

The state of English as Medium of Instruction (EMI) in Higher Education Institutions in Indonesia





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Foreword

The “Kampus Merdeka” – emancipated learning policy, which sets out Indonesia higher education priorities in the coming years – makes explicit our desire to strengthen partnerships with universities, research centres, and industries from around the world. We hope that these international partnerships will contribute toward improving quality and relevance of higher education delivery and will offer Indonesian students a rich learning experience by engaging with their peers internationally. In order for international partnerships to be successful, strong English language competency amongst faculty members and students are essential.

Publication of this research, entitled “The State of English as a Medium of Instruction in Higher Education Institutions in Indonesia”, is a result of ongoing collaboration between The Indonesian Ministry of Education and Culture and the British Council. A team of Indonesian and UK researchers from UNDIP, ITB, UNIKA Atma Jaya Jakarta, and University of Leeds conducted the research. The research team utilised both quantitative and qualitative method, involving close to 300 decision makers and faculty members from over 100 universities around Indonesia.

I welcome this timely publication. There are no quick fixes or easy answers to tackling issues around the use of English as a medium of instruction in higher education institutions. However, as we can see in this report there have been some positive developments and best practice in English medium education in some Indonesia universities that others can learn from. The report also outlines some practical recommendations that all education stakeholders can take going forward.

Indonesian higher education is rooted in its proud tradition. For decades we have been pioneering in making sure that universities play a key role not only in providing high quality teaching but also in conducting research and committing to service benefitting the community. This credo has been enshrined in “Tri Darma Perguruan Tinggi” or Three Dharmas of Higher Education Institutions. We all need to make sure that the use of English as medium of instruction in universities will compliment and strengthen the Three Dharmas.

Jakarta, March 2021

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Foreword

Across East Asia and on a global scale, over the last 20 years Ministries of Education have identified the internationalisation of their tertiary education systems as critical to raising the quality and competitiveness of higher education (HE). They recognise that HE plays a vital role in providing high-level skills as well as driving research and innovation. Internationalisation is no longer regarded as a goal in itself, or as an income generating strategy, but as a means to improving the quality of teaching and learning and employability, to supporting knowledge exchange and tech transfer, and to building greater intercultural understanding and competence.

A direct consequence of this has been the phenomenon of English-medium instruction (EMI) programmes in HE, which have expanded at a rapid pace across the globe. English is becoming universal in many academic disciplines, and internationalisation is being realised via 'Englishisation' of the curriculum within many HE institutions. This switch in medium of instruction means that English has shifted from being taught as a foreign language alongside other disciplinary-focused courses, to becoming an important educational language used for learning and teaching non-language-related academic subjects (e.g. studying engineering content through English; studying business degrees through English).

This research report, entitled 'The State of English as a Medium of Instruction in Higher Education Institutions in Indonesia' highlights that accompanying this rapid growth in EMI implementation, on every level, from key decision makers shaping policy to stakeholders

decision makers shaping policy to stakeholders in the classroom, be they educators or students – there may be benefits, as well as demands and challenges.

A central objective of EMI implementation is to ensure that the quality of teaching and learning is not hindered by the use of English as the medium of instruction for those students for whom it is a second, third or even fourth language. EMI implementation carries risks that might affect students' academic potential if it is not undertaken well.

With this in mind, the British Council over the past 80 years has been committed to supporting the raising of standards of teaching, learning and assessment in English and through English. As HE institutions have varying EMI-related requirements, there is a need for dialogue among EMI practitioners, providers, policy makers, assessment bodies and curriculum developers, and for partnerships and networks to be formed to find solutions to shared challenges within and across borders.

This research report, a result of close collaboration by the Indonesian Ministry of Education and Culture and the British Council, provides fuel for future conversations, offers detailed insights and knowledge to inform debates, and clear recommendations for future research and steps required to improve the quality of EMI programmes in Indonesia.

Jakarta, April 2021

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Abbreviations

ASEAN	Association of Southeast Asian Nations
CEFR	Common European Framework of Reference for Languages
CLIL	Content and language integrated learning
EMI	English-medium instruction
EGAP	English for General Academic Purposes
ESAP	English for Specific Academic Purposes
EU	European Union
HE	Higher Education
HEI	Higher Education Institution
IELTS	International English Language Testing System
ISS	International Standard School
IUP	International Undergraduate Programme
KNB	Kemitraan Negara Berkembang (Developing Country Partnerships)
MOE	Ministry of Education
PG	Postgraduate
RTD	Round Table Discussion
TOEFL	Test of English as a Foreign Language
UG	Undergraduate

Executive Summary



In the last decade, an increasing number of higher education institutions in Indonesia have begun using English as a medium of instruction in their academic programmes.

This appears to have been a largely autonomous ‘bottom-up’ movement, part of an attempt to internationalize their curricula and strengthen their global competitiveness. While this initiative has been broadly supported by government, there is a concern to understand the extent of EMI, find out whether it is being implemented in effective ways and consider how it might be supported to optimize educational achievement. This report was commissioned by the British Council to address these issues.

A mixed-method research strategy was adopted involving:

- An online survey of 24 senior managers at universities which are implementing EMI
- An online survey of 281 lecturers who teach their subject in English
- Case studies of three institutions where EMI programmes are being run, including interviews with staff, focus groups with students and observation of classes
- An interview with the Head of the Badan Pengembangan dan Pembinaan Bahasa (the National Agency for Language Development and Cultivation)
- A Round Table Discussion held at the Ministry of Education with key personnel from top universities implementing EMI

The results confirmed that EMI is spreading fast in the more prestigious higher educational institutions (HEIs), driven partly by a conviction that it is important for maintaining that prestige, as well as a sincere belief in some quarters that it can improve students’ English proficiency without harming their learning of subject knowledge.

EMI is being introduced at both undergraduate and postgraduate levels, across almost all subject areas in Sciences and Humanities, in programmes with international students and also in courses exclusively for Indonesian students. Teaching staff are generally enthusiastic about EMI and we heard about, and witnessed directly, some successful enactments of the strategy. When it works well, it clearly offers a number of benefits for individuals and institutions.

However, we also uncovered evidence of poor practice where educational standards were likely to be severely compromised; such practice is usually the result of students having inadequate English and/or lecturers not knowing how to adapt their teaching for EMI. It appears that EMI is being implemented in many HEIs without any explicit policy statement, any provision of training for staff or students, any systematic checks on quality, and even in some instances without the full knowledge of management.

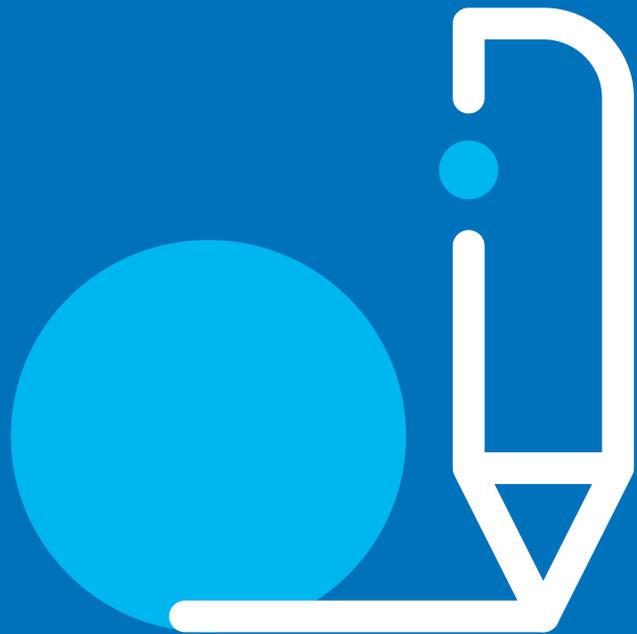
The report recommends that:

- **The Ministry of Education gives consideration to the creation of a quasi-official body with responsibility for monitoring and advising on the implementation of EMI programmes in HEIs.** The new Kampus Merdeka policy introduced by the Ministry of Education may give fresh impetus to the creation of EMI programmes.
- **HEIs should be encouraged to publish their policy on medium of instruction, providing a clear rationale for use of English (or other languages), stating the learning goals explicitly and giving information about how those goals are assessed.** They should also be encouraged and supported to research the impact of their MOI policy.
- **Students entering EMI programmes should have a minimum level of proficiency in English, as certified by a reputable English language test.** The Ministry should support the development of an English language test for Indonesian high schools and HEIs which can be aligned with international standards such as the Common European Framework of Reference.

- **HEIs which want to implement EMI need to re-think their English teaching strategy.** We recommend close collaboration between the university language centres and faculties, with discipline-specific instruction offered to students who are engaged in EMI courses.
- **HEIs must recognize that EMI also requires investment in staff training, specifically in teaching methodology and in appropriate educational technology.**
- There is a danger that EMI could exacerbate socio-economic differences in Indonesian society; **HEIs should counter this by not allowing special entry to EMI programmes on the basis of English skills alone, and by making English skills training widely available for undergraduates.**

01

Introduction



The growth of English-medium instruction (EMI) worldwide has famously been described as an “unstoppable train” (Macaro, 2015) sweeping enthusiastic policy-makers and educators off their feet as they charge towards a truly internationalized future.

At a recent international webinar, a speaker refined the metaphor by suggesting that it was now a ‘bullet train’, travelling at top speed, final destination unknown (British Council, 2020). However, others have used less flattering terms to describe EMI, even characterizing it as a form of linguistic imperialism which threatens the vitality of national and local languages and could blight the educational prospects of millions of young people (Phillipson, 2009).

It is a topic that elicits strong feelings and forceful opinions partly because it is so important for the next generation’s education and partly because it touches on issues of national identity and autonomy. The train has arrived in Indonesia slightly later than in many of its Asian neighbours, for reasons we discuss below, but now that it is here, it needs to be recognized, understood and managed. This research project is part of that initiative.

The research was commissioned by the British Council, with the support of the then Ministry of Higher Education, Research and Technology (RISTEKDIKTI), now part of the Ministry of Education and Culture (Kemendikbud), with the following guiding questions:

- What is the current ambition for EMI in Higher Education Institutions (HEIs) and how is this supported through national policy, local policies and implementation strategies?
- Who and/or what are the driving forces behind the implementation of EMI in Higher Education institutions (HEIs) in Indonesia?
- What are the strategies, approaches and forms of EMI currently being implemented in HE institutions in Indonesia?
- What is working well and what is not working well? What are the key challenges and opportunities?

This report first describes contemporary developments in EMI globally, and more specifically in East Asia, as a backdrop to its implementation in Indonesia; this is followed by a brief review of research evaluating EMI processes and impacts (Section 2). We then describe the methodology adopted in the research (Section 3) and present findings organized by theme in Section 4: the extent of EMI, rationales for its provision, different types of EMI in Indonesian HEIs, stakeholder attitudes, classroom practices, measures taken to improve EMI provision, and evaluations of practice. The final section (5) presents our view of what these findings imply for future EMI policy and practice, bearing in mind the limitations of our data.

02

Background



A widely accepted working definition for EMI is “the use of the English language to teach academic subjects (other than English itself) in countries or jurisdictions where the first language (L1) of the majority of the population is not English” (Macaro, 2018, p. 19).

This definition is broad enough to cover many different types of EMI provision; notably, it may include situations where some English is used, alongside the students’ L1 in what may be termed ‘bilingual’ classes, and it incorporates Content and Language Integrated Learning (CLIL) (Ball, Kelly & Clegg, 2015), which is generally used to describe courses at primary or secondary level where improvement in pupils’ language skills is at least as important as gaining subject knowledge. To be clear, this research is focussed on EMI at tertiary level, where learning objectives are concerned mainly with academic subject knowledge.

2.1 EMI in the East Asia region

Dearden’s (2015) well-cited survey of 60 countries worldwide found that, despite concerns about educational benefits and social inclusivity, there was “a general trend towards rapid expansion of EMI” (p. 2) and an expectation that it would continue to grow.

The switch from mother tongue-medium HE courses to English-medium has happened most extensively in Europe. Broggin and Costa (2017), for example, report that almost all postgraduate programmes in Scandinavia are now taught in English; Wächter and Maiworm (2014) report a 1,000% rise in EMI courses across Europe between 2007 and 2014, mainly to cater for increased numbers of international students, though they also point out that only 1.3% of all enrolled students are actually studying exclusively in English and only a quarter of all HE institutions offer EMI courses (usually the larger and more prestigious institutions). It is also important to note that the expansion of EMI in Europe is building on relatively strong foundations in terms of secondary school English language proficiency – in Germany for instance, universities require undergraduates to enter with at least an upper intermediate level of English (B2 on the CEFR scale, Council of Europe, 2020).

A similar trend towards EMI in East Asia is now well documented.

In **Japan**, successive policy initiatives over the past 20 years aimed at internationalizing HE have encouraged HEIs to introduce EMI programmes (Rose & McKinley, 2018). The latest – the ‘Top Global University Project’ – has seen significant investment in 37 elite universities, aimed at raising their position in global league tables while also making them more outward-facing; EMI is no longer provided exclusively for international students but viewed as a way of improving the English skills and international posture of domestic students.

A vigorous pursuit of internationalization in **Korean** HE since the early 2000s has similarly led to the rapid introduction of EMI programmes, especially in Science and Technology; according to Kim and Yoon (2018) “the share of EMI classes at Korean universities has increased from between 3% and 4% in 2006 to between 25% and 30% in 2014” (p. 183), though in the absence of official data, we must treat such claims with caution. We must also keep in mind our broad definition of EMI, which include classes where English is used bilingually with the mother tongue.

A recent report on EMI in **Chinese** HEI (Rose, McKinley, Xu & Zhou, 2020) shows that top universities are still increasing the amount of EMI provision, and that at least in policy terms (though not necessarily in actual classroom use) the ‘bilingual model’ where Chinese and English are deliberately mixed is becoming less popular and a more explicitly ‘English-only’ model more common. Four distinct types of provision are identified: EMI courses for international students where English is used out of necessity (assuming international students do not learn Mandarin to a sufficiently high level), EMI courses for home students where language learning objectives are more prominent, EMI elective courses for mixed groups of international and home students (where nevertheless some Chinese might be used), and EMI in English language/literature subject classes for home students. Over the past two decades institutional support for EMI provision has become more sophisticated, with many HEIs elaborating their own policy guidelines on medium of instruction (MOI), providing staff with incentives and training for teaching through English, and ensuring that they have adequate English proficiency to teach, though Rose et al. (2019) note that similar English proficiency standards are not usually applied to students on the courses.

Among Indonesia's immediate neighbours in South East Asia, a division is apparent between those countries with a colonial history of Anglophone education – such as Malaysia, the Philippines and Myanmar – and those without such a legacy, such as Thailand and Vietnam. In the former, the political struggle to establish Malay, Filipino (Tagalog) and Burmese as the respective national languages has in the past conflicted with the urban middle/upper classes' ambitions to maintain their competitive advantage in English proficiency, leading to vigorous public debate.

The **Malaysian** government's policy of teaching school-level Maths and Science in English was reversed when research demonstrated that it was harming pupils' subject knowledge (Gill & Shaari, 2019), but in HE English is now much more widely employed as MOI in public universities, spurred on by the enthusiastic adoption of EMI programmes in the large private HE sector (Ali, 2013).

In the **Philippines**, English has since 1974 been the official medium of instruction in high schools and HE for Science, Maths and English programmes, while Filipino is used in all other subjects (Garcia, 2017); however, a revised policy directive, issued in 1987 after years of campaigning by linguists and educators, allowed regional languages to be used at the discretion of

local schools, “a recognition and legitimation of the on-going practice of using different media of instruction in class, including the use of the home language for explaining content taught in Filipino and in English” (Gonzalez 1998, p. 508, cited in Young & Igcálinos, 2019). In Myanmar, universities are permitted to use either Burmese or English, and there has been a strong trend in recent years away from Burmese towards English; but as McCormick (2019) explains, there has long been a distinction between “teaching” and “explaining” in Burmese education, and this likely continues in many lecture halls where the textbook is “taught” (i.e. read aloud) in English and then it is “explained” in Burmese.

Meanwhile, the less Anglophone countries of Thailand and Vietnam have tended to be more cautious in adopting EMI. ‘International programmes’ (so named, though they do not necessarily include international students) using English at **Thai** universities have grown significantly in number in the past two decades, especially at the more prestigious institutions, though they remain a relatively small proportion of overall HE provision (Hengsadekul, Koul & Kaewkuekool, 2014).

In **Vietnam** the government has mandated the use of English in many top universities as part of a drive to raise national standards and internationalize the curricula, while several individual HEIs have exploited new freedoms to create collaborative programmes with overseas HEIs. Nguyen, Walkinshaw and Pham (2017) report that this move towards EMI “has been beset with issues of conceptualization at the policy level, and implementation at the institutional and classroom levels” (p. 38), but there are also reports of more successful implementation where institutional support for staff and students is put in place (Duong & Chua, 2016).

In all these Asian countries, many of the same interconnected factors are reported to be driving the trend towards EMI:

- The ever-increasing dominance of English in academic publishing, which means contemporary learning resources for students are in English, and opportunities for staff career development often require competence in the language
 - A desire to internationalize HEI, both for its own sake to facilitate regional/global collaborations and to push institutions upwards in domestic and global leagues tables – the number of international students being an indicator of HEI internationalization (QS Intelligence Unit, 2019)
 - To provide for increased numbers of fee-paying international students
 - A concern with the English language standards of university graduates as they enter an increasingly competitive global labour market
- Sometimes these drivers operate ‘vertically’, Macaro (2018) points out, as where HEIs have to respond to top-down government policy changes; at other times they operate ‘horizontally’ as where rival institutions (often in the private sector) introduce internationalization strategies to compete with other HEIs. There are also clear cases where the driver is ‘bottom-up’, as where staff express the wish to teach in English, alumni or parents recommend it, or potential students say they want to learn in English.

2.2 Past and current policy on MOI in Indonesia

In 19th century Indonesia, education was largely restricted to the children of the Dutch colonizers, other foreigners and the local aristocracy, and the MOI was Dutch. The few elementary schools permitted to open to teach literacy and other vernacular subjects to indigenous children used Bahasa Melayu. The official government-funded public education system continued to use Dutch as medium of instruction right up to the second world war, including in the few local HE institutions (like Bandung Institute of Technology) that were founded. However, an independent system of 'wild schools' expanded during the early 20th century (in the face of opposition from the colonial masters) and these used Bahasa Melayu, Javanese or other local languages as MOI. When the Japanese invaded in 1942, all schools that remained open were forced to use Japanese as MOI (Van der Veur, 1969).

There were two notable exceptions to the above, however. Ever since the first Muslim traders had settled in coastal towns, madrasah had taught Arabic to local children and in the 19th century these expanded in number and began to use Arabic to teach other subjects

like mathematics and science. At the start of the 20th century the Chinese organization Tiong Hoa Hwee Koan (THHK) established a number of Mandarin-medium schools to cater for the growing number of migrants from that country, which continued to exist until Independence.

After independence, Bahasa Indonesia as the national language was used as official MOI while the multitude of regional languages were largely marginalized and taught only as a school subjects, though as Walker, Liyanage, Madya and Hidayati (2019) point out, it is highly likely that local teachers did and do use vernacular languages given that the majority of children are still starting education in a language which is not their mother tongue. All children studied a foreign language as a school subject too, usually English though German and Arabic could also be found. From the 1960s, English began to be used as an MOI in a handful of international schools, but these were exclusively for the children of expatriates (Coleman, 2011).

In the 1990s, as a result of economic crisis, there was a big drop in the number of Indonesian students studying abroad and to cater for this new demand some expensive private schools were established, where English was used as MOI. Facing globalization, the Indonesian government became aware of the substantial need for educated Indonesian citizens to be able to communicate well in international settings. In 2003 Law No 20 of the National Education System (Republik Indonesia, 2003) relaxed the restrictions on international schools and in fact required that provincial governments should establish at least one ‘international standard school’ (ISS) at each educational level (i.e. primary, junior secondary, senior secondary and senior vocational).

The policy was initially taken up with enthusiasm by ambitious educators in the regions to create elite state schools. The ISS programme (sometimes also referred to as RSBI programme) stipulated that certain subjects should be taught in English and the selected schools received considerable government investment for teacher training, learning resources and technology, while parents were also expected to contribute through supplementary fees. Schools also began implementing various forms of selection.

However by 2011 it was becoming clear that many of the policy objectives were not being met, both in terms of language and subject learning (Hadisantosa, 2010; Coleman, 2011) and it was the subject of resistance on ideological grounds; as Walker et al. (2019, p. 217) state, “the objection was not only to the fee-paying elitism of ISSs, but to the institutionalization of a two-tier public education system that was seen as threatening the development of regular schools and other educational initiatives”.

Governmental and indeed popular recognition of the economic importance of English language skills has not diminished, however. Since the ending of the ISS programme the private ‘international school’ sector has flourished, almost all using English as MOI, and attention has shifted to developing EMI programmes in Higher Education. In 2015, the Ministry of Research, Technology and Higher Education (RISTEKDIKTI) announced that it was preparing a bilingual curriculum that would use both Bahasa Indonesia and English in universities nationwide (The Jakarta Post, 2015). Although no specific bilingual curriculum emerged, many HEIs took the Minister’s words as encouragement to develop (or continue developing) their own EMI programmes.

2.3 Evaluative research

The global internationalization agenda in HE, of which EMI is often a part (see section 2.1 above), is without doubt bringing with it many opportunities to improve standards: exchange of students and staff is broadening horizons and raising ambitions; collaborative programmes are introducing innovative curricula and assessment practices; many teaching staff are being encouraged to review their methodology and materials; following Bologna in Europe, progress is being made towards harmonizing academic systems across the globe; in and across subject disciplines, international research collaborations are leading to important discoveries (Hudzik, 2014).

However, recent overviews of EMI itself, reflecting on the accumulating research evidence, have sounded warnings about its efficacy and impact. Kirkpatrick (2017), for example, reviewing EMI in the Asia region, concludes that “in most cases, the move to implement EMI has been undertaken without adequate planning and without adequate preparation for teachers and students” (p. 21).

This echoes the findings of an earlier survey (Hamid, Nguyen & Baldauf, 2013) which suggested that “at the macro-policy level, there seems to be a simplistic understanding of MOI as a cheap solution to complex language problems” (p. 1), while at the micro-level of the classroom students and teachers often struggle to make sense of the policies even when they have been formulated specifically for their own institution.

In the most authoritative work on EMI to date, Macaro (2018) usefully summarizes research findings on stakeholder attitudes and motivations, on classroom interaction and language use, on the new roles that teachers must adopt when working in English and the new strategies that learners must devise to flourish in English-medium programmes. Thanks to this research, he argues, we are now in a much better position to design, introduce and support EMI programmes, if they are desired. We will be referring to some of this literature when reporting the results of this project.

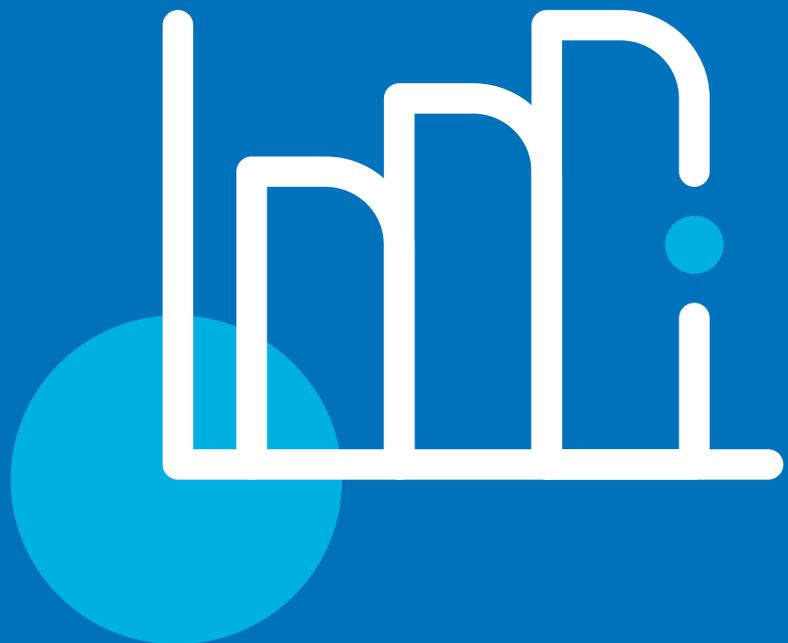
Nevertheless, Macaro laments the fact that we still lack hard evidence of EMI's impact on student learning. In particular, we do not know:

- whether the costs of introducing EMI – particularly in terms of potential harm to student subject learning – are exceeded by benefits in terms of enhanced language competence.
- whether there are other hidden costs, such as increasing social inequality within education systems as students of lower socio-economic status (SES) are unable to access EMI programmes, and are therefore barred from advancement within their subject area.
- whether in the long-term EMI may threaten national language and culture, for instance by causing domain loss where the national language becomes incapable of expressing complex ideas in certain disciplines.
- what types or levels of English competence secondary school graduates need in order to transition successfully to EMI degree programmes.

Though we could not address these important questions directly, we return to them in our final section as we contemplate how EMI in Indonesian HE can be most effectively managed and monitored.

03

Research methodology – design, instruments, sampling



In view of the guiding questions
(see Section 1 above)

we adopted a mixed methods research design, seeking quantitative data to identify broad trends in EMI in Indonesia and qualitative data to allow for deeper investigation of EMI as it was implemented in particular contexts.

We believed it was important to adopt an ecological approach in the research, that is, putting an emphasis on interpreting policies, activities and words with close reference to local conditions; Indonesia is unique, as are its various regions, so what is true for one context may not be true for another.

We also from the outset took a neutral stance on the desirability of EMI. From prior reading (see previous section) we are well aware of the often considerable challenges and risks involved in implementing EMI, but at the same time recognise that there are strong internal and external forces driving institutions towards adopting the practice in their curricula; where the decision is taken to implement it, it is therefore important to discover optimal ways of doing that.

The main strategies for data generation are described below:

A. Online questionnaire for institutional managers

Instrument

The survey was written in Bahasa Indonesia and was designed to be completed by senior managers at Indonesian HEIs, ideally the Vice Rector for Academic and Student Affairs who would have an overview of EMI provision (if any) and an understanding of its rationale. Respondents were asked to give the name of their institution so it could be categorized, but anonymity was guaranteed so none are named in this report.

Information was sought on:

- Number of international students and staff
- Institutional policy and knowledge of national policy on MOI
- Existence of EMI programmes in the past, now, or planned in the future
- Rationales for EMI
- Knowledge of government policy on internationalization of HE
- Criteria for students and staff to participate in EMI courses
- Any training provided for staff to teach EMI
- Evaluations of the success of EMI so far
- The main challenges in implementing EMI
- Plans for the future and their rationales
- How the government could best support the implementation of EMI
- Other foreign languages used as MOI, including Indonesian for international students

Sampling

A purposive sampling strategy was developed in consultation with the Ministry. Using governmental criteria, we targeted institutions based on their geography (all main regions of Indonesia were included (Jabodetabek, Java, Sumatra, Bali, Indonesia Tengah, Indonesia Timur) but with a preponderance in Java; ownership (state vs private); religious affiliation (secular vs religious);

disciplinary orientation (academic vs vocational); quality (Cluster 1/2/3/4),¹ with an emphasis on those in Cluster 1 and 2. In total, letters containing the link to the online survey were sent from the Ministry to a total of 110 institutions, categorized as per Table 1.

A breakdown by geographical area can be seen in Appendix 1.

Type of institution	<i>Negeri</i>	<i>Swasta</i>	Total
Universities and institutes	38 (11)	11 (3)	49 (14)
Faith-based institutions	10 (2)	19 (5)	29 (7)
Polytechnics	27 (3)	5 (0)	32 (3)
TOTALS	75 (16) = 21%	35 (8) = 23%	110 (24) = 22%

Table 1 – Summary of institution types (with number of responses in brackets)

Responses

24 responses were received from university managers, representing 22% of those sampled. As the table shows, these were broadly representative of the sample. 19 of the institutions are situated in Java, 3 in Sumatra, 1 in Sulawesi and 1 in Bali. Almost all are Cluster 1 or 2

¹These are Ministry designations based partly on its own criteria and partly on HEI positions in international rankings. A lower number indicates superior quality; there are only 14 state HEIs in Cluster 1.

B. Online questionnaire for lecturers engaged in EMI

Instrument

This survey was intended to be completed by lecturers who were either currently engaged in teaching EMI or who had done so in the past 10 years. The design drew on previous questionnaires used in EMI research, notably Dearden (2015) and Borg (2016).

There was a mixture of closed and open items, all in Bahasa Indonesia, eliciting the following information:

- Lecturer's subject area and other background data (e.g. gender, experience, HEI, self-assessed English proficiency)
- Details on their actual EMI teaching (e.g. intensity, level)
- Their views on the efficacy of EMI
- Their EMI teaching methods
- Challenges faced while teaching EMI, and views on how they could be supported
- Future aspirations regarding EMI

Responses to open items were analysed and coded in the original Bahasa Indonesia (extracts quoted in this report are all translations).

Sampling

See above. Senior managers were asked to pass on the link to the lecturers' survey to their staff who teach EMI. The research team also used their personal contacts at various institutions to spread word about the survey. A total of 287 responses were received of which 281 were valid. The lecturers came from 41 different HEIs, representing a broad cross-section of the HEI types listed above.

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C. Case studies of 3 HE institutions, with class observations, lecturer interviews and student focus groups

To explore the realities of EMI implementation in particular contexts, case studies were made of three institutions: a private faith-affiliated institution in Jakarta, a state university in Java, and a consortium of state and private universities offering EMI at doctoral level, also in Java. Each institution was visited over 2-3 days by a member of the research team. Interviews were carried out with at least one senior manager, with several lecturers involved in EMI, with a focus group of students, and also with some students not involved in EMI. The lecturer interview schedule is included in Appendix B. At least one EMI class was observed in each institution, with notes taken using the observation tool in Appendix B.

D. Other data

The results are also informed by interviews carried out with other key personnel, notably the Director General for Curriculum at the start of the project, and the Head of the National Centre for Language Development and Training (recently renamed National Agency for Language Development and Cultivation). In addition, notes were taken on discussions at a Round Table Discussion (RTD) in Jakarta where the research team reported their interim findings to Ministry of Education officials and senior representatives from high status universities. Finally, some documentary analysis was carried out of national laws deemed by HEIs to be relevant to MOI. Unlike other recent EMI research projects in the region (e.g. Rose et al., 2019, in China, and Rose & McKinley, 2017, in Japan) there was no systematic attempt to examine institutional policy on EMI because we suspected that in many cases no policy had yet been articulated; this proved to be an accurate assumption.

04

Results



In this section of the report we present the results of the research by theme, drawing on all the data sources.

4.1 Extent of EMI

Because we were reliant on voluntary responses to our surveys, we cannot make any categorical statements about how common EMI is. Of the 24 universities which responded to the Manager's survey, 13 stated that EMI programmes were already in place while 11 said that they would be implemented in the future. Yet lecturers at four of those 11 universities claimed in the lecturer survey to be already teaching EMI – suggesting that the university manager may not have been aware of which language was being used as MOI (or that they had misinterpreted the survey question).

Within those HEIs where EMI was definitely happening, there were considerable differences in scale. The curriculum at a private university in Jakarta is entirely English-medium. One large prestigious state university claimed to have over 750 Indonesian students enrolled in EMI dual degree programmes across the curriculum, and several hundred more students in the Faculty of Economics and Business were required to enrol in at least 12 credits worth of EMI courses during their degree programme.

Another elite institution stated that they have over 650 home students enrolled in international programmes in various technical subjects and in Management. At other institutions, EMI is being implemented on a much smaller scale. For example, at a state university in Sumatra, only the BA Management programme operates EMI, and only in some of its courses.

17 of the 24 responding managers said that their HEI had plans for expanding the EMI offer in future.

- One large private HEI in Jakarta plans for half its UG programmes to be in English, and all its PG programmes.
- A state education institute reported plans for EMI programmes related to Arts and Culture, Tourism and primary Science teachers.
- At an Islamic university in east Java, the subjects targeted are International Relations and Sharia Economics.

It remains to be seen what effect the new *Kampus Merdeka* policy will have on institutions' future MOI policy (see section 5).

Responses to the lecturers' survey show that almost every conceivable subject area in the HE curriculum is being taught in English somewhere.

This great diversity may be related to the fact that at some institutions the decision regarding which subjects are EMI may be based on which staff are competent to teach in English, rather than on any explicit policy regarding language in the curriculum. Business and Management is the most commonly cited field of study for EMI, though it still makes up less than 10% of the whole. Market demand may also be affecting the choice. At one of our case study HEIs, Science departments were struggling to recruit sufficient students onto their EMI programmes (which also had a high drop-out rate), while the Department of Economics had so many applicants that they were able to raise entrance standards this year.

Some indication of the levels of internationalization in Indonesian HE comes from numbers of foreign staff and students – see Figures 1 & 2 below. It is worth noting that not all these foreign students are studying in English. No less than 12 HEIs report that they have international students who are studying their subjects through the medium of Bahasa Indonesia (see Textbox 1).

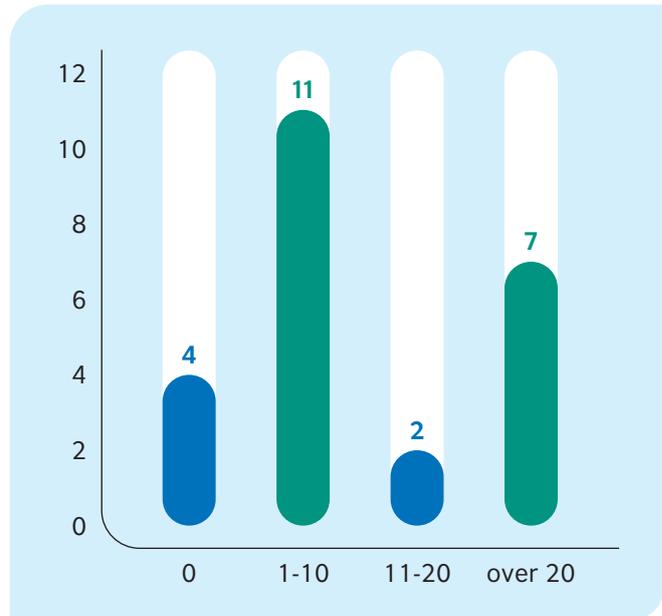


Figure 1 – Number of foreign staff at responding HEIs (n = 24)

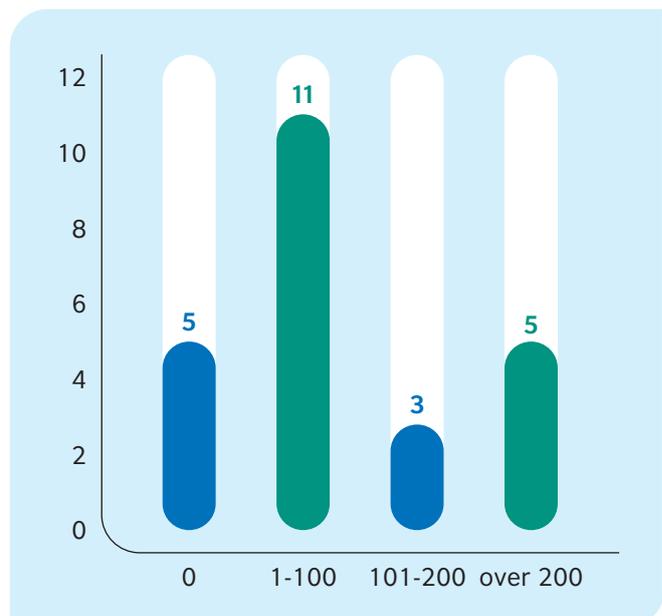


Figure 2 – Number of foreign students at responding HEIs (n = 24)

Textbox 1 – International students studying through the medium of Bahasa Indonesia

The overall objective of the Indonesian government's KNB programme (Kemitraan Negara Berkembang, Developing Country Partnerships) is to equip students from developing countries with the understanding and competence which they need to respond effectively to global social and economic pressures. It is expected that they will be able to play significant roles when they return to their home countries.

The specific aims of the KNB programme are:

- To contribute to human resource development in developing countries
- To deepen cultural understanding between developing countries
- To strengthen links and cooperation between developing countries

The KNB scholarships are fully funded and they enable participants to experience life in one of the world's most culturally diverse nations while studying for a degree in one of Indonesia's top 16 universities. Between 2009 and 2017, the government of Indonesia awarded scholarships to 992 students from 71 countries in different parts of the developing world.

When KNB scholarship holders first arrive at a participating university in Indonesia they take part in a BIPA (Bahasa Indonesia for Speakers of Other Languages) programme, an intensive pre-sessional course lasting for one year. Thereafter, they join one of the regular three-year undergraduate courses where the medium of instruction is Bahasa Indonesia.

During one of our case studies, an informal discussion (in Bahasa Indonesia) took place with KNB scholarship students from Rwanda and Tanzania. The students confirmed that during the 2018-2019 academic year they had participated in the Indonesian language pre-sessional programme, then in 2019 they entered the regular undergraduate programme, together with Indonesian students, where all the teaching is done in Bahasa Indonesia.

At the time of the discussion, the students were coming to the end of their first semester on the undergraduate programme. They were already fluent in conversational Bahasa Indonesia, although they admitted that sometimes they had difficulty understanding lectures. However, the students reported that the lecturers themselves and their fellow students were very helpful.

The interviewed students were extremely enthusiastic about the KNB programme, saying that their perspectives and understanding of the world had been broadened. They were acquiring a new language, learning about other cultures and mixing with people of a different culture. They were also learning how to explain their own cultures to people who are completely unfamiliar with Rwanda and Tanzania. This is a genuinely international undergraduate programme.

4.2 HEI policy and motives

4.2.1 HEI Policies on MOI

As noted in Section 3 above, we did not find any policy documents from institutions (at one case study university we heard of a Rectoral decree about MOI but no one was able to produce it). However, one survey item asked managers whether their HEI did have a policy on MOI – 20 said ‘yes’, 3 said ‘no’ and 1 said ‘not sure’ – and if so, what it was.

Several managers stated that the official language of the campus was Bahasa Indonesia, as prescribed for example in university statutes and by law. This did not seem to prohibit the use of foreign languages in international programmes though. In such programmes, there was sometimes a rule that English had to be used at all times; a Vice-Rector at a private university in central Java wrote that English had to be used not only in class but also outside, for instance in discussions and private consultations between staff and students, the implication being that international programme applicants were paying for an ‘English-only’ environment. Other managers admitted however that such are some lecturers who mix English and Indonesian” (*ada beberapa dosen yang masih me MIX bahasa inggris dengan Indonesia*) (see section 4.5 below).

There seems to be little consistency in regulations concerning entry to EMI programmes, either as staff or student.

Only 7 HEIs reported on English proficiency requirements for students, and only 2 of these mentioned specific scores (IELTS 6.5, IELTS 6.0).

Managers were even more vague about qualifications of lecturers to teach EMI – 7 mentioned that lecturers had to have studied abroad themselves, and 6 said they had to demonstrate some proficiency in English (the same HEI which specified that students should have IELTS 6.0 said that lecturers had to be at least 6.5). Figure 3 presents the actual range of English proficiencies self-reported by the lecturers in the survey; alarmingly it shows that a quarter of them have less competence in English than students are required to have to enter HE in English-speaking universities.

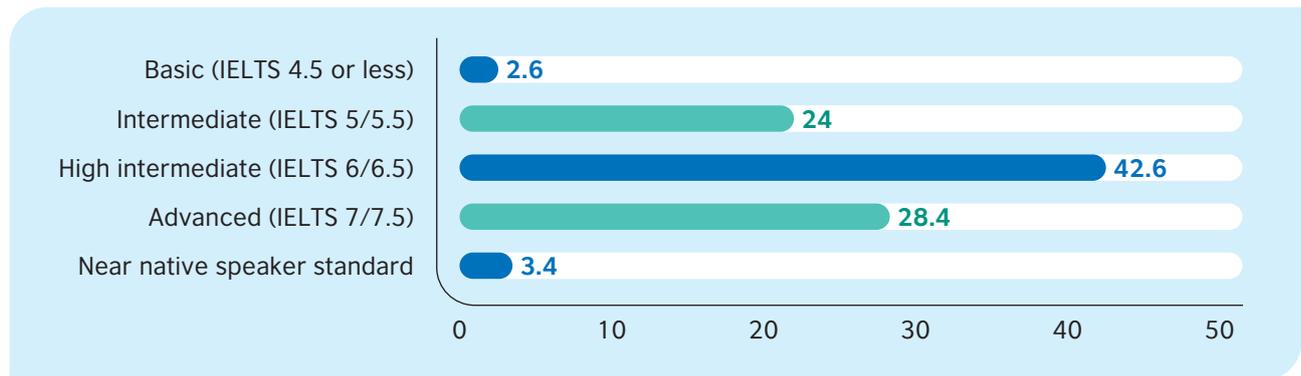


Figure 3 – EMI Lecturers' proficiency in English (%)

Only at the 'English-only' HEI in Jakarta was there any check on teachers' pedagogic skills – all applicants there had to do peer teaching in English as part of the selection process. It could be that in many HEI Vice Rectors are not aware of these details. In fact, there is some evidence that decisions about MOI are being made at faculty level; at one case study HEI, a Dean established an EMI programme in his own faculty and since then several other faculties have followed his example, though not all departments within a faculty necessarily decide to adopt EMI.

Another survey item asked managers whether they were aware of national policy on MOI in education. Nine out of 24 said 'no', and those who said 'yes' cited several different laws, the most frequently mentioned being Section 12, paragraph 37 of Law No.12 of 2012 on Higher Education. This states firstly that Bahasa Indonesia is the formal medium of instruction in higher education,

secondly that regional languages can be used for the study of local language and literature, and thirdly that "foreign languages can be used as a medium of instruction" (see section 4.8).

4.2.2 HEI motives for EMI

As noted above, 17 of the 24 managers said that their HEI was planning to expand EMI provision in the future; Figure 4 shows the different motives cited for this expansion. **All view EMI as enhancing the employability of their students, and improving their HEI's international status, and all but one believes EMI will improve the general level of English among students.** A range of other motives are also provided, suggesting that the drivers for EMI in Indonesia are broadly similar to those mentioned in other regional reports (e.g. Galloway, Kruirow & Numajiri, 2017; Rose et al., 2020).

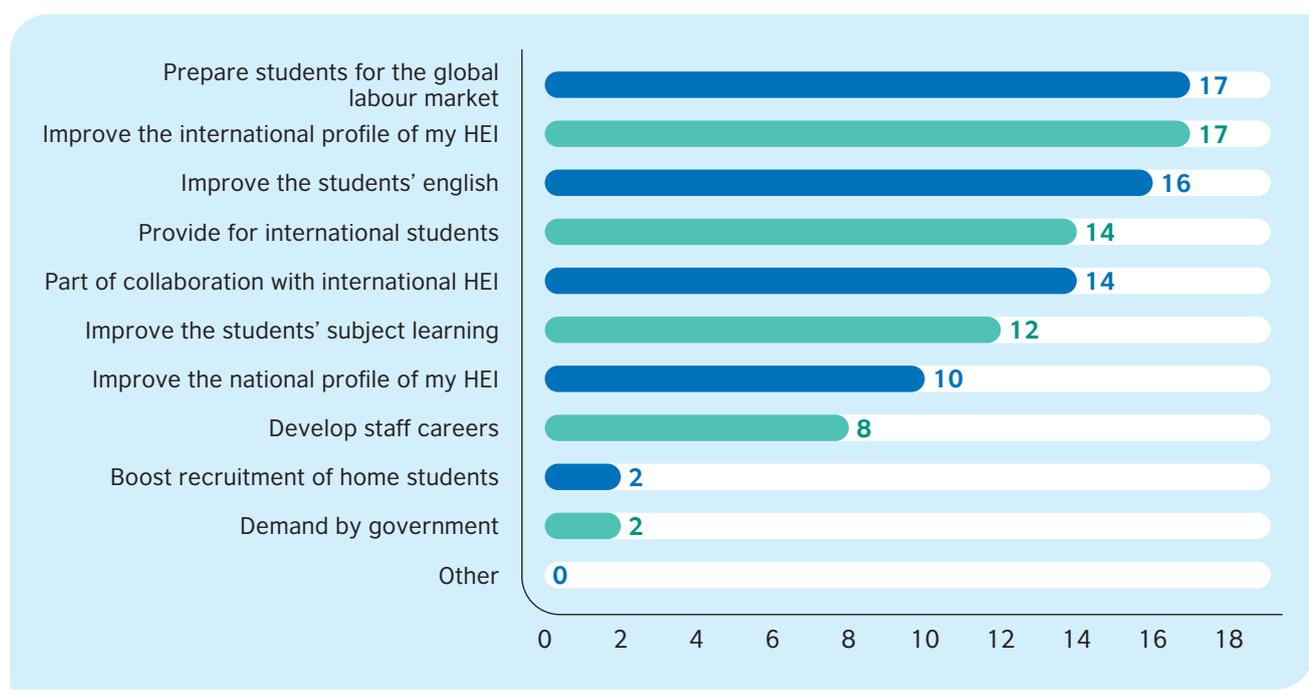


Figure 4 – HEI managers' reasons for expanding EMI (n = 24)

Interestingly they also align almost exactly with the views of lecturers. **80% of lecturers sampled said they believed their HEI should offer more EMI in the future** (18.2% said 'maybe' and 2% said 'no') and their priorities match those of the managers.

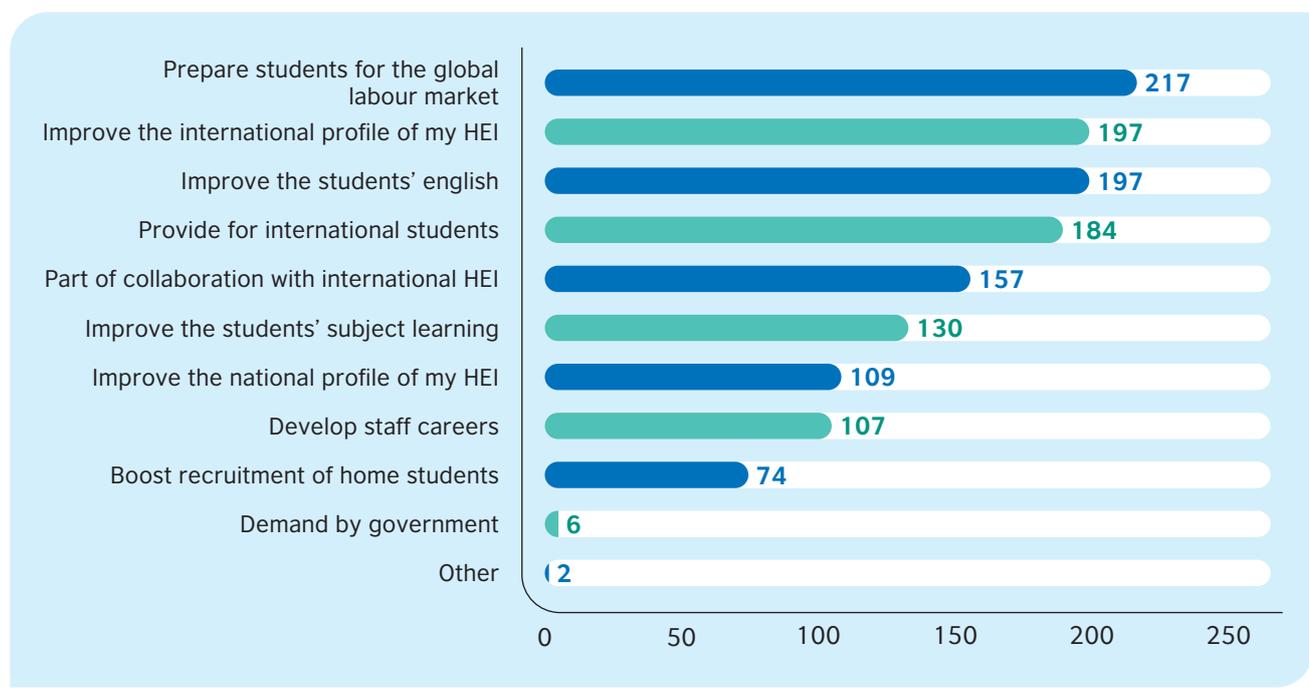


Figure 5 – Lecturers' reasons for why their HEI should expand EMI (n = 275)

The perception that EMI improves the employability of Indonesian graduates is of course closely linked to the third reason, that EMI improves their English.

We return to this link in Section 4.4 below. It is expressed succinctly by a manager at one private metropolitan university: “English is needed so that our graduates can get jobs at global or top national companies. This is part of our university’s strategic objective, to maximize our graduates’ employability” (*Bahasa Inggris diperlukan agar lulusan kami mendapatkan pekerjaan pada perusahaan global atau top nasional. Hal ini sesuai dengan strategic objective dari universitas kami yang menekankan employability para lulusan kami*).

The second motive – improving the international profile of the institution – can probably be related to international league tables such as QS World University Rankings which are increasingly used by governments in Asia and worldwide to rank institutions internally, and to make funding decisions.

One representative at the RTD complained that QS was becoming an ‘obsession’ at his institution (a large state university in Java), fuelled by Ministry targets for the number of World Class Universities (WCUs) in the country – usually defined as being within the top 500. Of course none of the six key indicators for compiling the QS rankings are explicitly about medium of instruction, but ‘academic reputation’ (40%) and ‘citations per faculty’ (20%) do imply strong international visibility, which indirectly invokes the need for English as a lingua franca to collaborate and publish internationally. As one Vice-Rector wrote, “English is needed so we can take an active part in international academic debate” (*Untuk dapat terlibat aktif di dalam percakapan akademik secara internasional, bahasa Inggris masih tetap diperlukan*). The other (less important) indicators - international staff and student ratios – more directly invoke EMI, as it is expected that most international students coming to Indonesia will study in English (British Council, 2019). It should be remembered though that international students can study in Bahasa Indonesia in certain circumstances (see Textbox 1 above).

Results from the case studies, which included interviews with senior management, broadly corroborates these findings. For example, at a state university in central Java these motives were given for the introduction of an EMI international programme in the Department of Chemistry:

- to satisfy the “ambition” of the senior management of the university
- “to connect with the world”
- to strengthen the application which the Department is making for accreditation to the Royal Society of Chemistry in the UK
- to provide an opportunity for lecturers to ‘upgrade’ their English
- to satisfy parents’ expectations
- so that students can “compete”
- to provide students with a “broader perspective” on the subject because they have to use textbooks written in English

4.2.3 Other languages used as MOI

Of the 24 responding HEI managers, four reported that other languages were used as MOI on their campus. However, two of these were references to foreign languages like Japanese, Mandarin, Russian and various European languages being taught on language study programmes. The other two HEIs stated that Arabic was used as MOI, without giving further details; one was an Islamic university in East Java, the other was the Central Java university consortium which was the site of one of our case studies

4.3 Types of EMI provision

There are distinct rationales for using English as a medium of instruction in Indonesian HE, and there appear to be distinct educational contexts in which it is used. At least 5 different types are identified in our data:

EMI on international (dual degree) programmes

These are collaborations with overseas universities where the first two years of the degree are taught in Indonesia, and the 3rd and 4th overseas, with graduates gaining two degree certificates. Usually the agreement stipulates that the whole programme is in English, and entry criteria for students – at least to join the overseas institution in Year 3 – includes competence in English certified by TOEFL or IELTS (usually 6.0 or 6.5 depending on subject). The agreement may also require that the Indonesian programme has received international accreditation from a relevant board. These programmes usually bring with them a higher level of prestige, and a higher price tag.

EMI on international (single degree) programmes

Sometimes called IUPs (international undergraduate programmes), these are offered at many HEIs as a distinct academic pathway for home undergraduate students. In some cases this may be the pathway chosen by students on dual degree programmes (see above) who cannot afford to take up the offer of study at the overseas institution, or who may just do a short (e.g. six month) period of study abroad. In other cases it appears that they are being offered – at enhanced fees – to students who have not been successful in gaining entrance to the regular (Indonesian-medium) programmes. At one institution we visited, these EMI courses were gaining a reputation among staff and other students for poor academic performance.

EMI on regular programmes

In some faculties in some higher status HEIs, home students are required to take a certain number of credits (e.g. 12) in English in order to obtain their degree. In these cases all the students in class might be Indonesian. At some HEIs, these may be more like ‘bilingual’ classes than full immersion, with certain activities done in English and others in Bahasa Indonesia (see Section 4.5 below). In other situations, local staff are required to teach in English because international students have chosen their module as an elective during their year abroad – for example, the SHARE Credit Transfer and Scholarship Programme, organised jointly by ASEAN and the EU, enables undergraduate students from participating universities to study for a certain number of credits in overseas universities; whatever their background, English is the MOI.

EMI for international exchange students

These are courses provided specifically, or mainly, for overseas students, in subjects related to Indonesian cultural heritage. Sometimes Indonesian students are also invited to take part in these courses.

Postgraduate EMI programmes

Some higher status HEIs are now offering postgraduate programmes in English. For example a consortium of state and private HEIs in central Java offer a PhD programme in Religious Studies that has a mix of nationalities and is taught throughout in English, by scholars who have all graduated from overseas institutions. Overseas sandwich courses are offered as optional components of the programme.

As can be seen, EMI is being implemented at all levels of the HE system – nearly 90% of respondents to the lecturer survey were mainly teaching EMI at UG (S1) levels, while some were also teaching at Master’s (S2) and research degree levels (S3); 10 lecturers reported teaching EMI on non-degree (non-gelar) courses.

4.4 EMI Lecturer and Student attitudes

In this section we present evidence of how people currently involved in EMI feel about it. Clearly it would be useful to know the views of those not involved in EMI – who still make up the vast majority of HEI staff and students – but apart from some incidental data (see below), this was beyond the remit of our study.

4.4.1 Lecturers

Lecturers had a remarkably positive attitude towards EMI, both those who are or have taught EMI (n=226) and those who plan to teach EMI soon (n=55). Figure 6 shows that almost every one of them believed that EMI improved students' English, and 93% thought it was also good for their subject learning too. A remarkable 88% of current EMI lecturers (n=235) feel either 'very confident' or 'confident' about their EMI work.

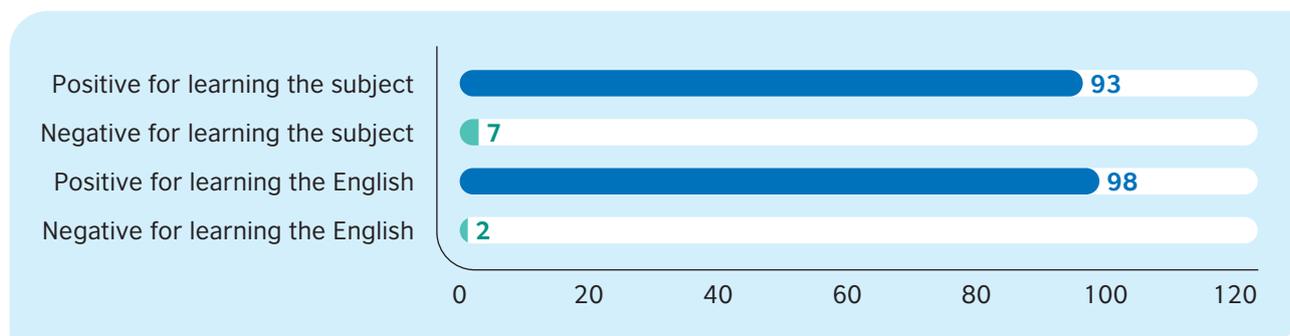


Figure 6 – Lecturers' views on the effect of EMI on student learning (%) (n=235)

As we have seen (section 4.2.2) lecturers share their managers' optimism regarding the expansion of EMI programmes in the future. When asked whether they themselves would like to teach more EMI in the future, 86% of them replied 'yes', and another 11% said 'maybe' (n=281).

Their reasons were multifarious – see Table 2 below – and many relate to a belief that it is good for their institution and their students, but it is also noticeable that they believe EMI is good for their own career development too, not least in improving their oral English. As one state university lecturer said in interview, “for me is very benefit, because it keep me to speak fluent”.

Reason given	No. of responses
Can improve my own English	62
Can promote internationalization and ranking of HEI	47
Can increase competitiveness of graduates in global labour market	44
Can improve quality of studying or teaching in my field	41
Can improve students' English	33
Importance of English in Globalization era	32
Can develop my career (e.g. study or work abroad)	31
To provide for foreign students	27
Material/literature in my field are in English	21
It's a pleasure to teach in English	12
Other	18

Table 2 – Lecturers' motives for wanting to do more EMI

Textbox 2 – Some lecturers reflect on their new experience of EMI

EMI has only recently been introduced in certain study programmes at the private metropolitan university we visited, and according to the Vice-Rector it is still in a ‘pilot’ phase, anticipating the recruitment of future international students. Lecturers were given small financial incentives to participate, and took part in a two-week training course organized by the British Council and run by an experienced EMI teacher trainer from The Philippines.

All three lecturers who we spoke to were enthusiastic about being involved in the EMI programme. For two of them, it was a valuable part of their own career development; for one a way to improve her own English before she went to another Asian country for her doctoral study, for another a way to boost her chances of winning an academic exchange placement within ASEAN. For the third, who had lectured for years in the Netherlands, teaching in English and “in an international style” was a method of making his HEI more internationalized, and preparing the students for a globalized future.

They all expressed some pleasure in the teaching process; even though it was harder work than teaching in Bahasa Indonesia, needing more careful preparation, they seemed to enjoy this extra challenge – perhaps this was partly the novelty, and the feeling they were teaching a ‘high status’ course, but their enthusiasm was also undoubtedly derived from the EMI training course they took. This helped them develop new teaching strategies, for checking student comprehension (e.g. questioning techniques, handphone quizzes using the Kahoot app), for boosting student motivation (e.g. creative groupwork activities, mixing students with better and worse English) and for encouraging learning beyond the classroom. All remarked on how the course seemed to energize some students too, notably those who already had better English – the class gave them the opportunity to “show off” their skills, to gain more fluency and expand their vocabulary further. First year students appeared to be more receptive than second year students, who had gotten used to studying in Bahasa Indonesia.

At the same time, all admitted that other students struggled, mainly because their English did not seem to good enough (the minimum proficiency level was TOEFL 450 – CEFR B1, IELTS 5 – but only because that was required for entry to the university). The language was a “barrier”:

Lecturer: when I give materials in English, some of them are really hard to understand about it. They don’t know...

Interviewer: Does that worry you?

Lecturer: Sometimes yes, sometimes when I give them articles, normally I would expect my students to read at home, I give only one article before they come into the class, but they don’t really read it, or they’re hard to understand.

What is more, all felt that improving the students’ English was not their job; as one said, “they have to learn English but not from me”; another said “I’m really concerned with the content, if I also have to think about the English material, oh my God!” They were not certain about whether the students’ subject learning was adversely affected by learning in English – they recognized that this was an important research question to address. However, all were confident that the students “will see the benefit in future”.

Most of the lecturers sampled in our study would fall into Macaro's (2018, p. 93) category of "active promoters" of EMI, believing in its educational value for their students and its reputational and professional value for their institutions. Like the 36 Indonesian HE lecturers in Dewi's (2017) study, they do not appear to regard EMI as posing a threat to the national language, nor did they raise concerns about elitism or social divisiveness.

Nevertheless, it is important to remember that they were a self-selecting sample i.e. they chose voluntarily to respond to the online survey, or to the request for interviews at the case study HEIs. A different research strategy might have uncovered more examples of what Macaro provocatively terms "passive victims" of EMI – lecturers who did not like the idea of EMI but felt powerless to argue against the wishes of institutional management – or even "resistance fighters" working covertly against it.

4.4.2 Students

Our data on student attitudes derives from focus groups carried out in each of the three HEIs visited by the research team.

At one private metropolitan university, students were shocked to find themselves in an EMI class as the decision to pilot such classes had been made by the faculty at the last minute (e.g. “I thought I’d joined a regular class!”), and some made a complaint. However, after a few weeks the focus group said that they started to enjoy the class (e.g. “I feel very proud to be able to understand the material like all my friends”).

At the doctoral programme in Religious Studies, students expressed satisfaction with their experience, saying that EMI makes them more motivated to improve their English skills, that it helped them read the many academic resources available in English, and that they felt more “focused” when writing assignments in English; in the longer-term they believed the programme would help them present at international conferences and publish in international journals.

The focus group conducted at the central Javanese state university is revealing of students’ motives for signing up to an EMI ‘international’ programme, in this case a BA in Management Science. All four participants were attracted by the idea of getting a dual degree and spending time studying overseas. They viewed the programme as potentially expanding their personal horizons: as one said, “I want to explore more and be more open to new world[s]”. While it was benefiting them in terms of improved English competence, they also saw it as developing intercultural knowledge, as this student explains:

...as we know that English is an international language, so it gives me some advantages to communicate with other people from other countries; so we can change our culture, change our behavior, or something like how they do business in their country, how do they do their day, like work. English makes me easier to get more knowledge and communicate.

Unlike students in many other studies, they did not emphasize the instrumental benefits of EMI such as more lucrative employment in the future, though given the high cost of the dual degree programme, the students would have had to come from relatively wealthy families anyway. A more practical advantage of the IUP was the relatively small class size, which makes the study time “more focused”.

However, students admitted to having comprehension difficulties while studying, and though they claimed to ask the lecturer for clarification when this occurred, it appears this was not always the case (see textbox below). Another drawback to the international programmes was the extra time it could take (over the usual 4 years), both because of the period spent abroad and the separate efforts needed to get the required grade in IELTS to enter the overseas university.

There was a restricted set of lecturers who taught them, and they were denied the opportunity to be taught by respected lecturers who did not teach in English. Finally, they mentioned that there had initially been some resentment from other students in the same department, who regarded them as “privileged”.

4.5

EMI Classroom practices

We begin this section by presenting two portraits of EMI classes, one undergraduate and one postgraduate (see Textbox 3).

Textbox 3 – Portraits of EMI classes

Portrait 1: Management lecture in a large state university

This observation took place in the final session of the third semester of a Management Science undergraduate degree, part of the so-called International Undergraduate Programme. The lecture consisted of three main stages: a presentation by a group of students; a summary by the lecturer of some aspects of Operational Research; and some information about the end of semester exam. The lecture took place in a spacious room equipped with a very large screen for PowerPoint (PP) presentations, so the visibility of what was being shown was potentially good. A whiteboard was also available. In total, 29 students were present, of whom 23 were female. All the students were Indonesian.

Stage 1, 20 minutes

At the point when the observer entered the lecture theatre several students were presenting a PP that they had prepared together. The PP consisted of several long texts in very small pitch, thus making them difficult to read despite the good facilities. The texts did not use bullet points. The content was in perfect English and was probably taken from a published source. Most students just read aloud the content of their slides; however, one student explained what his slide was about, using his own language, without reading it aloud. All the students appeared to speak English well.

Other students were now given the opportunity to ask questions. Three questions were asked:

- “What is the role of ergonomics in job design?”
- “What is the difference between job specialisation and job expansion?”
- “What are the functions of job specialisation and job expansion?”

The presenters then answered these questions immediately, confidently and without hesitation, reading aloud from material in their mobile phones. The answers sounded as though they were definitions taken from a published source. All of this was impressive, but it felt rather ceremonial, as though it had all been practised in advance. At the very least, the presenters clearly knew in advance what questions they were going to be asked and had prepared their answers accordingly.

Stage 2, 40 minutes

The lecturer began this stage by reminding everyone that this was the final session of the semester; this would therefore be a revision of what had been presented so far. The lecturer used a series of generally very clear and well produced PP slides. She discussed each slide one by one without reading the content aloud. She mentioned 'the book' several times and it appeared that 'the book' had played a central role in this semester's programme. In fact, it seemed likely that the PP slides had been prepared professionally and that they had been published together with 'the book' in one packet. It was also likely that the students had used the same book when they prepared their own presentations. Indeed, at one point the lecturer used a slide which was identical to one that had been used by the students.

As the lecturer talked about each slide, she provided illustrative examples taken from the Indonesian context. These brought the lecture to life. The lecturer used the whiteboard from time to time when she was presenting these examples. One gained the impression that the lecturer knew her subject very well and was able to interpret it in the context of Indonesia.

The lecturer's English was clear and confident, though with some idiosyncrasies:

- "It's not depend on me"
- "In Western is already successful"

In some instances the lecturer used Bahasa Indonesia, although this was rare:

- "Apa namanya?" ("what's it called?")
- "Boleh datang terlambat, boleh tepat." ("You can come late, or on time")

Some individual terms were translated into Bahasa Indonesia, for example "working hours" = "jam kerja" and "(trades) union" = "serikat kerja".

Occasionally, the lecturer addressed questions to the whole group which led to some muted choral responses. Other questions were addressed to individuals, but the respondents appeared to be very shy in giving their answers and, in several cases, they refused to answer at all. At one point a pair of students discussed one of the PP slides together in a whisper. Other than this, the students were completely passive. Nobody took notes. One or two used their mobile phones but the observer could not see whether they were doing something related to the lecture or not. As the students were so passive during this stage it was impossible to judge whether they were following the lecture or not, or whether they already knew the material so well that they felt it was unnecessary for them to play an active role.

Stage 3, 5 minutes

In the final few minutes of the session the lecturer explained that the final exam would cover everything that had been studied between the mid-semester test and the end of the semester. She listed six topics; these included Managing time, Short-term scheduling, Quality management and Inventory management. At this point the class came to life; the students noted down the topics to be examined and chatted freely together. There was a sense of relief and the lifting of tension.

To conclude, the observed lesson had three striking characteristics:

- There was no interaction among students (other than the rather artificial three questions which some students asked after their peers had completed their presentation). There was also almost no interaction between lecturer and students; even what minimal interaction did take place was initiated by the lecturer.
- It appeared that the whole semester's work had depended heavily on one published book. The lecturer was presenting material found in this book, the PPs were probably based on the book or were part of a packet published together with the book, and the students were already familiar with the contents of the book.
- The primary language used during the lesson was English, but there were no occasions when students had the opportunity to speak or write English spontaneously.

Portrait 2: Postgraduate class in Philosophy of Knowledge at an elite state university

The class observed was taught by two lecturers, Dr S and Dr B. Starting the class, Dr S introduced a couple of student presenters for the seminar class that day. The presenters took turns delivering the materials aided by an LCD projector. The first presenter rather inarticulately explained the main topic for about 20 minutes, followed by the other presenter who spoke fluently. Led by the lecturer (Dr Z), the subsequent discussion ran smoothly and was apparently enjoyed by the participants. It seemed that the presenters and the audience understood each other when they talked in English.

Some of the audience posed questions enthusiastically to the presenters, and sometimes the discussion turned into a heated debate when opposing views were aired. The lecturers acted as moderators, mediating between the questioners and the presenters. When the discussion became heated, the lecturers tried to clarify the issues so that the students had better understanding, or at least so the argument stopped. By the end of the discussion, the lecturer explained some concepts relevant to the topic of the presentation.

While English was used during the class, sometimes the participants found a term in English that was quite hard to explain. The lecturers then used Bahasa Indonesia and invited the students to elaborate the term themselves. For example, the term "true to tradition" was translated as *setia* in Bahasa Indonesia.

A key issue in the research literature is whether and how EMI affects teaching methodology in HE, particularly in contexts (the majority) where lecturers are not given any specific training in EMI. Teacher-student relations, patterns of interaction in class, speed of speech delivery, classroom questioning techniques and assessment practices have all been identified in previous research to be affected by the switch from first language instruction to EMI (Macaro et al., 2018), and these are all issues with potential significance – either positive or negative – for student learning.

Our study was not able to directly compare EMI with L1 medium instruction, but we did ask EMI lecturers themselves whether they believed their style of teaching was different. As Figure 7 shows, 64% believed they did make modifications to their instruction when using English as MOI.

In explaining how their teaching changed in EMI, the most frequent category of comment related to the need to accommodate different levels of English competence among the students. For some this had a positive effect because they paid more attention to whether students were understanding or not; at least 24 claimed that in EMI their classes were more ‘active’, with more student involvement and class discussions of course content. Another positive comment, made by 20 lecturers, was that they found their subjects easier to teach in English because the supporting material was all in English (particularly videos which they could find on Youtube), their slides were often in English, and so many of the concepts they were teaching were English in origin anyway. However, a significant number (21) complained that teaching in English was less efficient, because of the extra time it took to explain things (e.g. speaking slower, choosing language more carefully, repeating points) and the hard work that went into planning EMI classes. A further negative comment, made by 10 lecturers, was that they found it difficult to create a warm and friendly atmosphere in EMI classes as they could not crack jokes or make easy asides (a point also made by some Scandinavian EMI practitioners – see Coleman et al., 2018).

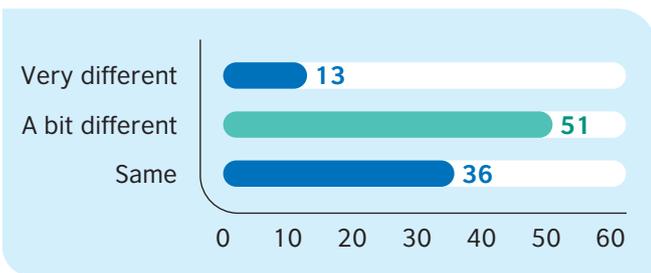


Figure 7 – Lecturers’ views on how their EMI teaching methods compared to regular classes (%) (n= 235)

Many lecturers (23) admitted that they code-switched English and Indonesian whenever they were in doubt about student understanding. Because we were anticipating this, a separate item on the lecturers' use of the mother tongue was included in the survey. Only a quarter claimed never to use Bahasa Indonesia; reasons given for its use by the other three-quarters are presented in Table 3.

Reason given	No. of responses
When it's clear that students don't understand, or they ask for Bahasa Indonesia translation	104
For emphasis, or to help students remember a particular fact	31
When it's important students know the Indonesian term, or there's no English equivalent for local concept	28
For Indonesian students in an international class, or for particular individuals who have low proficiency	26
For classroom management or interpersonal relations (e.g. joking)	8

Table 3 – Lecturers' use of Bahasa Indonesia in EMI classes

Comparing these results to Cahyani, de Courcy and Barnett's (2018) observational study in an East Java state polytechnic, the vast majority of these uses refer to their most common category of "knowledge construction" i.e. scaffolding students' understanding of subject matter, focussing attention on key content or making a deliberate comparison between the conceptual meaning in L1 and L2. Cahyani et al. found more instances of translanguaging for interpersonal reasons, but it could be that our respondents underestimated this because they were not always aware of when or why they used BI. In our interviews with case study HEIs, one lecturer even admitted to using Sundanese in his EMI class, for bonding with students; and another lecturer's comments below suggest that many EMI practitioner's might feel some guilt about mixing languages:

Which is better? Conveying or giving the class in English which means that maybe some students can't accept all the material, or, the class conveyed in Indonesia and the students can get more? I think it's better for students to get more, because actually this is not the English class. This is Chemistry class. But maybe the policy makers think that international class should be in English, but there is no English people, there is no English-speaking students here, and all students speaking Indonesian fluently, more than English.

Just as many EMI classes include the use of Bahasa Indonesia, it is also clear from our data that regular classes very often involve the use of some English. Some respondents told us that their powerpoint presentations were always in English, because so much of the academic literature they read in their subject area is in English, and many of the new concepts they introduce are either English, or Indonesian borrowings or neologisms. Here are the words of one young lecturer teaching regular classes in Business and Management at a private Jakarta university:

...most of the slides are in English, to familiarize the student with some technical term or business buzzwords that are hard to be explained in Bahasa. I sometimes show them some episodes of Shark Tank or Dragon's Den and discuss some specific terms such as "proprietary, Big Box store, contingencies, landed cost" and so on.

With the proviso that we did not directly observe any regular classes, we believe it is possible to view language use in the two broad class types as overlapping continua, as in Figure 8 below, and would suggest that most lectures in HE in Indonesia would fall some way along these lines, not at the extreme ends – though this would be interesting to check empirically.

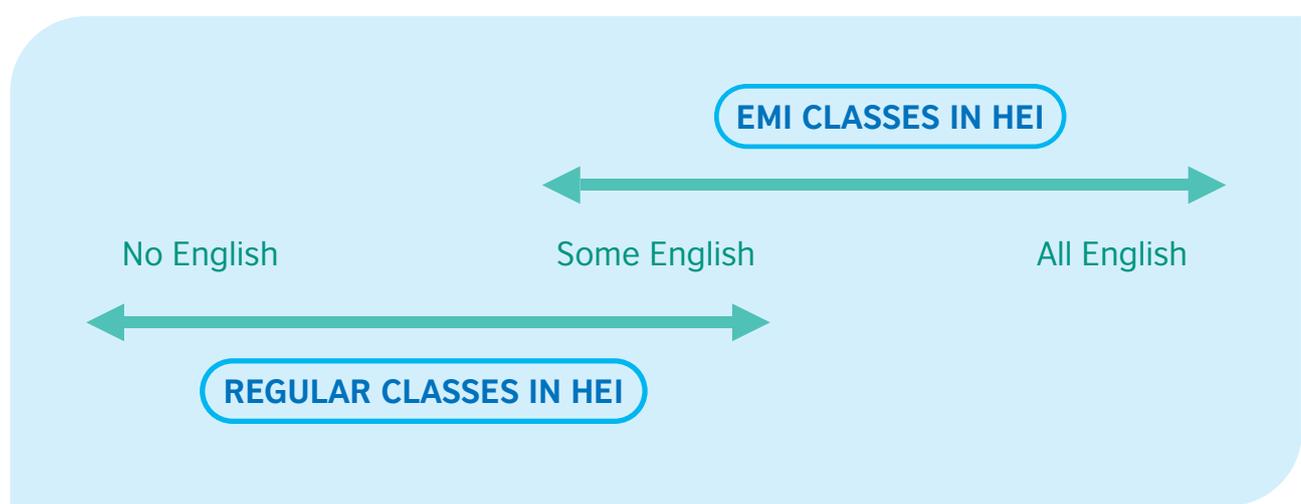


Figure 8 – The use of English in Higher Education Institutions in Indonesia.

A point of tension in many EMI programmes is assessment; for consistency's sake, student learning should be assessed in English, but questions then arise as to how far the assigned task is assessing students' subject knowledge or their English competence.

Strikingly, 73% of EMI lecturers (n=234) claimed that all their assessment is in English, 16% said 'some' and 11% said 'none'. Lecturers' comments suggested there was some flexibility in their assessment methods; for example, one explained that "all the test questions are given in English, but supposing a student has difficulty answering in English, I let them answer in Bahasa Indonesia." Another said that they gave extra marks if the student answered in English. Such flexibility is no doubt facilitated by the fact that "there is not yet any standardized assessment system in Indonesian universities", as one respondent pointed out, and it must help lecturers accommodate students with very different levels of English competence.

However, it also undermines the comparability or equivalence of EMI classes in different institutions, or even in different departments in the same HEI.

4.6 Challenges in EMI and support needed

Both managers and lecturers were asked about the main challenges they faced in implementing EMI. A high degree of unanimity was apparent in their responses.

By far the biggest challenge was the relatively low level of English competence among students – no less than 179 lecturers (out of 281) complained about this, as did 9 out of 12 managers. Indonesian EMI lecturers are not alone: Macaro (2018) reports that “virtually all [research] studies have reported concerns about students’ lack of proficiency creating new barriers to content learning” (p. 92).

The next two challenges, given roughly equal emphasis, **were the low level of English competence among teaching staff, and the lack of interest in EMI among home students.** A number of other difficulties were mentioned but they pale into insignificance compared to these three factors.

It is no surprise then that both parties, when asked what support the government could give to HEIs to help them implement EMI, **put more English training for students at the top of their wish-list.** Lecturers’ expressed wishes are presented in Figure 9, and it can be seen that – despite their self-confidence in the job they are doing (see 4.4 above) they know they themselves need assistance with English, and with EMI teaching methodology. Technological support was also seen as potentially useful, notably improving online learning platforms which could in turn enable students to access valuable English language audio-visual materials and subscription service study apps.

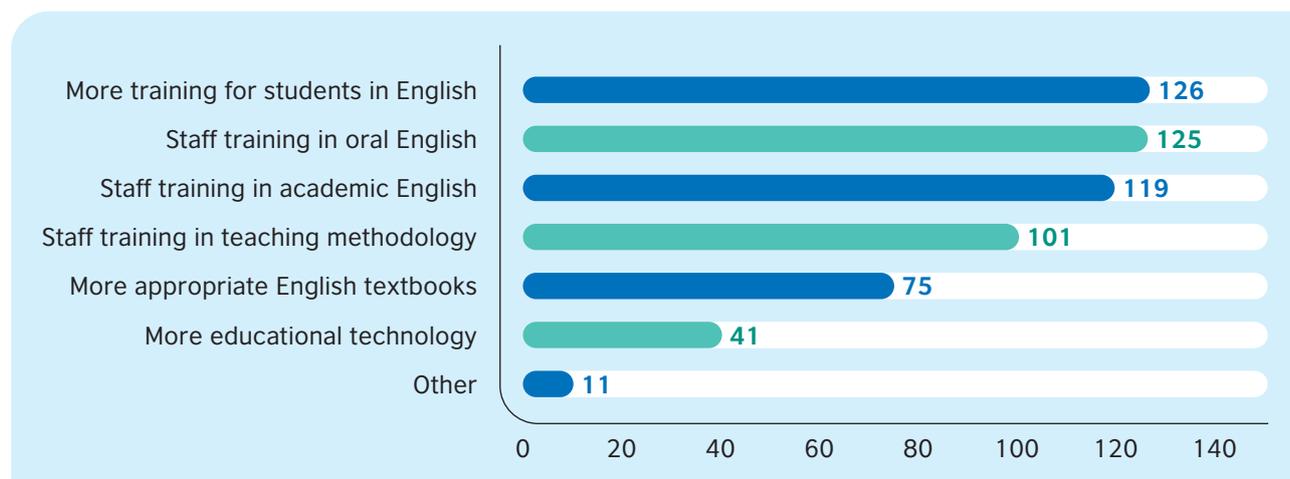


Figure 9 – Lecturers' views on support needed for EMI (n = 235)

HEI managers' views were more diverse still. Alongside language training for students and staff, there were many requests for the government to facilitate the exchange of staff and students – both outward and inward. There was a perception that more incentives could be offered for foreign staff to teach in Indonesian universities, and more awards offered for local staff and students to study or work abroad for periods of time.

In addition, it was felt that unnecessary bureaucracy was restricting opportunities for international collaborations, such as setting up dual degree programmes. While almost half of the lecturers called for training in EMI teaching methodology, only two of the managers mentioned this – but it is noteworthy that both work at HEIs which have implemented highly successful EMI staff training courses (for one example, see textbox 2 above).

4.7 Evaluations of practice

We have seen (sections 4.2.2. & 4.4.1) that an overwhelming majority of both managers and lecturers believe that EMI is positive for both content and language learning. However, most admitted that their belief was simply their own intuition or based on staff and students' opinions; only three of the managers reported there had been a formal evaluation of EMI programmes. One stated in mitigation that “the programme has only just launched (2019) and so there has not been time to conduct an evaluation of its advantages, disadvantages or effectiveness”, and this probably applies to a number of recently introduced programmes.

In interview another university manager explained how a formal review of the EMI programme had been carried out in his institution – see Textbox 4.

Textbox 4 – Manager’s description of an evaluation of the EMI programme at his HEI (a major state university)

In September 2019 an internal cross-departmental workshop was held to evaluate the IUP programme. Three major issues emerged from the evaluation:

- Lecturers’ English language competence continues to be a matter of concern; a common practice is for lecturers to use PP slides in English and to mix English and Bahasa Indonesia when speaking; this is considered to be a ‘reasonable’ solution to the problem. (The code switching is to overcome the lecturers’ limited competence in English as much as it facilitates students’ understanding.)
- Facilities (lecture rooms, IT resources, etc) need to be upgraded. As IUP students have paid expensive fees they expect to be treated differently; therefore, if they see that the facilities made available for them are the same as those used by regular students, they complain.
- Departments need to be careful about what they offer as part of the IUP package. One department promised, in a promotional brochure, that all students would be able to go to universities abroad and would obtain dual degrees. In fact, this turned out to be too difficult to arrange. The students felt that they had been misled and complained bitterly.

The effectiveness of the IUP programme cannot be measured yet because so far there have been no graduates.

Several interviewees reported their impressions of how the EMI programmes in their institutions were progressing. The following contrasting comments come from the same institution, the first from a lecturer and the second from a manager. Both interviewees are discussing aspects of recruitment to the EMI programme:

Lecturer: I think it's getting better. It is the third intake, so we learn from the mistake from the previous, and we are more selective in terms of, you know, when the intake in the program.

Interviewer: Selective in what way? What criteria?

Lecturer: Maybe for the first because our programme is new, so as long as you have money, and you can speak English, that's ok for the first batch. But then, the programme is getting known, and we did a lot of exposures, in Jakarta and even in *Iuar Jawa* [outside Java] to promote the IUP, so most of the students come from Jakarta, from Semarang not more than ten, I think.

In contrast, a member of the management team at the same university made the following observation:

When the IUP scheme was first established three equally important criteria were used to select potential students: language (at least TOEFL 500), academic ability, and financial ability. Over time, however, finance has become the 'dominant' criterion. The academic ability of IUP students is distinctly lower than that of the regular students who have been through a rigorous admission process. In effect, therefore, the IUP provides a route by which wealthy parents can arrange admission to university for their children who have not been successful in the normal admission process.²

²This interpretation was confirmed, in informal discussions, by several respondents who teach both regular and IUP classes.

4.8

The legal foundation for EMI

In section 4.2.1 we noted that many of the institutions which implement EMI cite Section 12, paragraph 37 of Law No.12 of 2012 as their legal justification, because it apparently permits the use of foreign languages as “a medium of instruction” in Higher Education.

However, this interpretation is disputed by Prof Dr Dadang Sunendar M.Hum., the former head of The National Agency for Language Development and Cultivation (*Badan Pengembangan dan Pembinaan Bahasa*), the official body responsible for maintaining and developing the national language and over 700 local languages. He argues that other laws on the statute books – notably Law No 24 of 2009 on the National Flag, Language, Symbol and Anthem (Republik Indonesia 2009), and Presidential Decree No 63 of 2019 on the Use of Bahasa Indonesia (Republik Indonesia 2019) – state that Bahasa Indonesia should be used as the medium of instruction in all educational institutions.

Further, he believes that the policy of EMI in HE could be challenged in the Constitutional Court, on the grounds that it conflicts not only with these laws but with the 1945 Constitution which established Indonesia as an independent nation: “there will be no Indonesia without Bahasa Indonesia”, he reminds us.

05

Summary of findings



In this section we address the original questions which guided the research.

1 What is the current ambition for EMI in Higher Education Institutions (HEIs) and how is this supported through national policy, local policies and implementation strategies?

The evidence suggests that EMI is becoming increasingly common in Indonesian HEIs. All 24 institutions which responded to our survey said that EMI was either current or planned. Given that lecturers at a further 15 institutions claimed to be doing EMI, we would estimate that there is, or soon will be, an EMI programme at virtually all the top HEIs (Cluster 1 & 2) in the country. At the elite institutions, EMI is operating in several different subject areas and hundreds of students are involved; at other institutions it may be restricted to one or two courses on a single study programme. There may be high-ranking institutions with no intention of introducing EMI, but unfortunately they did not respond to our survey.

This rapid growth appears to be happening organically, and does not appear to be coordinated, planned or even monitored. At the macro-level of government, while ministerial pronouncements may have given encouragement to HEIs to introduce EMI, there is no official policy and the legal position of EMI is questionable. Few HEIs have an official policy on MOI, as far as we could tell; this reflects the fact that EMI is a very recent development. In China, where EMI has been practised since the early 2000s, Rose et al. (2020) were able to collect no less than 65 policy documents from HEIs, as well as a considerable number of academic case studies.

In Indonesia, by contrast, we found that management in some HEIs did not even know which of their programmes were running EMI courses. The decision to introduce EMI may rest with Deans or even lower down the hierarchy, and implementation depends on the enthusiasm of particular academics. Not surprisingly at the micro-level of courses and classes we found a great diversity of practices, for instance differences in entry qualifications (if any), teaching methods and forms of assessment. We have to conclude therefore that Indonesia is in danger of following the example of some of its southeast Asian neighbours in rushing to EMI without ensuring an adequate level of quality assurance (Kirkpatrick, 2017).

2

Who and/or what are the driving forces behind the implementation of EMI in HEIs in Indonesia?

This rapid proliferation of EMI programmes is being driven by similar factors across the region. There is some evidence of bottom-up demand, from students and their parents. Underlying this is a widespread perception that EMI is a novel and effective way of developing functional competence in English, even though subject lecturers do not view themselves as language teachers. Some lecturers, especially those in early career stages, are keen to pursue EMI as a means of career advancement, and believe that it will somehow promote the careers of their students too as they enter the global labour market.

But the strongest drivers of EMI relate to the very understandable ambition of institutions to boost their national and international profile, specifically by improving their position in league tables. EMI is implicated in this in at least three ways: it facilitates student and staff exchange, can (hypothetically) enhance standards of English among staff, and it could thereby help to boost publication rates and citation numbers.

Figure 10 shows how this process might lead to improved scores in the key indicators of ‘academic reputation’ and ‘internationalization’.

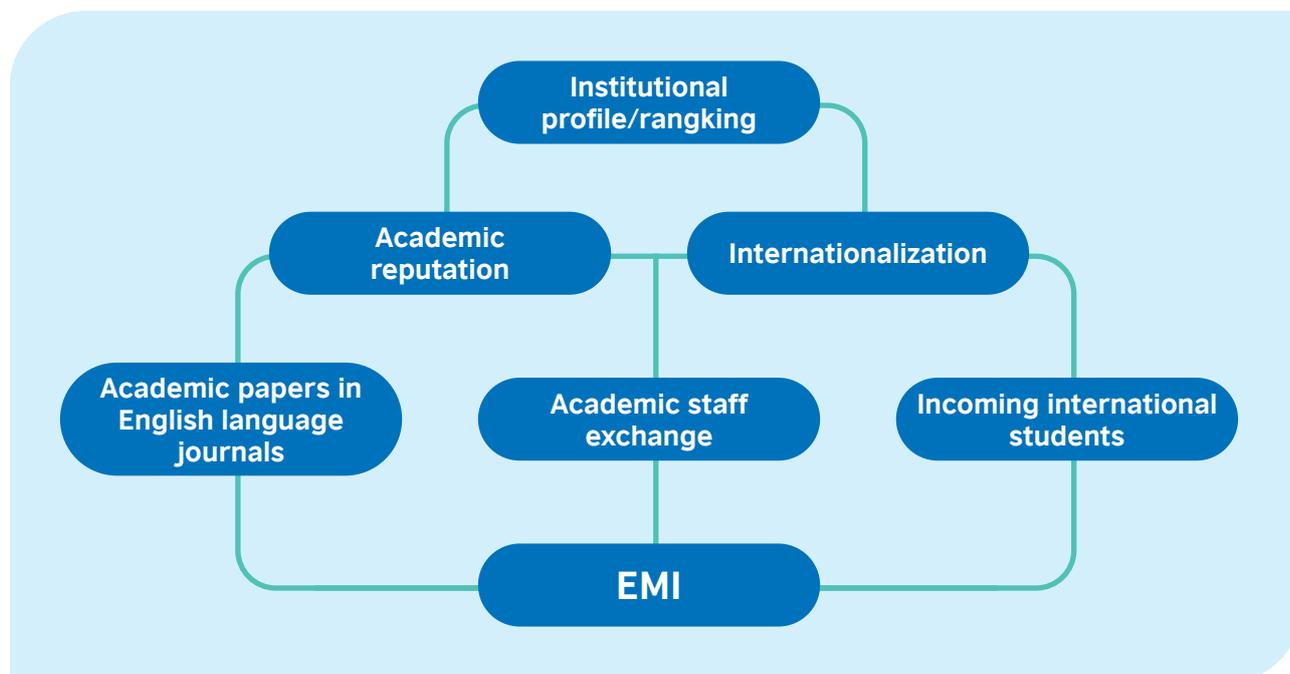


Figure 10 – Drivers of EMI in Indonesian HEIs.

3

What are the strategies, approaches and forms of EMI currently being implemented in HEIs in Indonesia?

Apart from one private metropolitan HEI, where the curriculum is exclusively in English, Bahasa Indonesia is the default MOI and EMI is a minority practice. We have identified at least five distinct types of EMI provision:

- Collaborative ‘International undergraduate programmes’ (IUPs) where Indonesian students study abroad in Year 3 and 4 and get a dual degree;
- IUPs where students study mainly in Indonesia and get only a single degree, though perhaps pay a higher fee;
- Regular undergraduate programmes where students are required to take a certain number of credits on EMI courses, and may be joined by international exchange students;
- Undergraduate courses intended specifically for international exchange students but which some home students can join;
- Postgraduate programmes exclusively or mainly in English.

There is some overlap between these forms of EMI (e.g. students might start off doing A but then switch to B) and there may be other types which did not emerge in our data.

As for what actually happens in classrooms, it is clear that EMI is not a uniform ‘method’ but a cover term for a very diverse range of practices.

For example, the amount of English used in class differs, with some lecturers claiming to use the language almost exclusively, while others admit that their classes are bilingual, involving a lot of switching between English and Bahasa Indonesia both for social reasons and to clarify subject matter. In terms of teaching methodology, we also observed great variety, reflecting existing differences in style among individual lecturers as well as the differing needs of each student group. Most lecturers say they have to change their instructional methods when doing EMI, in order to compensate for some students’ lower competence in English.

4 What is working well and what is not working well? What are the key challenges and opportunities?

Overall, we found a high level of enthusiasm for EMI and a widespread belief that it is a positive educational development. A large majority of both managers and lecturers expressed the view that EMI was good for students' English, and for their subject learning, and as we have seen in point 2 above, a common view is that it will ultimately enhance the profile of the institution. Hardly anyone thought that the spread of English represented a threat to the use of the national language bahasa Indonesia.

Examining EMI more closely, in case study HEIs, allowed us to add nuance to this picture; our respondents still exuded positivity about EMI, but only when the conditions were right, and that overwhelmingly meant when the students' level of English proficiency was sufficiently high.

Even lecturers who had benefited from good quality specialist training complained that EMI became a struggle when the class had too many students who could not follow the lecture. Some admitted that their lectures had to be

'simplified' in English, others that sessions had to move more slowly and therefore could not cover the whole curriculum (problems that have been found elsewhere e.g. Huang, 2018, in Taiwan, and Rose et al., 2020, in China).

There is another reason for scepticism.

Managers admitted that their judgements were based mainly on opinion, not on any empirical data.

As far as we are aware, no formal evaluations have been carried out into actual student learning outcomes. This is not surprising as Macaro (2018) points out that this is a global lack – this is where research is perhaps most urgently needed, but where it is most difficult to produce trustworthy results. What is more, assessment practices on EMI courses seem to be even less uniform and less systematic than teaching practices. We are not confident that EMI lecturers know whether their students are learning more or less than when studying in their mother tongue. This is supported by data from the lessons we observed, in which some students seemed unable or unwilling to participate actively, and the lecturers made only token efforts to gauge the level of comprehension.

06

Implications / Recommendations



6.1

The Ministry of Education gives consideration to the creation of a quasi-official body with responsibility for monitoring and advising on the implementation of EMI programmes in HEIs. The new Kampus Merdeka policy introduced by the Ministry of Education may give fresh impetus to the creation of EMI programmes.

Although the current Covid-19 crisis may suppress demand for study abroad in the short-term, the long-term trend towards internationalization in global HE is likely to continue, and operate as a key driver of EMI in Indonesia as elsewhere in Asia (Galloway et al., 2017).

In Indonesia this could be given further impetus from the new Kampus Merdeka policy announced by new Minister of Education Nadiem Makarim (Kompas, 2020), for example through easing the bureaucratic burden on HEIs seeking to form international collaborative agreements.

However, EMI represents a threat to student education as well as an opportunity; if done badly it can harm individuals' future careers and undermine confidence in HEI. Its expansion therefore should be regulated centrally and we recommend the creation of a quasi-official body with responsibility for, amongst other things, providing training for new EMI teachers, monitoring standards, researching processes and outcomes and possibly having powers of accreditation specifically for courses and programmes which are taught in English or other foreign languages.

6.2

HEIs should be encouraged to publish their policy on medium of instruction, providing a clear rationale for use of English (or other languages), stating the learning goals explicitly and giving information about how those goals are assessed. They should also be encouraged and supported to research the impact of their MOI policy.

HEIs should be explicit about their MOI policy, and offer a clear rationale for their use of English or other languages as medium of instruction.

A priority for HEIs which are implementing EMI programmes is to be transparent about the teaching goals and intended learning outcomes (see point about research below).

Lecturers and students need explicit information about whether any particular course is designed to promote language skills as well as subject knowledge; whether subject knowledge goals are equivalent to those on Indonesian-medium courses; and how the objectives are assessed in a valid and reliable way.

Further, in order to maintain and enhance quality of their provision, it's essential that HEIs conduct robust research into how EMI is impacting learning outcomes and the curriculum more widely, focussing not just on the intended benefits but also looking for any unintended, unwanted side effects.

6.3

Students entering EMI programmes should have a minimum level of proficiency in English, as certified by a reputable English language test. The Ministry should support the development of an English language test for Indonesian high schools and HEIs which can be aligned with international standards such as the Common European Framework of Reference.

EMI can only work effectively when students have adequate competence in English.

At the moment, lecturers in Indonesian HEIs deal with this problem pragmatically, through using the mother tongue – such translanguageing is a very common strategy in every country where EMI is implemented, and certainly helps to scaffold student understanding. However, it is not an ideal solution because it slows down the teaching process and clearly too much use of the mother tongue undermines the goal of improving skills in English.

We recommend that students entering EMI programmes should have a minimum level of English proficiency. Macaro (2018) admits that we do not yet know what such a level is (for students or teachers), but it is almost certainly higher than the paper-based TOEFL score of 450 that is still commonly used as a baseline measure by Indonesian HEIs.

Renandya, Hamied and Nurkamto (2018) have recommended that Indonesia should align its language education assessment system with the Common European Framework of Reference (Council of Europe, 2020) and the development of a test to measure whether a student has reached B2 (roughly equivalent to IELTS 5.5) would serve as a useful gateway to EMI in higher education.

6.4

HEIs which want to implement EMI need to re-think their English teaching strategy. We recommend close collaboration between the university language centres and faculties, with discipline-specific instruction offered to students who are engaged in EMI courses.

To help students achieve this level, and then to study on EMI courses effectively, requires HEIs to re-think their language teaching strategy.

In fact, the growth of EMI could be viewed as a response to the failure over many years of the standard university English language provision conducted under *Mata Kuliah Umum* (MKU³) to enable students to use English in their studies – too often these courses repeat the same grammatical syllabi that students have covered *ad nauseum* at school.

Instead we propose that all incoming students are equipped with English language study skills during their initial first semester MKU course – that is, English for General Academic Purposes (EGAP) – and that thereafter provision is in English for Specific Academic Purposes (ESAP), so that language instruction is embedded in subject teaching.

This will require cooperation between the university language centre and subject teachers. Where EMI courses are running, we would recommend that the ESAP course runs alongside the subject course so that students are able to consult their language teacher about communicative problems they are having, and that the language specialist could even work closely with the subject specialist to scaffold student learning. Models for this kind of cooperation are emerging in other places (e.g. Nguyen, Walkinshaw & Pham, 2017, in Vietnam; also see Lasagabaster, 2018, and Green, 2020).

³MKU is 'common curriculum content' – compulsory courses taken by all students on entry to their HEI.

6.5

HEIs must recognize that EMI also requires investment in staff training, specifically in teaching methodology and in appropriate educational technology.

One of the more robust findings of EMI research to date is that the quality of EMI can be enhanced through special training for lecturers, and even experienced academics can be helped in this way (Macaro, 2018; O'Dowd, 2018).

This study backs up this claim as we have evidence of training courses offered by two different international providers bringing significant benefits to English medium instructors.

The training focuses on using English for classroom management, ways of scaffolding student comprehension of content, using groupwork to deal with mixed ability classes, using games to check understanding, encouraging oral participation, ensuring validity in assessing student knowledge/skills, and also on how subject lecturers can collaborate with ESAP teachers (see previous point).

As Macaro, Akincioglu and Han (2020) point out, universities often do not expect their academic staff to train in pedagogical skills, but “the additional challenges posed by EMI are highly likely to require professional development” (p. 147-8).

We might add that such training could have knock-on benefits in the wider curriculum, since good practice in EMI (e.g. checking comprehension, stimulating classroom interaction, designing group tasks and so on) is also good practice in regular classes.

6.6

There is a danger that EMI could exacerbate socio-economic differences in Indonesian society; HEIs should counter this by not allowing special entry to EMI programmes on the basis of English skills alone, and by making English skills training widely available for undergraduates.

EMI can be facilitated by effective online learning platforms.

- For example, where lecturers post their slides online before sessions, students can prepare themselves in advance, anticipating any language difficulties.
- Recordings of lectures, ideally accompanied by slides, can be posted online afterwards, allowing students to revise their understanding and go over sections that they found challenging.
- Students can use Wikis or Discussion Boards to check their understanding of English language terminology.
- Links can be provided to useful content already online on sites like YouTube (several lecturers told us that the availability of these resources was one of the advantages of EMI).

The Covid-19 pandemic has seen lecturers worldwide developing new skills in digital education – these skills can undoubtedly be put to good use in supporting EMI provision (British Council, 2020).

6.7

Our final recommendation is about what EMI should not be, namely, a short-term profit-making enterprise.

There is some evidence that this is happening, when HEIs allow wealthy students to circumvent normal academic entry requirements to join 'international' programmes which offer expensive study abroad options. This risks lowering academic standards and in the long-term undermining institutional reputation; it is also socially divisive.

It has been found in other contexts (e.g. in Denmark, see Lueg & Lueg, 2015) that middle-class students had greater self-confidence in English and viewed EMI both as a marker of social distinction and a means of career advancement.

In Indonesia, where English is learned outside formal institutions as much as within them, there is an even greater risk of class exclusion (Lamb, 2011; see also the recent report on EMI in Tunisia by Badwan, 2019).

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Appendix A – Sampling strategy

Summary of institutions by geographical distribution

Type and status of institution	Sumatera	Jabodetabek	Jawa	Indonesia Tengah (Kalimantan, Sulawesi, Bali, NTB)	Indonesia Timur (Maluku, NTT, Papua)	Total	Management Response
1.a) Universitas umum & institut, negeri	8	2	13	7	2	32 (29%)	10
1.b) Universitas ex-IKIP, negeri	2	1	3	0	0	6 (6%)	1
1.c) Universitas umum, swasta	0	5	6	0	0	11 (10%)	3
2.a) Faith-based : UIN (Kemenag)	2	1	4	2	1	10 (9%)	2
2.b) Faith-based: swasta (RISTEKDIKTI)	0	4	14	0	1	19 (17%)	5
3.a) Politeknik & sekolah tinggi, negeri	4	3	10	6	4	27 (25%)	3
3.b) Politeknik, swasta	1	0	4	0	0	5 (5%)	0
TOTALS	17 (15%)	16 (15%)	54 (49%)	15 (14%)	8 (7%)	110	24

Appendix B – Qualitative data tools

EMI Lecturer interview schedule

Introductions – thanks for time –
read and sign consent sheet.

Stress neutral stance of researchers
on EMI.

Ask which language they would prefer
to use for the interview.

FACTS

Please tell us what courses you teach
through the medium of English:

- Subject / Level / Semester / Hours &
credits / Students (Indonesian?
International?)
- For how long have you taught the EMI
course?

OVERALL PERSPECTIVE

Overall, how do you feel about your EMI
teaching?

- What's going well? Are Ss learning the
subject well? Evidence for this?
Are Ss learning English? Evidence?
- What's not going well? Evidence?
Underlying reasons? Consequences?
- Have your views changed over time?
How? Why?

STUDENTS' PERSPECTIVE

How do you think students feel about the
EMI? Evidence?

- Do they enjoy it more/less than
learning through the medium of Bah
Indonesia?
- Level of motivation? Evidence?
- Any evidence of variation in student
response? (i.e. some students
benefitting more than others?)

STUDENTS' ENGLISH

How do you regard the English
competence of the students? Evidence?
How are students selected for the EMI
programme/course? Is this satisfactory?
Why/not?

OWN ENGLISH

How is your own English proficiency?

- IELTS/TOEFL/OTHER measure? Is it
enough? Is it an appropriate measure?
- In class, or in other aspects of
teaching, do you ever feel your
English is not adequate? When?
- What do you feel you can do easily in
English? What is difficult?

METHODOLOGY

Can you describe your typical EMI class?

- Is your teaching methodology the same or different to when teaching in Bah Indonesia? What's different?
- Are the aims of your EMI course different from Bah Ind courses? (How much do you teach the English language, as well as the subject? When?)
- How do you greet the Ss at the start of the lesson (English or Bah Ind?)
- What language do you use for your powerpoints?/board work?
- Do you ever read aloud? Which language?
- How much of your session is a lecture i.e. you talking? Which language?
- Do you know when students can / can't understand you? If you feel they're not understanding, what strategies do you use?
- Do you feel you have sufficient materials to teach in English? For students to study outside class? How do you use technology?
- How much Bah Indonesia do you use in class? How much bah Indonesia do students use? Do you also use English in your Bah Indonesia courses?
- Does student behaviour in EMI classes differ from Bah Indonesia classes? How?
- What about students' learning outside of class? E.g. Reading? Writing? Group work? Student consultations with you?

CAREER

How did you get involved in EMI?

How does it fit into your career path?

Criteria for selection? How do your colleagues regard EMI?

PROFESSIONAL DEVELOPMENT

How has your institution helped you to teach EMI? Training in English?

In teaching methodology? Ongoing support?

COLLABORATION

Have you had any collaboration with English language teachers, to support either your teaching, or your students' learning? In some countries subject teachers have found it useful to work with language teachers e.g. through partner-teaching; could this work in Indonesia?

ASSESSMENT (if not already discussed)

Please tell us about the assessment on your EMI courses. Is it in English? Which parts? Is language assessed as well as content knowledge?

INSTITUTIONAL POLICY

(if not already discussed)

What is the main reason your institution introduced EMI?

What does internationalization mean to you, or the institution? (relation to Accreditation? Recruitment? Quality of education?)

FUTURE

Overall are you in favour of MORE, LESS or NO EMI in the future? Why?

Is there anything else you'd like to say about EMI?
Thanks again for your time.

Classroom observation sheet

INSTITUTION:	
FACULTY/DEPARTMENT:	
LESSON OBSERVED	
Date/Time:	
Subject:	
Lecturer years of experience in HE:	doing EMI:
Narrative - record here the main events of the session, with approx. timings	
Min	Activity
00	
USE OF ENGLISH BY LECTURER	Record here all instances of use of English by lecturer (i.e. communicative purpose)
USE OF ENGLISH BY STUDENTS	Record here all instances of use of English by students
USE OF OTHER LANGUAGES BY LECTURER	Record here all instances of use of other languages (e.g. Bahasa Indonesia) by lecturer

USE OF OTHER LANGUAGES BY LECTURER	Record here all instances of use of other languages (e.g. Bahasa Indonesia) by students
USE OF MATERIALS	Record here languages used in teaching/learning materials (e.g. PPT slides, whiteboard, textbooks, other supporting materials incl. technology)
STUDENT COMPREHENSION	Note down evidence of student comprehension/misunderstanding of subject matter
STUDENT MOTIVATION	Note down evidence of students' motivation/demotivation for this course
OTHER COMMENTS	

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