
**Impacts of BIPA Teaching Policy on
Capacity Building of Course and Training System**

Fatah Nasikh Aryawan ✉, Alim Harun Pamungkas, Ahmad Sonhadji

Educational Management, Graduate Program of Universitas Negeri Malang

Info Articles

History Articles:
Received 2 March 2017
Approved 13 June 2017
Published 30 August 2017

Keywords:
policy, impact, BIPA, course and
training, capacity building

Abstract

The policy of Indonesian Language for Foreign Speakers (BIPA) teaching in the frame of state language internationalisation is a new form of educational policy in Indonesia. BIPA teaching is an educational policy which has been integrated with policy on culture in the context of Ministry of Education and Culture's organisational entity and its policy ecosystem. This article is written based on a research in accordance with theories in policy analysis. Research findings are: (1) explanation about the content of BIPA teaching policy and its supporting policies, (2) policy implementation which consists of: (a) upgrading the status of national language center, and (b) the program of BIPA teaching in foreign countries, and (3) positive impacts of the policy implementation, which are: (a) establishment of BIPA teachers' new association (APPBIPA), and (b) ongoing efforts to enhance the management capacity of BIPA non formal education and training organisations (LKPs), such as making the BIPA trainees' competency standard (SKL), forming the BIPA competency certification body (LSK) and the BIPA profession certification body (LSP).

© 2017 PLS PPs UNNES

✉ **Address correspondence:**
Educational Management, Graduate Program of
Universitas Negeri Malang
E-mail: fatah.nasikh@gmail.com

p-ISSN 2442-532X
e-ISSN 2528-4541

INTRODUCTION

Language policy in Indonesia has long been inseparable from education policy. The role of Indonesian language as a social language can be read from several historical notes. In Japanese occupation era, Indonesian was used as education delivery and scientific language, as well as in the translation efforts of foreign books (Gunawan, 1995: 29).

The teaching policy of BIPA within the framework of internationalisation of Indonesian as a state language presented in this paper is specifically a new form of educational policy. The BIPA teaching policy is an educational policy that has been integrated with cultural policy within institutional entities and a unified policy ecosystem.

An evidence for that idea comes from the explanation of the Ministry of Education and Culture's vision (Visi Kementerian Pendidikan dan Kebudayaan) of the 2015-2019 Strategic Planning (Renstra Kemendikbud) which states that "with the integration of education and culture, the whole idea, behaviour, and the work of human beings which are developed through the process of learning in education, and which adapt to the environment can serve as a guide for community life, nation, and state".

In addition, the integration is also intended for "the whole process and the result of a systemic interaction among educational process, religious culture, national culture, tribal culture, local culture, and global culture, which are interrelated one another to be able to move very dynamically toward the progress of civilization".

Ministry of Education and Culture (2015:33) also states that the determination of the Vision of Education and Culture Ministry 2019, namely "Excellent characterised human being, culture, and education ecosystem are formed on the foundation of communal cooperation", is built upon (1) the presidential priorities, Nawacita (2) government's vision of 2025, and most importantly, (3) integration of education and culture in development.

The policy of Indonesian Language for Foreign Speakers (BIPA) program development is explicitly regulated in Act Number 24 Year 2009 (Undang-Undang Nomor 24 Tahun 2009) concerning Flag, Language, and State Symbol, as well as National Anthem, and in Government Regulation Number 57 Year 2014 (Peraturan Pemerintah) on Development, Guidance, and Protection of Language and Literature, and Upgrading Indonesian Language Function.

The teaching policy of BIPA in Act 24/2009 is stated in Article 33, Article 44, and Article 45. Article 33 of Act 24/2009 is a regulation which is directed to all employees who do not have ability to speak Indonesian, whether working in public or private institutions so as to participate or asked to participate in Indonesian language learning. Article 44 with a more strategic outreach affirms the political will of the government to internationalise Indonesian language gradually, systematically and sustainably.

Other policy reference in relation to BIPA teaching policy is Article 45 concerning the existence of language national institution. According to Article 45, language national institution is assigned to be directly responsible to the Minister of Education and Culture (Kemendikbud). Language national institution is also stated to handle a duty to coordinate the efforts in upgrading Indonesian language function to be an international language as set forth in Article 44, as well as the development, guidance and protection of Indonesian Literature and Language in accordance with Article 41 including local languages and literature as be seen in Article 42.

At the level of legislation, under Act 24/2009 can be found Government Regulation 57/2014. In its Article 31 paragraph (2) which clearly states that the policy of BIPA development program becomes one of the strategies in increasing the function of Indonesian to be an international language. In addition, the internationalisation of Indonesian language is then mentioned in the same article "is coordinated by the

Language National Agency and is made a national policy by the Minister". In connection with this, the Agency for Language Development and Socialisation, Badan Pengembangan dan Pembinaan Bahasa (2015: 36) has planned some regulatory arrangements in the form of ministerial decrees as derivative policies of the Government Regulation Number 57/2014. However, until 2017, Ministerial Decree Number 70 Year 2016 concerning Indonesian Language Proficiency Standard is the only policy that has been successfully formulated as a regulation related to language and language proficiency standard, both verbal and written, as well as the implementation of Indonesian Language Proficiency Test (UKBI)

METHODS

The approach used is a qualitative approach, as stated by Danim (2005: 186) that the type of qualitative research is one of the methods that can be applied in policy research. This research is qualitative because it uses multiple data collection techniques and multiple data sources, choosing data in the form of words and images, using expressive and persuasive narrative reporting patterns, and based on certain methodological traditions (Moedzakir, 2010: 1). The method used by researchers in collecting data in this research are interview, observation, and documentation.

Data analysis is done by comparing between one information or data with other information or data to develop the tracking and collecting of more required data, then to obtain detailed and adequate data according to the focus of study. Further analysis is done when making field notes and theoretical memo. After that, the data is clarified according to the focus and purpose of the study. Furthermore, coding is done in order to make it easier to analyze data. The process of the analysis carried out while and after collecting the complete data. Checking the validity of data in this study, researchers used three criteria. These criteria are credibility,

confirmability and dependability (Moleong, 2005: 321).

RESULTS AND DISCUSSION

The Content of Primary Policy

The direction of main policy and strategy is an approach structured as an urgent problem-solving to be implemented within the period of 2015-2019. This direction has a great impact to the achievement of national goals and strategic objectives of Ministry of Education and Culture (Kemendikbud). The direction of national policies and strategies set forth in Rencana Pembangunan Jangka Panjang Nasional (RPJPN) or the Long Range National Development Plan 2015-2019 is a reference for the preparation of education and culture development policies. There are two parts of policy and strategy which are poured into Kemendikbud's Strategic Plan 2015-2019. First, the direction of national policy and strategy which is the assignment derived from Rencana Pembangunan Jangka Menengah Nasional (RPJMN) or the Middle Range National Development Plan 2015-2019. Second, the direction of Kemendikbud's policies and strategies.

Act Number 17 Year 2007 concerning the Long Term National Development Plan for 2005-2025 is a reference for the theme of long term education development. The theme and focus of educational development at each stage should be aligned to the subsequent direction in the Long Term National Development Plan 2005-2025. In middle range planning, it is possible to adjust or improve the policy theme according to the current condition through the Middle Range National Development Plan of each governing period and the ministerial strategic plan. The themes of educational development per stage according to the Long Term National Education Development Plan (Rencana Pembangunan Pendidikan Nasional Jangka Panjang or RPPNJP) 2005-2025 should be aligned with the development theme in the Long Term National Development Plan (RPJPN).

In the first period of Long Term National Education Development Plan, the development of education is focused on increasing the capacity of education units (schools) as education providers in expanding services and modernising learning process. In the second period, the government is encouraged to strengthen educational services so that education can be accessed by all levels of society. In the third period, the current educational development is planned as a stage of national education development which prepares Indonesia's human resource to have regional competitiveness.

The Middle Range National Development Plan 2015-2019 affirms that the unifying ideology of the nation, Pancasila 1 June 1945, and "Trisakti" has been embodied, among others, in the form of personality in culture through the character building and communal cooperation based on the reality of nation diversity. Development of culture has also been referring to the Long Range National Development Plan Year 2005-2025. Although specific acts on cultural development are still in an ongoing process of legislation, ministerial policy documents, such as its strategic plan, repeatedly mention the eight pillars: (1) cultural rights, (2) national identity and character, (3) multiculturalism, (4) history and cultural heritage, (5) cultural industry, (6) cultural diplomacy (Effendi, 2016), (7) rules and cultural human beings, and (8) cultural facilities and infrastructures.

The Middle Range National Development Plan 2015-2019 has referred to nine presidential priority agendas, known as Nawacita, which are based entirely on the Trisakti ideology. Trisakti ideology includes political sovereignty, economic self reliance, and personality in culture. Meanwhile, Nawacita includes, (1) bringing the country back to protect the entire nation and providing a sense of security to all citizens; (2) making governments to always present for citizens by building a clean, effective, democratic, and reliable governance; (3) building Indonesia from its periphery by strengthening regions and villages within the framework of unitary

state; (4) strengthening the country's existence in conducting system reform and law enforcement, which is free from corruption, and having dignity and trustworthy; (5) improving the quality of Indonesia's human life; (6) increasing people's productivity and competitiveness in international markets so that Indonesians can move forward and rise together with other Asian nations; (7) creating economic independence by mobilizing the strategic domestic sectors; (8) revolutionising the character of the nation; and (9) to supporting diversity and strengthen Indonesia's social restoration.

The formulation and structure of BIPA teaching policy can be traced from the document of Kemendikbud's Strategic Plan 2015-2019. The Long Term National Education Development Plan 2005-2025 states that 2025's vision is "realizing smart and competitive Indonesian people", which is termed *Insan Kamil* (perfect human being). In addition, policy analysis in this research should be understood philosophically as an educational and cultural policy analysis because the two areas has been integrated. According to Kemendikbud's strategic plan 2015-2019, the integration is the part of systemic interaction between the national educational process and various cultural entities including global culture.

Furthermore, referring to Nawacita with respect to Vision 2025 above as well as the integration of education and culture development, Kemendikbud's Vision 2019 has been established, which says namely "The formation of good character for human being and the ecosystem of education and culture is based on positive communal cooperation". The words within the vision is then interpreted in a detailed way as, among others, "the advancement of promotion and cultural diplomacy".

To achieve the Kemendikbud's Vision 2019, the following five missions are formulated: (1) to create strong educational and cultural actors (M1), (2) To achieve broad, equitable and fair access (M2), (3) To achieve quality learning (M3), (4) To perform

culture preservation and language development (M4), (5) To strengthen management system and to increase effectivity of bureaucracy and public participation. (M5).

The Content of Supporting Policies

The supporting policies which are the findings of this study are those outside the main policy structure but support and reinforce the substance of the policy of BIPA teaching policy and internationalisation of state language.

Chapter VII of the Act Number 20 Year 2003 about the National Education System regulates the language of the instructional delivery. Article 33 paragraph (3) states that the introduction language is Indonesian. Beside the article, no other detailed regulation related to language can be found.

In the Act 20/2003, supporting policy for the development of BIPA program is provided in Article 12 Chapter V which regulates the learners. It is clearly stated in paragraph (3) that learners at schools in Indonesia do not only include Indonesian citizens, but also students with foreign nationalities.

Article 14 of the Research, Technology, and Higher Education Ministerial Decree (Permenristedikti) Number 126 Year 2016 concerning the Admission of New Undergraduate Students at State University requires that each new student candidate who has the status of foreign citizen (WNA) need to pass the UKBI (Uji Kemampuan Bahasa Indonesia) as Indonesian Language Proficiency Test. It has been regulated that taking UKBI is one of academic qualifications required for every foreign student in the admission process.

Article 11 of Ministerial Decree (Permendikbud) Number 31 Year 2014 concerning Cooperation in Establishment and Management of Education by Foreign Educational Institutions with Indonesian Educational Institutions states that BIPA teaching and Indonesian studies in cooperation school (Satuan Pendidikan Kerjasama) is mandatory. This ministerial

decree is the operational derivation of Government Regulation Number 66/2010 concerning the amendment of Government Regulation No. 17 of 2010 about Establishment and Management of Education, while the government regulation itself is a more detailed arrangement of more general policy, that is the Act 20/2003 about the National Education System.

In addition to a number of regulations above, there are also other regulatory apparatus such as: (1) Presidential Regulation Number 16 Year 2010 on the Use of Indonesian Language in Official Speech of President and/or Vice President and other State Officials, (2) Internal Affairs Ministerial Decree Number 40 Year 2007 on the Guidelines for the Local Government Heads about the Conservation and Development of the State and Local Language, and (3) Commerce Ministerial Decree Number 67/ M-DAG/ PER/ 2013 on the Obligation to Use Indonesian Language for Goods.

Not just at national level policy. Local level policy also influences the dynamics of policy which increase the function of Indonesian language to be an international language. One example of initiation and, at the same time, evidence of the commitment of local government head which once emerged was the Circular Letter (Surat Edaran) from Governor of Jawa Tengah, Ganjar Pranowo, number 560/016667 dated 23 October 2015 regarding the Control of the Use of Foreign Workers. The letter states that one of the requirements of foreign workers to extend IMTA (Permit to hire foreign workers) is "ability to communicate in Bahasa Indonesia proven by a certificate issued by a competent institution".

Regarding the establishment and management of nonformal course and training system, Ministerial Decree Number 131 Year 2014 on the Graduates Competency Standard for Nonformal Education Courses and Training has become an undirect supporting policy to the policy of BIPA teaching. Although this regulation does not yet contain BIPA competency standard, the policy

document has outlined the direction of developing the internationalisation of the courses and training programs. The minister's policy direction emphasises that in this globalization era, nonformal education course and training institution (LKP) in Indonesia should be directed toward "highly potential providers of skilled workers both for Indonesia itself and other countries which need".

Upgrading the Status of Language National Center

Upgrading the status of the language national center is an agreement made by Department of National Education (Depdiknas), Ministry of State Apparatus Empowerment and Bureaucracy Reform (Kemenpan RB), and Commission X of House of People's Representatives (DPR RI) on the Bill of Flag, Language, and State Symbol, as well as National Anthem (RUU BBLNLK) during the discussion process in 2009. In Act 24/2009 itself, the existence of language national agency is expressly mentioned as the mandate of the Act. Institution which are referred by this Act is assigned to internationalise Indonesian language. Therefore, status upgrading of the previous language national institution (Pusat Bahasa), which was echelon 2, to be the recent institution (Badan Bahasa), which is echelon 1, is meant to prepare the institution with larger organisational capacity in order to be given the mission of state language internationalisation.

This section attempts to review the increase of the echelon status of language national institution from Language Center (Pusat Bahasa) to become Language Agency (Badan Bahasa) in the perspective of the Center for Strategy Development and Language Diplomacy (PPSDK) as a new echelon 2 unit under the Language Agency. PPSDK is the part of the new language national institution structure (Pusat Bahasa) which has been upgraded to an echelon 1 institution, the Language Agency (Badan Bahasa).

Documentation data, which is the presidential acknowledgement at the inauguration of Indonesia Peace and Security Center (IPSC) at Candi Dharma Hill, Sentul, Bogor, West Java on 7 April 2014, reveals that: (1) the existence of Center for Strategy Development and Language Diplomacy (PPSDK), which was originally planned to be called Language Service Center, is inseparable from the government's efforts to create a special place or a complex for security and defense purposes. It is built to support military operation other than war in order to contribute more to the maintenance of international peace and security at that time, and (2) the need for training language skills, especially foreign languages to continue running diplomacy with countries in friendship by preparing military, police and civilian personnel in order to carry out various diplomatic tasks.

Unfortunately, the plan for the establishment of language service center were constrained by the approval of Kemenpan RB who rejected the establishment of the new institution as an echelon 2 unit under the Language Agency (Badan Bahasa). The reasons for such rejection are: (1) the problem of the language internationalisation and function as a foreign language training center can be incorporated into the scope of the task and function of the existing center, that is Pusat Pembinaan (the Socialisation Center); (2) the risk of wasting the state budget as a result of setting up a new echelon 2 unit with such a very simple task; and (3) the basis of the argument for the proposed new echelon 2 unit is still considered weak by Bureau of Law and Organisation of Kemenpan RB.

Nevertheless, the idea of establishing a language service center was finally successfully executed by the Head of the Language Institution, Mahsun, who changed the concept of a language service center from institution that merely perform foreign language training institute for military, police, and civilian officers to become an institution with a more important task, which is developing language strategy and diplomacy.

The main argument for the establishment of the new echelon 2 unit, PPSDK, is that language aspect could be a source of disintegration and potential threat to Indonesian interests. However, if it is well managed could also be a power for national integration, resilience and strive for various interests of state in international arena.

After the PPSDK has been established, the language national institution which now already has the status of echelon 1 (Badan Bahasa), Kemendikbud delegates its whole the BIPA policy implementation to PPSDK. The policy of internasionalisation of the state language through BIPA teaching along with its favourite program is given to PPSDK's echelon 3 unit, namely the language diplomacy sub unit. In 2016 when the new BIPA teachers' association, APPBIPA, successfully approached the Directorate of Nonformal Education Course and Training Management (PKP) to manage BIPA course and training institutions (LKP BIPA) more professionally, PPSDK was able to play a role as a key partner of the Directorate of PKP in the process of developing the Graduate Competency Standard (SKL BIPA).

BIPA Teachers Overseas Delegation Program by PPSDK

Table 1. Program performance of dispatching BIPA teachers abroad

No	Regions	Number of Students			2015-2017
		2015	2016	2017	actualisation
1	ASEAN Countries	1.037	8.584	1.642	11.263
2	Asia, Pacific, and Africa	817	782	3.757	5.356
3	America and Europe	29	519	181	729
	Total	1.883	9.885	5.580	17.438

Nevertheless, the program implementations still face some obstacles such as: (1) regulatory differences in the issuance of permits and visas of each country for different foreign nationals; (2) support disparities from different Indonesian Embassy and Consulate in each country; (3) the presence or absence of the education and cultural attaché at the embassy affects the way program coordinators

Opportunities in internasionalising Indonesian language can be seen from the following facts: (1) Indonesian has speakers in a number of countries, such as Thailand, East Timor, Singapore, Philippines, Middle East, and Pacific region; (2) Indonesian has the potential to become the formal ASEAN language; (3) many requests for Indonesian government sending BIPA teachers coming from overseas institutions (schools, universities and representatives of RD); and (4) the status of Indonesian as a curricular subject in some target institutions.

Language Agency (Badan Bahasa) through PPSDK is considered to have successfully implemented the policy of internationalisation of the state language. Through its flagship program, sending BIPA teachers delegation to other countries, PPSDK has been able to show the existence of Indonesia as well as Indonesian language internationally. Moreover, the program also becomes the benchmark of the country's capacity for soft diplomacy outside the country as understood by Hill (2016). The performance of BIPA teacher sending program overseas by PPSDK can be observed from the table below.

and teachers to communicate; (4) field monitoring and evaluation can not be undertaken by the PPSDK team; (5) the existence of a policy of budget limitation which monitoring of BIPA program performance in overseas countries can not be done before the program starts so that it is difficult to determine which institutions are really appropriate or not to receive teachers

from PPSDK; (6) the budgeting provisions that do not allow year to year allowance while each country has different allocation of learning time (the academic calendar); and (7) lack of detailed important information such as health insurance prevailed in each country and other issues or requirements which teachers need to prepare before departure.

Related to the dynamics of the policy implementation, the suggestions for improvement given to implementor and its policy network are: (1) the Republic of Indonesia consulate general and the Educational and Cultural Attache to carry out data collection on BIPA teaching potential in overseas countries where they are assigned, including condition of BIPA teaching institution; (2) the consulate and attache to carry out the assessment of BIPA teaching cooperation with foreign government and/or the target institutions where the PPSDK teachers sent; (3) the Indonesian consulate and attache to identify and nurture local BIPA teachers; and (4) Indonesian consulate and attache, and PPSDK to facilitate and coordinate more field aspects of the program in target countries, such as accommodation for teachers, security guarantees, health, and teaching places.

Reading the policy issues above, implicit conclusions can be drawn up for the development of nonformal education sector, especially for the BIPA course and training institutions, as follows: (1) PPSDK of the Language Agency is the echelon 2 unit which play a role as an implementor of BIPA teaching and the internationalisation of state language policy so that PPSDK has the potential to become a strategic partner of Directorate of Course and Training (PKP) of the Directorate General of Early Childhood Education and Community Education (PAUD Dikmas) in managing and developing the BIPA LKPs (Lembaga Kursus dan Pelatihan) and LSKs (Lembaga Sertifikasi Kompetensi), (2) BIPA teaching assignment program in overseas countries is a flagship program of PPSDK which enables the opening of several LKP BIPA cooperation

networks in order to obtain foreign market shares, and (3) teachers sent by PPSDK come from many different BIPA teaching institutions, including LKP BIPA, thus Directorate of PKP are expected to be able to get benefit as well as contribute to the efforts in empowering and developing the human resource of BIPA teachers.

The Establishment of APPBIPA as a Result of Positive Policy

Afiliasi Pengajar dan Pegiat Bahasa Indonesia bagi Penutur Asing (APPBIPA) or Teachers and Activists' Affiliation of Indonesian language for Foreign Speakers is a product of evolvement from its previous organisation which was Asosiasi Pengajar Bahasa Indonesia bagi Penutur Asing (APBIPA) or Teachers Association of Indonesian Language for Foreign Speakers. It is the only professional organisation and shelter for all BIPA members in the country. APPBIPA established in 2015 when International conference of BIPA (KIPBIPA) teachers IX in Denpasar Bali was held. The difference between APPBIPA and the older one, APBIPA, in principal are: (1) the activists of BIPA program, who are non teachers, are also facilitated in APPBIPA, such as manager of BIPA schools, researcher, tourist guide, and several other roles as long as they still have professional connection and interest with BIPA programs, and (2) APPBIPA institution is formally ratified by a status of association in the form of legal entity legalised by a decision letter of Ministry of Law and Human Rights. Other difference is the use of the word "affiliation" instead of "association". This is done due to a legal suggestion in considering the common recent terminology which is ideally used by a teachers' professional organization.

In its involvement, APPBIPA, which is led by Liliana Muliastuti has been able to be facilitator as well as contributor in many efforts of standardisation of BIPA profession which according to Suyitno (2014) covers standard of BIPA learners' competence, standard of BIPA teachers and curriculum,

and standard of teaching materials. Besides, it is found that APPBIPA in its effort to standardise BIPA teaching also plays a critical role as a part of the Language Agency of Kemendikbud's policy network. APPBIPA has proven itself to be effective in making an intersectoral bridge and coordination among parties which have never happened before during the history of BIPA association.

This APPBIPA's networking success can be seen in many of its activities together with Directorate of PKP of Directorate General of PAUD Dikmas and PPSDK of the Language Agency. First, in developing the SKL (Standar Kompetensi Lulusan), which is the Standard for Graduate Competence for nonformal BIPA course and training institutions, and secondly, in the effort of establishing the LSK (Lembaga Sertifikasi Kompetensi) or the BIPA Competency Certification Body. The LSK should be formed in order to serve BIPA learners for the competency tests and certification. Therefore, this will determine the establishment of test centers or Tempat Uji Kompetensi (TUK) and manage their tasks related to assessment and reporting students' results for certification.

Strengthening LKPs and Establishing LSK for BIPA

According to Act 20/2003 Article 26 Verse (4), LKP is nonformal education unit. Furthermore, Article 26 Verse (5) explains that course and training is carried out to serve society members who need knowledge, prowess, and life skills, as well as to develop attitude, profession, work, entrepreneurship, and/or to prepare learners to continue studying to the higher level.

Article 10 Verse (1) of Government Regulation Number 17/2010 states that course and training system is performed for the community by helping trainees to develop their personal professionalism and vocational competence. In line with that, Article 103 Verse (3) of Government Regulation 17/2010 explains several program which are covered by LKPs: (1) life skill education, (2) youth education, (3) women empowerment

education, (4) literacy education, (5) work skill education, (6) education of equality, and/or (5) other nonformal education which is technically needed by the community.

Directorate of PKP as a decision maker on nonformal course and training in central government has a role to guide and nurture course and training institutions which include enforcing established standards for their program. Based on Kemendikbud's strategic plan 2015-2019, it is explained that the central point or priority on nurturance and development of course and training which is performed by Directorate of PKP consists of several efforts, such as: (1) strenghtening of LKPs' educational services so as to increase public (partners) trust; (2) improving LKP graduates' quality as a substitute or complement to formal education; and (3) preparing nonformal education sector for global competition.

As mentioned above, besides BIPA programs which are managed by higher education institutions (Azizah, 2012) and the ones under SPKs (agreement of cooperation schools), there are also BIPA programs managed by Lembaga Kursus dan Pelatihan (LKP) or training and course institutions. This form of institution is the part of nonformal education which is the task scope of Directorate of Training and Course Nurturance (Directorate of PKP) as the part of Directorate General of Early Childhood Education (ECE) and Community Education (Ditjen PAUD Dikmas). Based on field observations, most of the BIPA institution in the form of LKP are located in Special Area of Yogyakarta and Bali Province. Several famous BIPA LKP among others are: (1) Wisma Bahasa, (2) Puri Bahasa, (3) Alam Bahasa, dan (4) Cinta Bahasa (Sari, 2016).

Before the issuance of Act 24/2009 and Government Regulation 57/2014, problems about the absence of policy umbrella, and other regulation aspects always became obstacles of BIPA institutions, the LKPs, to develop. Besides, Lembaga Sertifikasi Kompetensi (LSK) as the assurance for graduate qualification has not been

established. Therefore, it can be said that without LSK, BIPA institutions (the LKPs) as nonformal education providers has not completely had all formal requirements needed to run their role and functions.

The potential growth and recent development of BIPA LKPs which emerge as the positive impact of the national policy to internationalise state language through BIPA teaching is described below. Here is the presentation of some significant changes which LKPs has gained from current policymaking dynamics, which are: (1) availability of BIPA teaching books; (2) formulation of BIPA standard of graduate competence (SKL), and (3) establishment efforts of Lembaga Sertifikasi Kompetensi (LSK) or the BIPA Certification of Competence Body and the Lembaga Sertifikasi Profesi (LSP) or the BIPA Profession National Body.

Availability of BIPA teaching books.

BIPA learning material is an integral part of learning and training program (Aninditya, 2015), meaning that BIPA teaching material can not be separated from learning context of training. The development of teaching material can be understood as a systemic approach which focus to achieve the existing training goals. Learning in nonformal training system covers designing activities, training actuation (production), evaluation, and utilization of combined components of learning system. These components themselves consist of message, person, material, media, techniques, and learning environment. Therefore, material development is an integral part of training program development or, in other words, it is a developmental part of teaching and learning system in training sector (Pamungkas, 2014).

There are three important things in organising contents of training material, which are: (1) ensuring that the learning materials have level of usefulness or particular advantages for trainees, (2) ensuring that every presented training material within a book or module has to have interrelationship

connection among one to another, and (3) arranging training material in sequence according to learning requirements.

In order to support the BIPA teachers delegation program abroad, PPSDK has set up the teaching material development and production. This material is developed based on six level of Indonesian language proficiency and written by BIPA expert teams coming from several BIPA managing universities, such as UPI, UNJ, UGM, and UM. This teaching material has been published and shared freely not only for teachers who are sent by PPSDK, but also for wider BIPA community where ever they are as it can be downloaded directly from Language Agency's official website.

In the history of BIPA when its programs has been facilitated by the Language Agency, or formerly by Language Center, just started from this time there is a sufficient number of editions adequately provided and available for BIPA teaching and learning. In Language Center era, "Lentera Indonesia" book has marked the early development and first production of BIPA material in this country. Since 2015, this first series of BIPA books then are supplemented by some Language Houses and Offices of local regions for adjusting with specific learning requirements.

However, the more organised and intentional effort to keep producing BIPA teaching material seriously and continuously has been done for the first time by PPSDK. This project is intended to assist teachers of the BIPA overseas delegation program so they will be able to perform well in the target countries. Teachers who are sent abroad has been equipped with teaching materials in the form of soft copies as well as printed materials.

The availability of abundant BIPA teaching materials nowadays has become such a reinforcement power for BIPA sector including the LKPs (BIPA course and training institutions). Although each LKP actually has already apply their own internal curriculum and teaching materials, materials provided by

PPSDK have surely contributively enriched LKPs' standard material and also are ready to be used as qualified source of reference.

This material production is seen as an important initiative in a way that it has made LKPs easier to develop by themselves more specific learning modules especially for teachers or newly established LKPs. Moreover, BIPA teaching books which are produced by PPSDK have used Standar Kompetensi Lulusan (SKL) or the Standard of Graduate Competence which refer the one developed by the Language Agency in 2014 as well as Standar Kemahiran Berbahasa Indonesia (SKBI) or the Standard of Indonesian Language Proficiency which is set by a ministerial decree in 2016.

Development of Graduates Standard of BIPA (SKL)

The absence of one standard for BIPA curriculum which is perceived as a national reference has then made the Language Agency decided to initiate a curriculum development workshop at the end of 2014 in Yogyakarta. This is the first occasion when the Language Agency conducted a program to formally formulate the BIPA curriculum. By inviting BIPA experts from all over Indonesia, the Language Agency has successfully formulated the SKL as the standard of graduate competence for BIPA by adopting the standard of prevalent language proficiency used in Europe, which is CEFR (Common European Framework of Reference for Language).

The foreign standard is adapted in such a way according to Indonesian language characteristics and learning needs of foreign speakers. The result of this activity has also become a further reference in setting in Standar Kemahiran Berbahasa Indonesia (SKBI) or Standard of Indonesian Language Proficiency and BIPA learning material development.

However, different from BIPA teaching material development which applies six levels of rating (A1, A2, B1, B2, C1, dan C2) taken from SKL, the SKBI has developed the six

levels up to seven levels of rating (special, very superior, superior, average, intermediate, marginal, and limited). Currently, this SKBI seven rating level has been set as a formal policy by Ministerial Decree Number 70/2016 concerning Standard of Indonesian Language Proficiency.

Meanwhile, in the development process of SKL for LKPs of BIPA which is undertaken by Directorate of PKP, the Language Agency's SKL which is the result of Yogyakarta curriculum development in 2014 as well as SKBI (2016) are made as two main sources of reference. By involving some reputable LKPs of BIPA, PPSDK of the Language Agency, and APPBIPA, the Directorate of PKP has already completed the formulation process of SKL of BIPA designed specifically to be applied in LKPs. During the Directorate of PKP's SKL development, contribution given by LKPs are considered valuable in validating the referential SKL. LKPs have brought in many inputs related to realibility of the drafted SKL, for instance the counting of learning hours suitable for particular level of competency.

Ongoing Efforts in Establishing LSK and LSP of BIPA

In Act Number 20/2003 concerning National Education System, Article 61 mandates that competency certificate is given by education and training institution managers to the students and community members as an acknowledgement of their competency to do certain jobs after passing competency test that is performed by accredited education providers or certification institutions.

Government Regulation Number 19/2005 and ministerial decree 70/2008 also affirm that competency certificate should be issued by an accredited education provider, or an independent certification body which has to be established by a legitimate professional organization. The certificate of competency is used as a proof that a student has passed the competency test required.

Primary goal of forming the LSK is to establish authorised institutions which have capability to facilitate certification of nonformal education learners. The certification is aimed at legalising the LKP students or self study community members' results and performance on certain competency against existing standard of competency. LSK is an independent institution with legal status which is established by professional organisation or association recognised by the government. LSK is managed independently and establish their central office in Jakarta or in Jakarta's surrounding suburbs. However, based on the input and consideration from APPBIPA that most of LKP of BIPA located in Yogyakarta, thus the office should be better in that city, Directorate of PKP as the leading sector finally agreed with the suggestion. At this time, LSK BIPA establishment is still in a progress of getting legal entity status. APPBIPA itself has chosen among its members to be administrators who will be in charge for the upcoming LSK, including the candidate for the chairperson. Therefore, when legal status is obtained, legitimation or acknowledgment from Ministry of Education and Culture or its Directorate General will be the last thing needed to complete the LSK of BIPA establishment process.

Other than LSK which is aimed more to serve BIPA learners, APPBIPA has also been internally discussing a plan to form the Lembaga Sertifikasi Profesi (LSP) BIPA or the Certification of BIPA Profession Body.

responsible to the government (Directorate General of PAUD Dikmas Kemendikbud), professional organization which create it, and the community including the competency test participants.

The Directorate of PKP which always closely coordinates with LKPs, APPBIPA and PPSDK has been preparing the LSK of BIPA for several months during 2016 to 2017. In its final stage of the process, the directorate approved LKPs and APPBIPA's proposal to locate the LSK of BIPA in Yogyakarta, not in Jakarta. The tradition is that every LSK must This organisation is intended to handle the tasks of testing and certifying teachers. LSP which is not coordinated by Kemendikbud but Badan Nasional Standard Profesi (BNSP) or Standard of Profession National Body is planned to have its office in Jakarta or in its surrounding areas. APPBIPA confirms that the plan to establish LSP will be actuated right after LSK of BIPA is fully established, so they will have LSK in Yogyakarta and LSP in Jakarta. One doubt in preparing this LSP is about several administrative requirements and technical demands which seem to be much more difficult and complicated than the ones prepared for LSK. Another interesting finding concerning the LSP is that Directorate of PKP is trying to synchronise their policy regarding LSK and LSP with BNSP. The Directorate of PKP is willing to have an integrated arrangement about LSK and LSP thus both systems are able to run sinergically and efficiently

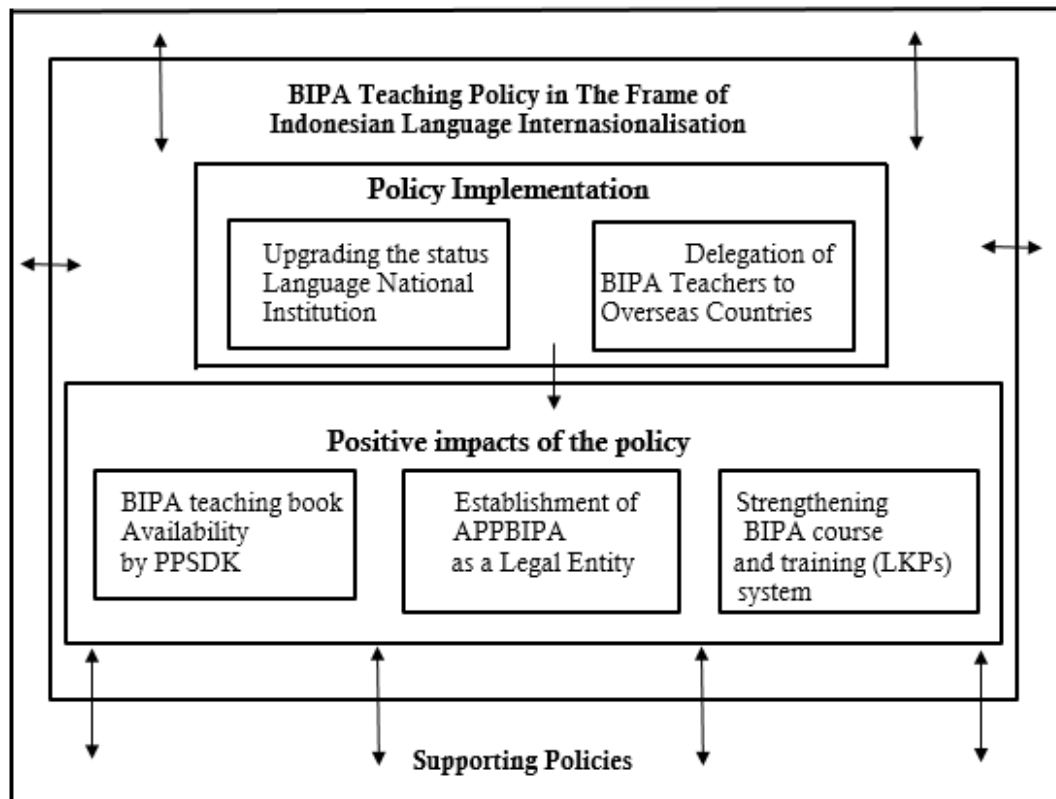


Figure 1. Conceptual relationships among the implementation BIPA teaching policy in the framework of internationalisation of state language, supporting policies, and the LKPs' capacity development.

CONCLUSION

After the implementation of the Act 24/2009 and the Government Regulations 57/2014 which regulate the function enhancement of Indonesian state language to be an international language, the need of legal support and other regulation for BIPA teaching policy has gradually been achieved.

The establishment of PPSDK under the Language Agency has great implication to the policy implementation. Through its flagship program which is sending BIPA teachers overseas, PPSDK has created not only policy outputs such as spreading Indonesian language abroad and the development of new BIPA teaching materials, but also policy networks, for instance the emergence of APPBIPA.

Positive impacts of the policy implementation to the nonformal education sector in this case is actually a reciprocal interaction between the language policy and

nonformal education policy. Both policymakings are luckily managed under the same ministry, which is Kemendikbud. In one side, PPSDK gets benefit from Directorate of PKP for the excellent management of LKPs and its continuous initiative to enhance LKPs' capacity as education providers.

In another side, the Directorate of PKP also gains the advantage from the fact that PPSDK always takes every shared interest and program related BIPA very seriously, such as (1) the SKL formulation for LKP of BIPA, and (2) the establishment of LSK dan LSP. PPSDK combined with its policy networks; the APPBIPA and LKPs of BIPA are very contributive to nonformal education development in a way that they assist PKP in many efforts in empowering LKPs of BIPA, including in establishing the LSK. Here, PKP has been benefitted by the existence of a solid policy network which comprises LKPs,

APPBIPA, PPSDK, and other BIPA stakeholders. PKP also gains indirect positive supports from some of the PPSDK's policy products such as improving the quality of LKPs' human resource as they are sent abroad

for a language diplomatic mission, and the availability of adequate teaching materials which can be freely downloaded and used by any LKPs.

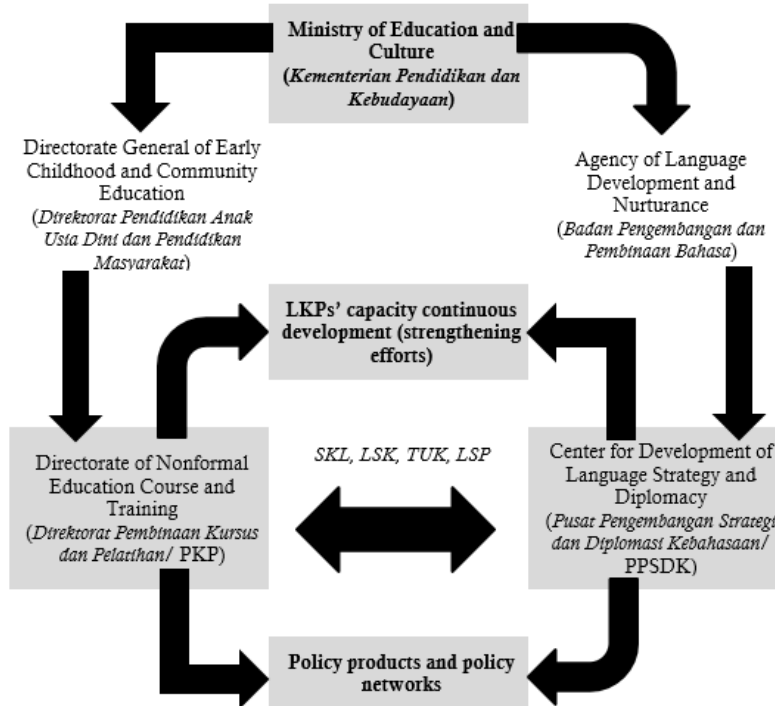


Figure 2. A reciprocal interaction between Directorate of PKP and PPSDK in policy implementation: “benefiting each other”

REFERENCES

Aninditya, S.N. 2015. Pengembangan Program Profesionalisme Dosen Pengajar Bahasa Indonesia untuk Penutur Asing (BIPA) di ASEAN. *Jurnal Bidayah* Vol. 07-No. 01, Juni 2015. UIN Sunan Kalijaga, Yogyakarta. <http://digilib.uin-suka.ac.id/25203/3/08.%20Aninditya%20S.N.%20-%20PENGEMBANGAN%20PROGRAM%20PROFESIONALISME%20DOSEN%20PENGAJAR%20BAHASA%20INDONESIA%20UNTUK%20PENUTUR%20ASING%20%28BIPA%29%20DI%20ASEAN.pdf>

Azizah, R. F, dkk. 2012. Pembelajaran Bahasa Indonesia Bagi Penutur Asing (BIPA) Program CLS (Critical

Language Scholarship) di Fakultas Sastra Universitas Negeri Malang Tahun 2012 <http://jurnal-online.um.ac.id/data/artikel/artikelC8CE6EFA60B873A1B6DB1DC20F6CFE40.pdf>

Danim, S. 2005. Pengantar Studi Penelitian Kebijakan. Edisi Pertama, Cetakan Ketiga. Jakarta: Bumi Aksara.

Effendi, Tonny Dian. 2016. Bahasa Indonesia Diplomacy and Other Country Language Diplomacy Experiences. *Global Journal of Politics and Law Research*. Vol.4, No.3, pp.21-28, May 2016, Published by European Centre for Research Training and Development UK (www.eajournals.org). ISSN 2053-6321(Print), ISSN 2053-6593(Online).

- <http://www.eajournals.org/wp-content/uploads/Bahasa-Indonesia-Diplomacy-and-Other-Country-Language-Diplomacy-Experiences.pdf>
- Hill, David. (2016). Language as "soft power" in bilateral relations: the case of Indonesian language in Australia, *Asia Pacific Journal of Education*, 36, 3, pages 364 - 378.
- Kementerian Pendidikan dan Kebudayaan RI (Kemendikbud). 2013. Rencana Strategis Kementerian Pendidikan dan Kebudayaan 2010-2014: Melayani Semua dengan Amanah (Nuh, M., Ed.). Jakarta: Kemendikbud RI.
- _____). 2015. Rencana Strategis Kementerian Pendidikan dan Kebudayaan 2015-2019: Pendidikan dan Kebudayaan sebagai Gerakan Pencerdasan dan Pembentukan Generasi Berjiwa Pancasila" (Baswedan, A., Ed.). Jakarta: Kemendikbud RI.
- Moedzakir, M.D. 2010. Desain dan Model Penelitian Kualitatif (Biografi, Fenomenologi, Teori Grounded, Etnografi dan Studi Kasus). Malang: Fakultas Ilmu Pendidikan Universitas Negeri Malang.
- Moleong, Lexy J., 2005. Metodologi Penelitian Kualitatif, Edisi Revisi, Cetakan Keduapuluhsatu. PT Remaja Rosdakarya, Bandung.
- Pamungkas, Alim Harun, 2014. Pengelolaan Pelatihan dalam Organisasi (Tinjauan Teori Pembelajaran Orang Dewasa). <http://www.sumbarprov.go.id/images/1450027790-2.%20alim%20harun.pdf>
- Peraturan Pemerintah Nomor 17 tahun 2010 tentang Pengelolaan dan Penyelenggaraan Pendidikan
- Peraturan Pemerintah Republik Indonesia Nomor 57 Tahun 2014 tentang Pengembangan, Pembinaan, dan Pelindungan Bahasa dan Sastra, serta Peningkatan Fungsi Bahasa Indonesia. 2016. Jakarta: Badan Pengembangan dan Pembinaan Bahasa Kemendikbud RI.
- Sari, Ni Putu, A.W., dkk. 2016. Pembelajaran Bahasa Indonesia Bagi Penutur Asing (BIPA) di Sekolah Cinta Bahasa, Ubud, Bali. *e-Journal Prodi Bahasa dan Sastra Indonesia, Undiksha*. Volume: Vol: 5 No: 3 Tahun:2016.