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Reflection And Insights: ELT Curricula In 21st Century Education In Indonesian Secondary Education Sectors

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Abstrak

The 21st century education has brought crucial impacts on ELT curricula development in Indonesia particularly in secondary education sectors. The ELT curricula should adapt to the global demands by enacting the 21st century skills in the curricula to prepare students to face their future life. However, a dramatic change in ELT curriculum has come along before coming to the most recent curriculum, 2013 ELT curriculum. There have been a lot of debates on the ELT curriculum design and its implementation in the classroom context between teachers and policy makers. Although there is much literature discussing this topic, there is limited number of literature revealing the factors of the emergence such conflicting needs and interest as well as providing some fresh insights toward these factors. To fill this gap, this paper tries to reveal the factors and recommendations into the design of ELT curricula.

Key Words: ELT curricula, 21st century education, Indonesian secondary education

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INTRODUCTION

This paper is an attempt to discuss the existing ELT curricula which have been implemented in Indonesian secondary education sectors. It describes the history of curriculum reforms and its complex problems on its implementation and will be ended with some fruitful insights for better ELT curriculum development in the future. To help readers comprehend the various context of EFL teaching which has been prepared and stipulated in ELT curriculum conducted in Indonesia; it will briefly discuss the concepts of the curriculum as the starting points of this paper. It further discusses the 21st century education, crucial issues on ELT curriculum reforms, and finally proposes some fresh insights or recommendations into curriculum design and development.

When discussing the definitions of curriculum, every person might have different perspectives from others regarding what curriculum means. One might define curriculum as subjects, syllabuses, documents and some other definitions based on the knowledge and experiences one possesses. To make the definition of such a term clear, it is crucial to notice what the national education law has stated regarding the curriculum. In the general definition (point 19) stipulated in law number 20 of 2003 about the national education system, it has been explicitly stated that curriculum is a set of plans and regulations on the purposes, contents, learning materials as well as the methods which will be used as the guiding principles in learning activities to cater certain educational purposes.

It is necessary that English teachers comprehends on what curriculum is due to the fact that it will guide them in preparing and enacting any classroom activities which are geared to reach the learning goals. The beginning determines the ending of the learning process. The beginning means English teachers' preparation before teaching which is inform of lesson plan and the ending is students' achievements in reaching the learning goals. Therefore, English teacher must not forget the targeted students' skills and competence which need to be achieved to formulate the appropriate teaching activities in the classroom setting. In line with these statements, Poedjiastutie, et al (2018: 176) mentioned "In education, when curriculum fails to provide sufficient skills and competence for learners, human resources will not likely to move up to higher development level". Regarding the development of English proficiency level, the Indonesian students' English proficiency could be seen from the report given by English Proficiency Index (EPI).

English Proficiency Index (EPI), the world's largest English proficiency ranking for the global scope, reported in 2017 that Indonesian students' English skills was below other Asian countries such Singapore, Malaysia, and Vietnam. The survey was conducted in eighty countries through English components such as grammar, reading comprehension, and vocabulary as the

basis of its index assessment, and Indonesia was listed in 39 out of 80 surveyed countries (Poedjiastuti, 2018:177). Regardless the status of English in each surveyed country either as a second or foreign language, Indonesia government must be more aware that English has been widespread all over the world and has taken such a significant role in global competition. Therefore, English as a compulsory subject in secondary school has constituted a major part of the curriculum since high level of English proficiency become a fundamental requirement to participate in this worldwide trade, economy, industry, and education collaboration (Choi & Lee, 2008). Achieving this goal, ELT curriculum development should be concerned with the 21st education in which the nowadays students are living.

THE 21ST CENTURY EDUCATION

21st century is a period where the involvement of technology has touched all aspects of human life including in educational settings. Such involvements become inevitable parts in teaching learning process particularly in English subjects. The ELT curriculum design should also adapt the 21st century curriculum blending between knowledge, thinking, innovation skills, media, Information and Communication Technology (ICT) literacy (Paige, 2009). A traditional teaching method where students should sit silently, pay attention, and write full notes written on the board has been left in nowadays education. Learning can be done anywhere and anytime in that students have been facilitated with the access and the means to learn in ways beyond the traditional classroom; students have the options to learn in an alternative environment through the advancements of technology. The speed and measure of the changes coming about by the fourth industrial revolution are not to be ignored (Xu, et al, 2018). Therefore, the ELT curriculum should adapt with this challenge to cater the global demands. The tremendous advancements of technology should be used to create a fun and meaningful English learning.

The fun learning can be achieved through many activities by incorporating the use of technology in teaching and learning process. It will be helpful to avoid learning boredom, and the English learning will be fun and interesting. Meanwhile the meaningful English learning can be obtained by integrating the English subject with the real life problems. Hence, the students will learn and comprehend the course much better in that they can relate and reflect them with the daily experiences. Lombardi (2007) states curriculum to be connected with the real world can support students' participation, their motivation and understanding for the academic subjects, as well as preparing them for adult life. The 21st century education emerges to prepare the students to be ready for the next level of education and their future career. The partnership for 21st Century Skills (P21), a national advocacy organization that encourages schools, districts, and states to infuse technology into education, emphasizes that the basic

notion of the 21st century education is the integration between core academic knowledge, critical thinking, and social skills in teaching and learning to help students master the multi-dimensional abilities that are required in the 21st century (P21, 2006).

The 21st century education provides some standards and skills which should be possessed by the students in the teaching and learning process. Alismail and McGuire (2015:151) mentioned the standards of education in the 21st century are:

- 1) focusing on the 21st century skills consisting of content knowledge and expertise,
- 2) building comprehension on interdisciplinary core subjects as well as the themes,
- 3) emphasizing deep comprehension on the knowledge,
- 4) engaging students with the real world life for their future career,
- 5) allowing the multiple measures of mastery.

Meanwhile, the 21st century education skills are previously well-known as 4Cs consisting of critical thinking, collaboration, communication, and creativity. Further, some education experts such as Miller and Fulan (2015) added the skills with two more Cs. Miller called as connectivity and citizenship while Fulan mentioned them with the different terminologies as education character and culture.

Critical thinking skill refers to students' ability to filter, analyze, and question any information they might find in various media, be it written, spoken, or broadcast, and then synthesize it to their understanding (Miller and Fulan, 2015). In the process of English teaching and learning, an English teacher is expected to be able to give questions which can stimulate students' critical thinking such as with why and how questions. Anugerahwati (2019:165) gave examples on how an English teacher can foster students' critical thinking when discussing an interpersonal text. The conversation was based on basic competences 3.1 and 4.1 for the seventh grade students, and the theme was about apologizing.

Bintang : Guys, I'm terribly sorry for being late; I got a sudden visit from my niece and nephew from Jakarta.

Shakila : Never mind, Bintang, we have not begun the meeting yet.

Icha : It's fine Bintang, but you don't forget to bring your dictionary, do you?

From the conversation above, the English teacher may ask the students about situation of the conversation taking place, the reasons why Bintang comes late, and their opinions about the students will be doing, and so forth.

Collaboration skill refers to students' ability to use their personalities, talents, and knowledge to work together and produce something new. In this case, the English teacher is

supposed to implement various ways with the main purpose the students can work collaboratively with their peers. The English teacher might instruct the students to make a small group and discuss the contents of interpersonal text (The main materials taught in English lesson in junior high school are genre/text types consisting of transactional text, interpersonal text, and functional text), in the topic being discussed. With the same topic of conversation mentioned above, an English teacher can raise some questions for students to be discussed in group. The students are expected to collaborate, discuss, and communicate in English. To control and maintain the English atmosphere in students group work activities, and English teacher monitor and ensure that the students are following the teacher's instruction to discuss and work collaboratively with peers in group.

Communication skill refers to the students' ability to explain and convey any information in such a clear and meaningful way. In teaching and learning process, the teacher is expected to instruct the students to convey the content of the text. In this case, the teacher might implement different ways to foster the students to speak up or communicate jointly or personally. In the first step, an English teacher might ask the students individually about the instruction given, and help them when they find difficult words. The teacher, then, can continue asking the students to practice the dialogue in pair, and finally they can practice it in a group. Meanwhile, creativity skill refers to the students' skills to create or produce something new or utilize the existing thing in a new way. In fostering this skill, the teacher should be able to involve the students and create another text based the given example in the topic being discussed. Hence, the teacher is free to set the class situation with the main purpose on how students can develop their creativity based on the topics. The teacher could instruct the students in a group (creating a dialogue) or she/he might ask the students personally by writing based on the example given.

Two other Cs, the fifth and the sixth skills in the 21st century education, were added by education experts such as Miller and Fulan (2015). The fifth C is respecting culture or citizenship. This skill refers to the students' ability to be aware the surrounding. They need to know and appreciate the different culture existing there, they also need to know the common value and belief the society holds in that culture. In teaching English, the teacher could ask the students to compare the different culture existing in the dialogue and try to stimulate students with the question tickling the students' thinking about the culture which they have just read, watched, or listened from the lesson. The last C is connectivity or character building. This skill refers to the students' ability to connect with their peers or other people in the surrounding for a better environment. In the teaching activity, for instance the topic was about asking apology, the teacher might ask the students to connect with their friends to build such a noble character. They could create another dialogue with the same context on asking apology with the real

existing problem. It teaches the building responsibility and caring. The Partnership for 21st Century Skills (P21), a national advocacy organization that encourages schools, districts, and states to infuse technology into education, formulates the framework for 21st century learning.

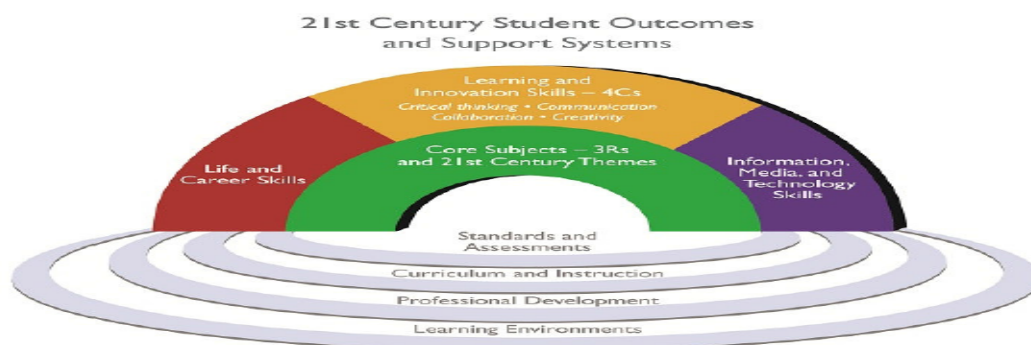


Figure 1. Framework Partnership for 21st Century Skills

The components which is represented by the rainbow color shown in figure 1 “21st century students’ outcomes” are knowledge, skills, and expertise students ought to master to be successful in work and life in the 21st century. The students should master the core subjects and 21st century themes. The core subjects which must be provided by school and mastered by students in the 21st century are English, reading or language arts; world languages; arts; mathematics; economics; science; geography; history; and government and civics. Besides, the school should also promote comprehension on academic content in the next stages by including the 21st century interdisciplinary themes into core subjects such as global awareness, financial, economic, business and entrepreneurial literacy, civic literacy, health literacy, and environmental literacy. In global literacy all students will learn how to use 21st century skills to comprehend and discuss global issue, understand the cultures of other nations, and learn how to work jointly with peers reflecting different cultures, religion and life styles with the main purposes of rising mutual respect spirit and open dialogue, and work in community context. Meanwhile, to give the students’ awareness on economic activities, the curriculum should provide other courses such as financial, economic, business and entrepreneurial literacy.

Another subject the students must learn and master is civic literacy. In this subject students learn how to get involved actively in civic life by understanding the right and obligations as citizen in various levels from local to global situation. Another one is health literacy. In this subject the students understand the fundamental information about health so that they can make appropriate decisions on how to achieve healthy life. The other one is environmental literacy. This subject requires the students to have awareness on environmental

matters such as ecosystem, air, climate, and so forth. To this point, students must have knowledge to face environmental challenges.

The upper part of green color which consists of core subjects in 21st century themes is learning and innovation skills. The learning and innovation skills describe the skills that students need to have in facing the 21st century educations which focus on creativity, critical thinking, communication and collaborations. These skills are so crucial that prepare the students for more and complex life and work environment in the 21st century. The first skill, creativity and innovation, requires the students to think creatively. In other words, they should make use of creative ideas to produce something new or utilize the existing thing in a new way. In addition, they should also be able to work in team with creative ideas. Another one is critical thinking and problem solving. In this skill students are required filter, analyze, and question any information they might find in various media, be it written, spoken, or broadcast, and then synthesize it to their understanding. The other skills are communication and collaborations. This skill refers to students' ability to use their personalities, talents, and knowledge to work together and produce something new while communication means the students' ability to explain and convey any information in such a clear and meaningful way.

The purple color consists of information, media, and technology skills. The students are surrounded by information through various media and sophisticated technology nowadays. Therefore, they should be prepared and equipped with the skills of literacy such as information, media, and technology. In information literacy, they must be equipped with the ability to access, evaluate, manage and use information effectively and efficiently. In media literacy, they must be prepared and equipped with the ability to critically evaluate and produce media products. In this skill, students must comprehend the purposes of messages, examine and interpret the messages, and implement such comprehension to create a new media. Technology literacy requires the students to be skillful to use technology effectively as learning tools. The red color refers to life and career skills which mainly cover two skills namely productivity and accountability, and leadership and responsibility. Productivity and accountability refers to the students' ability to manage the projects and produce the results. Meanwhile, leadership and responsibility refers to guide and lead others and be responsible to others.

Ensuring the students' mastery of 21st century skills, critical systems are needed. These systems maintain the implementation of standards consisting of six points mentioned in the earlier discussion which must be supported by daily learning assessments including formative and summative tests or vice-versa to ensure the learning required skills have been gained by students. Other components are curriculum and instruction which emphasize on the 21st century main courses as the instruments to instill the skills to the students. The involvements of

technology must characterize the learning process which is completed with the integration of the inquiry and problem based approaches as well as high order thinking skills. Teachers are likely to stimulate students' activeness in classroom setting by giving students project-based tasks and problem solving task. These tasks are mainly aimed at enabling teachers to form a model of professional learning environment for students and identify students' learning styles. After all, teachers can find out the most appropriate strategy to teach and assess the students' skill through a scalable and sustainable model of professional development. The last component of this system is learning environment. It is a learning atmosphere which enables teachers to collaborate and share their best practices by incorporating the 21st century skills into classroom practice. Meanwhile, students can learn the subjects based on the context of real life and access any learning facilities such as technology and other resources as to gain the 21st century skills. Hence, they will be aware the function of English as tools to compete in the global life.

English is used as a tool to help students gain their brighter future, and 21st century skills should be inserted and emphasized in the ELT curriculum development. It has been discussed before that the enactment of such skills involving 6Cs can be done in each activity during in language teaching and learning process. However, the idealized conditions are sometimes different from the real classroom occurrence. There are still some obstacles which hinder English teachers to be creative and innovative in their classroom due to the fact the language policy has bound them with the prescribed activities. The policy makers and curriculum developers have provided the English teachers with the complete teaching stuffs such syllabi, lesson plan, and texts books. It tends to control teachers on what to learn and how to teach whereas classroom activities are so dynamic that needs various activities to instill the 21st century skills to the students in the teaching and learning process. Meanwhile, in some other aspects English teachers are also encountering problems regarding the comprehension on the 21st skills, how to design and implement such a curriculum involving 21st century skill in it, and technological literacy which is very important to plan such an instructional technology.

In term of the enactment of 21st skills in ELT curriculum, the previous study showed that from 350 distributed questionnaires, there were only 35% respondents who could explain about the 21st century skills, and only 17% respondents who could design, implement, and access the learning process emphasizing on the 21st century skills appropriately (Susianna, 2014). It revealed the low knowledge of teachers regarding the 21st century skills, and the poor skills on teachers' ability to design, implement, and access learning process which is anchored by 21st century skills. In this case, policy makers and curriculum developers should not only think the idealized conditions of such implementation. They are supposed to consider that many

teachers are not ready for the enactment of 21st century skills in the recent ELT curriculum. There should be some more efforts conducted by the policy makers and curriculum developers on the top management level such as more socialization, seminar or workshop on what 21st century skills which emphasize more on how teachers could design and implement the curriculum in their classroom so that the learning goals could be reached as it is expected in learning standards of 21st century education.

Regarding the instructional technology, 21st century learners should be able to develop interpersonal communication in a global, dynamic, and complex life which is always equipped with the internet access (Rich, 2010). It fosters English teachers to be technological-literate. Hence, English teachers could employ learning methods integrating technology to create language learning content and process which are more informative and accessible for students to get involved actively through technological software such as open learning software and learning management system (e.g., Moodle, Edmodo, and schoology) which are offering various interactive features to support English teaching process (Steven, 2011). However, the result of the previous study did not show an expected result as it is. It was found out instructional technology is considered the weakest area to improve. It was evidenced by the result of questionnaire showing that 29.5 % respondents had weak ability in instructional technology (Alwasilah, 2013). These questionnaires were distributed to 200 EFL teachers at secondary level. Thus, instructional technology should be included in the EFL pre service and in-service trainings.

The aforementioned information on the standards and required skills of the 21st century education should be reflected and enacted in ELT curriculum particularly in secondary education level. Due to the global demands, ELT curriculum has changed in some ways which have different challenges and complexity in its implementation caused by certain factors.

CRUCIAL ISSUES ON ELT CURRICULUM CHANGES

Designing and developing an ELT curriculum is not such simple work. Debates on the language curriculum design and its implementation in the classroom context frequently emerge between school administrators and teachers; English language teaching is no exception. This situation happens due to the conflicting interests and needs between policy makers, English teachers, and other stakeholders. These conflicting interests occur owing to several factors such as the top-down approach, the absence of need analysis toward ELT curriculum development, and no evaluation of curriculum change.

TOP-DOWN APPROACH

Language policy becomes one of the most critical issues in ELT curriculum development. The policy which is implemented in curriculum development nowadays is top-down approach in which the curriculum is developed based on one single perspective from decision makers. For instance, the government has completed the English teacher with curriculum, lesson plan, and even the text book. This policy is giving less or no room for the school to think critically and creatively in its implementation (Madya, 2007; Choi & Lee, 2008). In addition, language policy makers did not seriously deal with the comprehensive knowledge and language pedagogy in formulating such policies. As a result, the curriculum formulation has frequently been influenced by the hidden agendas such as socio-political agendas which sometimes did not really fit with the local context of language teaching practice. Widodo (2015) explicitly states that educational standards and competencies are always determined without comprehensive knowledge on language and language pedagogy, better understanding of planning goals, collaboration between policy makers and curriculum makers, and rigorous negotiation between local needs and globalization demands.

English teachers as the agent of change takes a great role in curriculum design, and policy makers should involve them to formulate the curriculum. Okoth (2016) suggests that curriculum should allow teachers or any educational practitioners to manage their lesson suitable for their learners' needs. Besides, stakeholders' participations are supposed to take place throughout the entire curriculum development process, including planning, delivering, and evaluating (Taylor, 2005). Supporting the previous statement, Dharma (2008) adds that the vital role of stakeholders in curriculum development is also to ensure relevance of curriculum towards the need of life, social life, business, and industrial life. By incorporating both sides: the government and stakeholders in developing curriculum, the challenges and discrepancies in educational reform can be respectively minimized (Thanosawan, 2017).

THE LACK OF NEED ANALYSIS ON CURRICULUM CHANGES

Need Analysis is an important step which should be done by curriculum developers in that it is a systematic collection of both subjective and objective information (Brown, 1995). In addition, need analysis can identify learners' target situation (Poedjiastutie & Oliver, 2017, Chaudron, Doughty, Kim, Kong, Lee, J., Lee, Y., & Long, Rivers, & Urano, 2005). What the students' needs to learn English and what the teachers' perspectives to teach English could be

traced through need analysis and the integration of both informations in a language curriculum becomes vital relevance (Wanatabe, 2006).

However, this process is not conducted by the decision makers and the official curriculum developers on the top level. Lauder (2008) states Indonesian's education is lack of discovery on how much people need to learn English, the importance and the function of English for their life. Thus, students will not be aware on the importance of learning English in that they are learning without knowing and understanding the needs of English in their lives, and English teachers will not be able to teach this course in a good strategy as the learning goals are far from the real life problems. In other words, the lack of need analysis impacts on the unclear learning directions.

The unclear learning direction effects on the students' English proficiency. This is evidenced by the fact that Indonesian students acquire English in a long time inasmuch as they have little English exposures in the class (Pangabean, 2015). How students can convey their ideas if they do not know the needs of English learning as a result they become demotivated. The other academic study with the same voice was reported by Marcellino (2008) that the large class might result in less exposure of English. It is due to inadequacy time for teacher to focus on everyone progress in acquiring English. Time allotment should provide learning opportunities for students understanding other elements of language as pronunciation, idioms and other English expressions (Rachmawati & Madkur, 2014).

LACK OF EVALUATION ON CURRICULUM CHANGES

Evaluation is an important process which should be conducted by the policy makers before implementing such a new one. It is necessary inasmuch as it can assure the quality, the effectiveness, and the value of a program, product, project, process, and objectives of curriculum (Worthen & Sanders, 1998). In addition, Taylor (2005) stated that evaluation is a vital process to determine the extent to which the communication and learning outcomes have matched the curriculum objectives.

Though it is necessary to conduct evaluation process, the policy makers did not seriously make any evaluation process before employing the other ones. It is evidenced by the emergence of the most current curriculum what so-called 2013. The issuance of this curriculum is so sudden in which many teachers are not ready to implement it. Lengkawanawti (2005) stated that the present curriculum is directed to respond the shortages of the previous English curricula which allegedly fail to help Indonesian students to readily compete with those from other nations. The lack of evaluation process could also be seen from limited numbers of studies conducted as an evaluation of the previous curriculum (Darsih, 2014).

The curriculum reforms have impacted not only teachers but also students in the process of teaching and learning. Ornstein and Hunkins (2013) state sudden changes in the curriculum might cause the decline in students' achievement. Students may not easily adjust to the learning system in the new curriculum. Moreover, the most current curriculum emerges as the response toward the global challenges on the 21st century education in which curriculum should consist of 21st century skills. Hence, English language curriculum will fit and benefit for students to prepare their college and future careers.

ELT CURRICULUM REFORMS AND ITS COMPLEXITY

In the grassroots, some English teachers might complain on the curriculum implemented at school as the effect of language policy which is not anchored with the adequate knowledge of language and pedagogy of language. The curriculum frequently changes along with the change position of the minister of education. This frequent change of curriculum bears an image that the curriculum change is a long with the change of decision maker (Asri, 2017). One curriculum has not been well mastered, there has been a new curriculum emerged. Regarding the curriculum changes, Lie (2007:4) mentions that there are six changes of curriculum since Independence Day in 1945 up to the present. Completing this information Alwasilah (2013) added with curriculum 2006 (school-based curriculum) and Widodo (2016) added with curriculum 2013. Table 1 shows the changes of curriculum from time to time.

Table 1. Curriculum changes

Year	Name of Curriculum
1945	unknown
1968	Oral Approach
1975	Oral Approach
1984	Communicative Approach
1994	Meaning-Based Curriculum
2004	Competency-Based Curriculum (KBK)
2006	School-Based Curriculum (KTSP)
2013	Curriculum 2013

It is worth noting on that rapid change of curriculum particularly from the last three periods; 2004 (Competency-Based Curriculum), 2006 (School-Based Curriculum), and 2013 (curriculum 2013). From these rapid changes of curriculum, English is included in the high-stakes or national examination which is called as Ujian Nasional in the secondary level and in a university/college entrance examination (Widodo, 2016: 132). It implies that Indonesian students must learn English as a required language subject to pass the high-stakes examination. Thus, the government has conducted a lot of efforts with the aim at helping students to be competent in English. To this point, there have been many curriculum changes since 2004.

Therefore, this research would mainly discuss English Language Teaching in the last three curricula which have been changed within less than ten years.

The emergence of Kurikulum Berbasis Kompetensi (KBK) or Competency-Based Curriculum (CBC) in 2004 was due to the impact of decentralization in which the issuance of law number 22 of 1999 about local government, local government had a power to manage the society in its region based on the society aspirations and the laws, and education is no exception. As a result, ELT curriculum based on CBC emerged at school level, and legalized by the act number 20 of 2003 about national education system. The basic concept of this curriculum was based on the competence model proposed by Celce-Murcia, Dornyei, and Thurell and Halliday's systemic functional grammar (SFG) framework (Department Pendidikan Nasional, 2003a, 2003b). The goals of English learning were to develop communicative competence, build and raise self-awareness of acquiring English as EFL and a means of learning and communication, and build and develop a solid understanding of a close relationship between language and culture and raise intercultural understanding.

The implementation of CBC curriculum was so cognitively demanding. It was evidenced that the contents of the English books were about compromised test items, comprehension and memorization. In addition, the curriculum prioritized performance-based instruction expecting the students performed integrated language skills and competencies though the micro language skills such as grammar, pronunciation, and vocabulary were not explicitly taught. Many teachers were merely adopting the materials from English text books, yet they were unwilling to create the classroom materials. This condition was worsened by the unexpected situations which do not allow for exploratory and innovative language teaching practices and commonly occur in some Asian countries where English is seen as a school subject (Littlewood, 2007; Priyanto, 2009; Richards, 2010). They were poor classroom management, a lack of pedagogic foundations and contextual knowledge, no extensive engagement in English use, a theoretical classroom materials analysis and use, test-driven language instruction, poor understanding of competency and systemic functional frameworks, rigid pedagogic values and traditions, and government-controlled language assessment (Widodo, 2016:133). In an effort of helping students to be more competent in English, the government introduced a new ELT curriculum in 2006 previously well-known as Kurikulum Satuan Tingkat Pendidikan (KTSP) or School-Based Curriculum.

The ELT curriculum in 2006 was called as School-Based Curriculum. This curriculum was actually implemented based on the ELT curriculum in 2004 informed by competency-based, communicative competence, and systemic functional grammar. The main difference between ELT curricula in 2006 with the previous one was only on the school freedom to design, implement, and evaluate the curriculum based on the needs of its students and institutional

needs and use its local resources. The school deserved to set out the ELT goals, yearly academic calendar, lesson plan, and syllabi. This freedom was geared to the national education standard bureau (BSNP). The 2006 ELT curriculum was legalized by the act number 20 of 2003 about the national education system, and government regulation (Peraturan Pemerintah) number 19 of 2005 about national education standard.

The 2006 ELT curriculum design was started in academic year 2007/2008 which referred to content standard and competency standard of school leavers for both primary and secondary sectors as it was issued on the national education minister regulation number 22 and 23 of 2006, and the development guidance of curriculum issued by the national education standard bureau (BSNP). The implementation was referred to the national education minister regulation number 24 of 2006 about the implementation of content standard and competency standard of school leaver. The ELT teachers developed the KTSP curriculum based on the following principles (Widodo, 2016:134):

- (a) students' and stakeholders' needs and interests;
- (b) integrity;
- (c) sensitivity to the development of science, technology, and arts;
- (d) relevance to real-life needs;
- (e) comprehensiveness and sustainability;
- (f) life-long learning;
- (g) a balance between national needs and local needs.

The implementation of KTSP was hampered by a list of factors. First, the content of curriculum was too dense. It was evidenced by the existence of various school subjects in which the material width and level of difficulty beyond the students' age development. Second, it was not a full competency-based curriculum based on the demands and the goals of national education. Third, the competency had not reflected holistically the domain of attitude, skills, and knowledge. Fourth, this curriculum was not quite sensitive toward the social changes either in local, national, or global level. Fifth, learning process standards had not reflected such a detail learning process so that it created various interpretations; as a result, it was a teacher-centered learning. Learning assessment standard was not reflecting competency-based assessment which included process and product assessment (Anwar, 2014:100). Besides, the freedom given by the government for teachers to design, implement, and evaluate was not working well in the school level such as the reduction of certain subjects which even more forced students to learn in school much longer. Last but not least, the demands for the global competition (WTO, AFTA, and

Asian community) became one of the most dominant reasons on the new curriculum development (The minister of education and culture presentation, 2014). Therefore, the concept of ELT curriculum 2013 emerged.

ELT 2013 curriculum is now being considered as the response toward any global competitions and challenges. This curriculum integrates skill, theme, concepts, and topics either within single disciplines or across the disciplines. In other words, ELT 2013 curriculum is an integrated curriculum which implements learning approach involving multidisciplinary subjects to give a meaningful and wide learning experiences to the students. It is meaningful in that students learn the language holistically and realistically, and it is wide due to the fact that the students will learn the language across the subjects. This curriculum emphasizes on character education particularly in the basic level which will be used for the next level (Mulyasa, 2013:7), and aimed at preparing Indonesian students for being religious, productive, innovative, and passionate citizens. It deals a lot with citizenship, nationalism, and national identity.

The emergence of ELT 2013 curriculum has been designed to meet the national standards of education such as content, process, competency standards for school leavers, teachers and administrators, facilities, management, financing, and assessment. Such educational standards were government attempts to improve the educational quality and fulfill the global demands. It has been developed based on some principles (Widodo, 2016:135):

1. Student-centered pedagogy is of top priority. Students are afforded an opportunity to choose what to learn to achieve a particular competency.
2. Interactive pedagogy involves interactions between teacher and students, between students and materials, and between students and their social environments.
3. Integrated pedagogy assists students to explore what they need to learn and to see interconnectedness among a variety of materials through direct observations and mediated observations through the Internet, for instance.
4. Exploratory and engaging learning and teaching are framed in scientific inquiry or discovery learning, which follows these steps: Observing, questioning, exploring or experimenting, associating, and communicating.
5. A collaborative principle underpins a learning process.
6. The use of technology enriches learning and teaching process.
7. Students' needs inform pedagogy.
8. Critical and interdisciplinary approaches are adopted to inform the whole pedagogy.

The main emphasis of learning process of such curriculum is aimed at encouraging students to observe, question, explore/experiment, associate, and communicate much better after learning school subjects. At the phase of observing, the students are asked to observe things,

places, natural/social phenomena, or social activities/events/ realities. It can also be done through some other activities such as field trips, video shows and other presentations which will be observed. In questioning, the teacher may give several questions to make sure that the students have seriously conducted the phase of observing. It can be done in various forms such as pair/group discussions. In exploring phase, the teacher may ask the students to create/construct texts which are relevant to what they have observed. They can be allowed to find out any sources of information and linguistic resources to get the assignments finished. In associating, the students can be instructed to relate between linguistic features, rhetorical resources, different things, phenomenon, or social activities observed. The last step is communicating. In this step, the students are instructed to demonstrate the result of the assignment either in individual performance or in a group one.

The learning objects of 2013 ELT curriculum emphasizes more on the natural, social, and cultural phenomena. Hence, the students are expected to gain the competency of attitude, skills, and knowledge better. They will be more creative, innovative and productive so that they will be able to succeed to face various challenges in their era and get such a brighter future. In other words, it can be concluded that 2013 ELT curriculum development is aimed at creating productive, creative, innovative, and passionate Indonesian people by empowering attitude (knowing why), skills (knowing how), and knowledge (knowing what) integratively. Those three domains should be included in the curriculum. The following picture shows the theme of 2013 curriculum development.



Figure 2. The theme of 2013 curriculum development (The minister of education and culture presentation, 2014)

Although it has been considered as solution to prepare the Indonesian students to face the real life problems and ready for the future challenges, it does not mean that such curriculum is flawless. There are still some weaknesses of this curriculum in the real implementation in the classroom settings. Both core and basic competencies stipulated in the 2013 ELT curriculum are merely based on the ideological and political agenda, and they do not seriously reflect the

communicative language competence prepared for students to be competent users of English (Widodo, 2016). The English teacher follows these competencies without any modification. Besides, in helping English teachers do their work, this curriculum has been completed with syllabi and textbooks. As a result, it seems that the policy makers do not consider the position of teachers as a crucial element in developing and designing the syllabi and textbooks. English teachers monotonously implement five learning steps formulated in the syllabi consisting of observing, questioning, exploring/experimenting, associating, and communicating. In term of learning assessment, this curriculum ideally conducts two learning assessment including process and product based assessment, yet it still prioritizes students' cognitive assessment. It is evidenced by the formal assessment prepared for students to measure students' cognitive capability. The gap emergence of this curriculum is that it prioritizes more on the idealized guidelines of such curriculum without considering the roles of English teachers, school administrators, and stakeholders. The 2013 ELT curriculum is not strongly underpinned by the relevant theories of language such as the theory of language teaching and learning in formulating curriculum materials, pedagogy, and assessment.

Based on the problems which emerge on the ELT recent curriculum implementation, this research offers some points which may be able to be considered on ELT curriculum improvement so that the ELT curriculum will be able to be implemented appropriately in the classroom setting.

Theoretically, there are three different approaches dealing with how teachers implement a curriculum in the classroom. Those three approaches include fidelity-curriculum transmission, adaptation-curriculum development, and enactment-curriculum making (Synder, Bolin, & Zumwalt, 1992). Fidelity-curriculum transmission refers to how teachers are provided with all of teaching staffs. It is top-down framework in which the English teachers are completed with syllabi, lesson plan, and textbooks. It is what Indonesian teachers are experiencing at the present. They are merely following all the prescribed curriculum materials and spoon-fed by the whole package of it. Here, the roles of English teachers are only as the curriculum transmitters. Another approach is adaptation-curriculum development. In this respect, English teachers are given autonomy to frame curriculum materials based on their local contexts. The role of English teachers is as curriculum transformers which can unpack and enact the hidden curriculum and include the important concepts, principles, skills, values, and knowledge which have not been articulated in the mandated curriculum. Teachers try to relate the materials with what the students want to study. It refers to what Doely (1992) called as experienced curriculum. The other one is enactment-curriculum making which sees that curriculum is a process of teaching and learning activities between teacher and students. In this sense, the role of teacher is as creators of curriculum knowledge.

Having understood the theory of curriculum development, the policy makers and curriculum developers on a top management level should try to involve and entrust the English teachers as a crucial element in curriculum development. English teachers' involvement may give them opportunities to go beyond what policy makers and central curriculum developers have attempted to formulate the students' learning achievements. If they were given opportunities to pour out their ideas, they would be able to give such a great contribution on the curriculum development as they would carefully unpack and enact the existing curriculum with the relevant curriculum based on their pedagogical context. In addition, the aforementioned theory has enlightened us to the roles of teachers not only are merely being the consumers of curriculum but also the constructors of such curriculum. According to the mentioned theory regarding to the curriculum development English teachers have various roles such as syllabus designer, lesson planners, material developers and many others based on the activities they conduct in the classroom. Therefore, it is crucial for policy makers in the central level to involve teachers in making and developing 2013 ELT curriculum for the sake of education quality in Indonesia.

Teachers' freedom in the classroom setting should be facilitated by policy makers and curriculum developers. Freedom in curriculum designing and practicing should be possessed by English teachers in the classroom. The essence of language curriculum process covers three main aspects including planning, enacting, and evaluating (Graves, 2008), and English teachers should be given changes to design and practicing their curriculum in the classroom. This current curriculum hampers teachers' creativity and innovation due to the fact that the policy of curriculum design has been made ideologically and politically (Dorn, 2008; Schoenfeld & Pearson, 2008). It implies that curriculum reforms are much influenced by ideological or political interest instead of educational interests, and teachers should follow such regulations which they do not feel relevant to their students' needs. It does hinder teachers' creativity in the process of language teaching and learning. Further, teachers' creativity in ELT in the classroom is limited by prescribed five steps learning including observing, questioning, exploring or experimenting, associating, and communicating as it is there in 2013 ELT curriculum. Regarding to the complexity of language teaching practice, it cannot be conducted in such prescribed ways. Language pedagogy process should be seen as something dynamic, negotiated, and situated practice. Again, English teacher should possess the freedom in curriculum design and pedagogical practices. It is high time for language teachers to position their own pedagogical practices on local or situated context (Widodo & Park, 2014).

The other thing which needs to be considered in making and developing ELT curriculum is that the language teacher training and education institutions which will produce the future teachers. They should provide their students with such a comprehensive curriculum consisting

of theories of language policy and planning as well as language curriculum development besides the language skills. It is aimed at preparing the pre-service and in-service teachers can better understand how those theories can be implemented in the language teaching and learning process. According to Shower (2010:182) teacher training and education institutions introduce pre-service and in-service teachers to different approaches to understanding language curriculum and possible strategies for raising their awareness of how language teachers are supposed to approach the curriculum. Therefore, language teacher educators and administrators are expected to improve the quality systems, content, and pedagogy of language teacher training and education.

CONCLUSIONS

This research has discussed the landscape of ELT curricula framed in 21st century education in the Indonesian secondary education context. The hot debates on the changes of ELT curricula were mainly caused by the conflicting interest and needs between the policy makers, teachers, and stakeholders. These conflicting interests and needs emerge due to top-down approach on curriculum design and development, lack of need analysis on the previous ones, and no detail evaluation conducted by the policy makers before implementing the new one. In addition, the shortage of English teachers in catering the global challenges should be covered by serious efforts such as socialization, workshop, and seminar emphasizing on the teachers' awareness and mastery on ELT curricula in the 21st century education. More importantly, there should be a strict policy which obliges the teacher training and education institutions to include instructional technology in the EFL pre service and in-service trainings in that this aspect became the weakest aspect to improve.

Regarding the curriculum development, policy makers needs to review more curriculum development literature before constructing and deciding one of the most appropriate approaches which supports English teachers to be more active and creative in English language teaching in the classroom. In addition, English teachers as the agent of change should be involved in the process curriculum development so that they will not be merely a consumer of provided curriculum, yet the developer and creator of such curriculum. Teachers' freedom should be given to English teacher in classroom settings. They should be dictated by the prescribed teaching steps such as observing, questioning, exploring, associating, and communicating due to the fact that learning English is dynamic process. Last but not least, the language teacher training and education institutions which will produce the future teachers should provide their students with such a comprehensive curriculum consisting of theories of language policy and planning as well as language curriculum development besides the language

skills. It is aimed at preparing the pre-service and in-service teachers can better understand how those theories can be implemented in the language teaching and learning process.

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