas
Ms	Julie	Newnham	Department of Education and Early Childhood Development	Vic
Ms	Connie	Andreana	Department of Education and Early Childhood Development	Vic
Mr	Michael	Dalton	Department of Education and Early Childhood Development	Vic
Ms	Sharyne	Rankine	Association of Independent Schools of Victoria	Vic
Mr	Mark	McCarthy	Catholic Education Office	Vic
Mr	Andrew	Ferguson	Modern Languages Teachers' Association of Victoria	Vic
Dr	Margaret	Gearon	Monash University	Vic
Ms	Yvette	Soedarsono	Victorian Indonesian Language Teachers' Association	Vic
Ms	Heather	Brown	Modern Languages Teachers' Association of Victoria	Vic
Prof.	Joe	Lo Bianco	Melbourne Graduate School of Education, University of Melbourne	Vic
Dr	Paul	Thomas	Monash University	Vic
Ms	Clare	Buising	Department of Education and Training, WA	WA
Ms	Cherie	Hess	Catholic Education Office of WA	WA
Ms	Claire	Leong	Association of Independent Schools of WA	WA
Ms	Sue	Cooper	Westralian Indonesian Teachers' Association	WA
Ms	Fulvia	Valvasori	Modern Languages Teachers Association of WA	WA
Ms	Karen	Bailey	Distance Education, West 1	WA
Ms	Laura	Lochore	WestOne Services	WA
Dr	Lindy	Norris	Murdoch University, Faculty of Arts & Education	WA
Prof.	David	Hill	Murdoch University, Faculty of Arts & Education	WA
A/Prof.	Lyn	Parker	University of Western Australia	WA
Dr	Ian	Campbell	University of Leeds	UK
Dr	Willem	van der Molen	University of Leiden	Holland
Prof.	Ellen	Rafferty	University of Wisconsin-Madison	US

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Acknowledgements

A report of this kind requires the involvement of many individuals and groups who are stakeholders in the field of Indonesian language teaching in Australian schools. As the authors of this report, we would like to acknowledge the contribution of various stakeholders (see Consultation List) without whom this report would not have been possible. We appreciate their time and expertise in providing data, both quantitative and qualitative, which have informed the basis of this report and have contributed to our understanding of the current state and nature of Indonesian language education in schools and ways forward to progress the field.

We would also like to acknowledge the invaluable support of colleagues at the Research Centre for Languages and Cultures, who collaborated closely with us on various aspects of the report. We appreciate the advice of Dr Tim Curnow in relation to managing the quantitative data and Prof. Tony Liddicoat and Assoc. Prof. Angela Scarino in providing support and feedback throughout the process. In addition, we would like to thank the following people who acted as critical friends for the final draft: Prof. David Hill, Assoc. Prof. David Reeve, Assoc. Prof. Lindy Norris, Ms Nicola Barkley, Ms Kristina Collins, Mrs Melissa Gould-Drakely and Mr Kevin Northcote.

Finally, we express our sincere thanks to Kurt Mullane from the Asia Education Foundation who has acted as both fan and critic, who has supported and challenged us throughout this experience and whose involvement and encouragement has enabled us to create a report which we hope will lead to significant positive change for the future of a field about which we care deeply: Indonesian language education in Australian schooling.

