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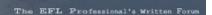
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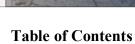
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# Communicative Competence Assessment for Teachers of Bilingual Schools in Indonesia

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The use of English as the global language has impacted the dynamics of all aspects of human life including education. This condition has been caught by some Indonesian private schools as a highly marketing opportunity to get more students. In fact, the use of English as the language of instruction has become one of the main attractions for Indonesian parents to send their children to those schools. Some schools label themselves as bilingual schools or national plus schools with some variations of the English use in only some subjects (such as math, science, and arts) or in all subjects except Indonesian language and local or traditional language. By sending their children to the schools, the parents expect their children to be fluent and proficient in English. One of the determinant keys to the success of making students proficient in English is the quality teachers. The schools should have a strict teaching staff recruitment system as well as having a continuous professional development programs to maintain and improve the quality of the teachers. Since teachers have to teach in English, they are not only required to master the content of the subjects but they are also required to have communicative competence in English to handle the classroom discourse and to provide students with opportunity for meaning negotiation. The importance of assessing teacher's communicative competence to further develop and design the most appropriate professional development program for teachers is highlighted in this paper.

### Introduction

As a global language, English has been taught as a foreign language in many countries around the world. In fact, it has been the language most widely taught as a foreign language in more than 100 countries in the world (Crystal, 2003) including in Indonesia. The teaching of English in Indonesia has started since the Dutch colonization more than a century ago. After passing through decades, the curriculum of English teaching in Indonesia has changed several times from the grammar translation until the meaning-based communicative curriculum (Paksira, 2009). The curriculum changes reflect the needs of English not only as a school subject but also as a means of communication.

With the fast growing of English as the main language of the world, English has been used as the main language in academic and non-academic books, newspapers, science, technology, music, movies, and advertising. It has been used as an official language or semiofficial language in over than 60 countries of all six continents. The number of people who are able to speak English is also increasing in the last few decades (Crystal, 2003). Therefore, it is not surprising if the number of children learning English as an additional language is significantly increasing. There is also another interesting fact that there is a shift taking place in the number of English users as first language. In 1960s, the most English users were detected as the first language speakers but now there are more people speak English as a second language and even there are many more speak it as a foreign language (Crystal, 2003).

In Indonesia, English is taught as a foreign language. Despite its position as a foreign language, the number of Indonesian people including children and adults study or learn English as a foreign language is also increasing. It is supported by recent report from Himpunan Pengusaha Kursus Indonesia (HIPKI or the Indonesian Courses Association, 2004) cited in Mantiri (2004), which shows that there are about 25,000 registered courses in Indonesia and half of these courses are English courses. Meanwhile, within formal educational institutions, English has been taught as a school subject in Indonesia for 50 years or so. English is one of the compulsory

subjects in junior and senior high schools. English is also one of the subjects in the National Exams of high schools.

For elementary schools, English is not a compulsory subject. However, since 1992 elementary schools can teach and introduce English to young learners as a local content subject. It is stated in the Decree of the Indonesian Ministry of Education and Culture Number 0487/4/1992, Chapter VIII, which allows schools to add some other basic subjects in the curriculum, as long as the lessons are not against the national education goals. Then, the policy has been followed by the Decree of the Ministry of Education and Culture Number 060/U/1993 dated February 25, 1993 which opens the possibility of having English as a local content subject in the elementary school curriculum starting from the 4<sup>th</sup> grade (Sikki, Rahman, Hamra, Noni, 2013).

The reformation era in Indonesia has encouraged schools to modify its curriculum (Arlini, 2011). It is the educational reformation which encourages schools to modify their curriculum by adding or combining the national curriculum with international curriculum or curriculum from other countries. This idea has become the base of some educational institutions to open bilingual or multilingual school programs. Mostly, one of the languages used as the instructional language is English. The use of English as the language of instruction has been one of the main attractions for parents to send their children to such schools with an expectation that their children will master and have high proficiency in English. In the writer's previous study (Hartono, 2013) about parents' beliefs and expectations to send their children to English speaking schools, the writer found that most parents sent their children to schools which used English as the delivery language because they wanted their children to be fluent in English. Although none of the parents admitted that they sent their children to such schools for prestige, it cannot be denied that the ability to understand and use English theoretically and in practice is considered as a prestige.

The flourishing bilingual schools especially in big cities in Indonesia raises a question of the readiness of the schools to give their best educational services through the facilities, curriculum, teaching materials, and their human resources. In this paper, a concern is given to the quality and the quality maintenance of the teachers as the main human resource. As teachers have to teach different subjects in English, teachers' communicative competence to enhance classroom discourse should be given attention. The starting point to develop and increase teachers'

communicative competence is knowing the current level of their communicative competence. Therefore, an assessment tool needs to be designed to measure the teacher's communicative competence level. In further steps, the results of the assessment can be used to plan, design and decide the most appropriate trainings or other programs to improve the teachers' competence. In this paper the writer will highlight the notion of bilingual schools, how the bilingual schools in Indonesia look like, the concepts of assessment and the importance of communicative competence assessment for teachers of bilingual schools.

### **Bilingual Schools**

The learning of a second or foreign language can take place in some contexts such as in natural context which includes the learning of a second or foreign language in majority language contexts, in official language context, or in international context; and in educational contexts in which one of them is through immersion program (Ellis, 1994, pp. 216-228). <sup>24</sup> anguage immersion program is a method of teaching a second language where members of the majority group are educated through the medium of the target language (Pacific Policy Research Center (PPRC), 2010; Ellis, 1994, p. 225). Rod Ellis explains there are a number of variants of this program <sup>29</sup> depending on the age of the learners when they start the program and the kind of the immersion program. Baker (2006) contends that there are three generic levels of entry into language immersion education according to age:

- Tarly immersion: it is when students begin the second language from age 5 to 6
- Middle immersion: it is when students begin the second language from age 9 to 10
- Late immersion: it is when students begin the second language from age 11 to 14

The types of immersion program are mainly in the form of (a) full immersion in which more or less instruction is conducted in the target language (b) partial immersion in which only part of the curriculum is taught through the target language (Ellis, 1994) and (c) two-way immersion which "integrate language minority students and language majority students in the same classroom with the goal of academic excellence and bilingual proficiency for both student groups" (PPRC, 2010).

From the above exposition, it can be clearly seen that immersion program can take form as bilingual education. Bilingual education is characterized by the use of instruction in two languages as medium of instruction for any part, or all, of the school curriculum (PPRC, 2010). Bilingual education does not include programs which do not use bilingual instruction although the schools have bilingual students. It also excludes schools which only teach the target language as a "subject" (Cummins & Hornberger, 2008).

Stephen May (2008) categorizes bilingual education as subtractive and additive programs. It is called as subtractive when there is one language dominates the program either by losing or replacing one language with another. On the other hand, it is considered as an additive program if it promotes bilingual or biliteracy by adding another language to the student's existing language. Further, she also classifies bilingual education into four categories called as transitional models, maintenance models, enrichment models, and heritage model of bilingual education.

The transitional model is bilingual only at first but later it is monolingual. It starts with the use of L1 but later the L2 (which is the dominant language) will take over all the use of L1. The aim is not bilingualism or biliteracy but monolingual of the dominant language. It is usually applied in early education level such as kindergarden or elementary school. Maintenance bilingual education does not involve the development of minority language, it only involves the maintenance of the minority language. It aims to form a solid academic base for the students in their L1 that "in turn facilitates the acquisition of literacy in an L2, on the basis of the developmental interdependence principle" (James Cummins, 1979, Jim Cummins, 2000 in PPRC, 2010). Enrichment bilingual education's goal is bilingualism and biliteracy. It also aims to maintain the minority language in the community. It focuses on teaching students academic proficiency through the medium of a second language, whereupon literacy in the second language can be attained. It is different from maintenance model as it aims to extend the influence of minority language to enrich the national culture or to achieve cultural pluralism and autonomy of cultural groups. The heritage model falls between the maintenance and enrichment. It is especially to conserve and maintain language which is lost or in danger. Thus it can be said that maintenance, enrichment, and heritage bilingual education models are additive while transitional model is subtractive.

### **Bilingual Schools in Indonesia**

In Indonesia, bilingual education can be found in different levels of education, starting from kindergarden until high schools. Mostly, bilingual schools in Indonesia are partial immersion in which there are some parts of the school curriculum taught in the first language. There are some variants of partial immersion or bilingual education programs applied in Indonesia. Some schools use the target language in almost all subjects except for Indonesian language, local (traditional) language, and other foreign languages. Several other schools only teach some subjects in the target language. Some of the subjects are mathematics, science, TIK (ICT --Information Computer Technology) and arts. Mainly, schools prefer to teach mathematics and science in English with a hope that they will produce globally competitive graduates because mathematics and science are seen as the base for technology development (Supriyadi, 2011).

Almost all Indonesian schools which offer immersion programs include English as the language of instruction. Some other schools also use other foreign languages which are considered as the international languages such as Arabic, Mandarin, and French. Therefore, it is possible that the schools have multilingual programs. Despite the attraction of other foreign languages, English as the most widely used international language has dominated the bilingual or multilingual schools. In fact, English has got its first place as a foreign language in Indonesia. This beneficial situation has been caught by educational institutions especially from the private or non-government sector to open immersion programs. In reality, these programs are commonly found in big cities (capital city of provinces) in indonesia. The use of English as the language of instruction has become a part of marketing strategies for private schools to get more students.

Nowadays, there are more and more schools open and offer immersion program with various programs which sound marketable. Some labels are used to name the programs such as "smart class", "special class", "international class", etc. The main characteristic of the programs is the use of English in teaching and learning process in some or all subjects. The school may use national curriculum or modification of national curriculum and curriculum from other countries. These programs are different from international schools which have international students,

use international curriculum, and use English as the main and only language of instruction.

The target of immersion programs is middle-upper families. It is due to the high tuition fee and the expensive books used by the students. The facilities offered in this program are above the regular programs. Usually, there are two teachers in one class and the classes are in small size where there are fewer students compared to the number of students in regular class. In basic education level, the classrooms are commonly designed in such a way to enable teacher and students have interaction. Some schools may also hire native speakers of English to teach.

Some schools are under the category of transitional bilingual schools where in the first years, L1 or mixed language is still used but in the higher level, all content subjects are taught in English. Some others apply enrichment model in which students are expected to be bilingual and biliterate by having high proficiency in both languages as well as having cultural awareness in both languages. Thus, students are expected to be ready and able to participate in the global community because they can adapt themselves in the target language culture without losing their identity in the first language culture.

### **Communicative Competence**

One of the challenges faced by the educational institutions in Indonesia which offer immersion program is the quality insurance of the teachers. Considering the role of English as a foreign language in Indonesia, there is limited exposure to English outside the classroom. As a result, the role of teachers as the target language role-model in the classroom is very significant. Students are mostly exposed to English in the classroom. Although classroom discourse may not be able to create as natural discourse as the real discourse outside the classroom, teachers are demanded to provide 'natural' discourse through the classroom interaction. The ability of handling a discourse is the core of communicative competence as suggested by Celce Murcia, Dornyei and Thurrel (1995).

The concept of communicative competence began in 1960s as a counter-movement against the so-called "linguistic competence" introduced by linguist Noam Chomsky (Rickheit and Strohner, 2008). Chomsky referred linguistics competence to the inner linguistic knowledge someone has which is supposed to be unaffected by

cognitive and situational factors during actual linguistic performance. Around 1970s, Habermas and Dell Hymes (as cited in Rickheit and Strohner, 2008) argued that Chomsky's concept of linguistic competence was not relevant for real-life communication. Habermas condemns that homsky's idea of idealized speaker-hearer is too narrow. He suggests to consider speech situation:

Above all, communicative competence relates to an ideal speech situation in the same way that linguistic competence relates to the abstract system of linguistic rules. The dialogue constitutive universals at the same time generate and describe the form of inter subjectivity which makes mutuality of understanding possible. Communicative competence is defined by the ideal speaker's mastery of the dialogue constitutive universals irrespective of the actual restrictions under empirical conditions. (As cited in Rickheit and Strohner, 2008, p.17).

Dell Hymes emphasizes that the knowledge of grammatical rules is not sufficient for speaking a language and for communicating. He stresses that the interlocutor's ability is needed to conduct a good communication. Hence, he introduced the notion of 'communicative competence'. The two most important criteria of communicative competence are effectiveness which is related to satisfaction, desired change, or creativity and appropriateness which indicates contextuality (Rickheit and Strohner, 2008). Wieman et al (1997, p.31 cited by Lesenciuc and Codreanu, 2012) state that competence is a matter of establishing a relationship between effectiveness and appropriateness and one's knowledge, motivation, and skills affect the perceived effectiveness and appropriateness, and ultimately influences other's judgment of competence. Meanwhile, Spitzberg and Cupach (1989 in Rickheit and Strohner, 2008, p.26) point out "effectiveness derives from control and is defined as successful goal achievement or task accomplishment". Effectiveness relates to the ability to achieve or to infer a speaker's meaning.

The other criterion of communicative competence is appropriateness. As it was already proposed by Dell Hymes, a competent communication should be judged as appropriate according to the social factors in a given situation. Combining effectiveness and appropriateness, Brian Spitzberg (2003, p. 98 in Rickheit and Strohner, 2008, p.27) concludes:

However, combining appropriateness and effectiveness provides a framework that most competence theorists accept as generally viable. Competence, according to the dual criteria of appropriateness and effectiveness, is the extent to which an interactant achieves preferred outcomes in a manner that upholds the emergent standards of legitimacy of those judging the interaction.

A classroom teacher is supposed to use language effectively and appropriately. Moreover, within a foreign language setting where exposure to the target language is limited to the classroom discourse, teacher's language is playing a significant role to determine the success of teaching and learning process. While English is used as the medium of communication, teacher's communicative competence in English is challenged. Cummins (1979, 1981 in Brown, 2000) introduced the notions of cognitive/academic language proficiency (CALP) and basic interpersonal communicative skills (BICS). ALP consists of linguistics knowledge and literacy skills required for academic work and focuses on form while BICS is more about communication skills needed for interpersonal context. Cummins modified his notion of CALP and BICS as context-reduced and context embedded. Good share of classroom, supportive classroom environment is context-reduced. Since the position of English in Indonesia is a foreign language, English is mainly taught in the classroom or context-reduced. In this way, teacher's English communicative competence is challenged.

Merrill Swain (1980) proposed four different components of communicative competence. Those components are grammatical competence which includes the knowledge of lexical items and rules of morphology, syntax, sentence-grammar semantics, and phonology; discourse competence which is the ability to connect sentences and to form meaning through a series of utterances; sociolinguistics competence which is the knowledge of the sociocultural rules of language and discourse; and strategic competence which is "the verbal and non-verbal communication strategies that may be called into action to compensate for breakdowns in communication due to performance variables or due to insufficient competence" (Canale and Swain, 1980, p.30).

In 1990s, Celce-Murcia et al, (1995) presented a syntactic model of functional relationship among the sociocultural, strategic, actional, linguistic and discourse competences.

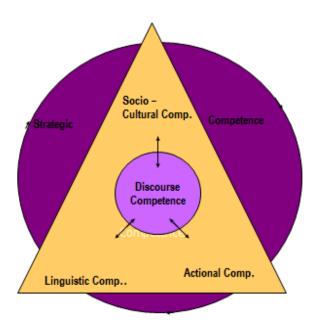


Figure 1. A schematic overview of the communicative competence (Celce-Murcia et al (1995)

Celce-Murcia et al represent the model of communicative competence as a pyramid by placing discourse competence in the center surrounded by sociocultural competence, linguistic competence and actional competence in the three points of triangle and strategic competence in the circle. In details, Celce-Murcia et al (1995, p.9) explain:

Thus our construct places the discourse component in a position where the lexico-grammatical building blocks, the actional organizing skills of communicative intent, and the sociocultural context come together and shape the discourse, which, in turn, *also* shapes each of the other three components. The circle surrounding the pyramid represents *strategic competence*, an everpresent, potentially usable inventory of skills that allows a strategically competent speaker to negotiate messages and resolve problems or to compensate for deficiencies in any of the other underlying competencies.

The model of communicative competence above is the development of previous communicative competence by Canale and Swain, Canale and Swain (1980), Canale (1983), and Celce-Murcia et al (1995).

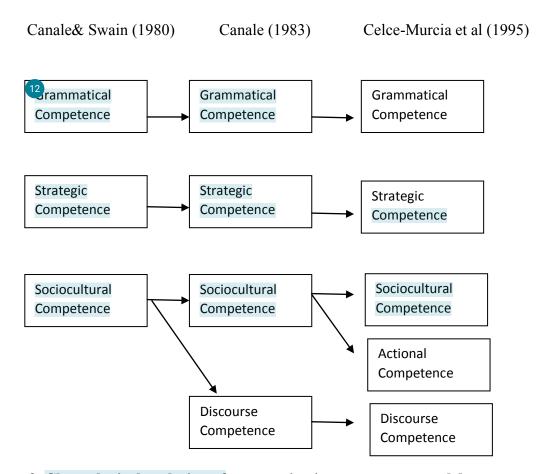


Figure 2. Chronological evolution of communicative competence model

In this model, Celce-Murcia adds actional competence which includes knowledge of language functions and language speech. It also puts discourse as the center of the competence. For a teacher, his or her communicative competence is shown by his or her ability to create, handle, and enhance classroom discourse. In their revised model, Celce-Murcia (2007) put formulaic competence as additional competence. She argues formulaic competence which consists of chunks used for everyday interaction is important to support the fluency of the speakers.

Enric Llurda (2000) underlines the term communicative language ability which refers to the development of communicative competence proposed by Chomsky. Llurda mentions that it was Bachman in 13990 who renamed communicative competence as communicative language ability. Communicative

language ability includes the language proficiency and communicative proficiency. By outlining these two concepts, we have two different concepts:

- Competence which refers to Chomskyan formulation of permanent knowledge possessed by all human beings
- Communicative language ability which is "applied to speakers' ability to use a given language, with a special emphasis on second language use" (Llurda, 2000, p.93). It is subdivided into two more components namely language proficiency and communicative proficiency.

Teachers of bilingual schools in Indonesia should have both language proficiency and communicative proficiency. Nevertheless, in reality, not both of them are given concerns. Mostly, language proficiency is given more focus. In fact, those teachers also need to improve their communicative proficiency. To do so, teachers need to be given opportunities to experience more real communicative interaction by living in English speaking countries. Besides, schools need to provide intensive professional training development to improve teachers' language proficiency as well as their communicative proficiency. However, many schools do not provide continuous trainings to improve teachers' communicative competence.

One of the reasons why schools do not provide continuous trainings to improve teachers' communicative competence is because the schools do not know exactly the level of teachers' communicative competence. This may happen because some of the schools, especially the private ones, offer the bilingual program as companion to the regular program and the teachers who teach at the bilingual program are some of those regular teachers who "can" speak English or those who teach other subjects in English. As it has been mentioned earlier, most of bilingual schools in Indonesia are partial bilingual programs in which some schools only teach some subjects in English. Teachers who have no experience in teaching with English are usually trained how to teach in English for certain period.

From the writer's interview with some teachers of bilingual schools in Semarang, the capital city of Central Java, the writer found that some of the teachers received short trainings of how to teach in English before the schools offer bilingual program. Therefore, those teachers are involved in the preparation of the program. While some others who join the established bilingual schools admit that they had to undergo several tests including micro teaching in English during the process of

recruitment. The kinds of test are varied such as TOEFL test, English interview, and translation test. Basically, the tests are to measure teachers' English proficiency but not really measure teachers' communicative competence. Once they have been accepted as teaching staff, assessment to the teachers' communicative competence are not really given priority. Mostly, the teachers are struggling to teach in English. Although some of them have received short training on how to teach in English, their English communicative competence is not sufficient enough to enhance classroom discourse.

### Assessment

Assessment practices are defined as a process of inquiry that integrates multiple sources of evidence, whether test-based or not, to support an interpretation, decision, or action (Moss et al, 2006 as cited by Freeman, Orzulak and Morrissey in Burn and Richard, 2009). Moss argues that assessment involves two main aspects namely questions or problems and evidence. The evidence is used to address questions or problems, to support interpretation, decision and action.

Educational institution needs to conduct assessment for teacher's teaching performance as teacher's performance is the reflection of his or her competence. The assessment will be useful to support decision and action needed for individual teacher professional development as well as the schools' continuous effort to improve the quality. There are three main kinds of assessment strategies which are commonly used to make decision about achievement and competency (Malloy and Uman, 2005). Those strategies are:

- a) Structured Response: A set of pre-selected responses to questions is provided for the test-takers. The test questions may take form as true-false questions, multiple choices, matching questions and similar other types of test questions.
- b) Constructed Response: Test takers are asked to answer questions to demonstrate mastery of content. This type of assessment needs raters or judges to make decisions about whether the answers of the test takers are correct. Test are scored using a rubric or a guidance. The test questions may take form of essay, short answer questions or fill in the blank questions.
- c) Performance Assessments: this type of assessment requires test takers to perform their skills to show or demonstrate the skills required by their

profession. The assessment uses a rubric that consists of the attributes and procedures for the success of skill demonstration. Examples of performance assessments include computer-based simulations, oral questioning and live skill demonstration.

Whatever assessment used, validity and reliability of the tests should be given importance. About validity and reliability of assessment, Malloy and Uman (2005) say,

Validity is the degree to which a test measures the knowledge and skills it is supposed to measure. It is particularly important that the questions on a test adequately represent the various performance domains that are required to be competent. Reliability is the degree to which the results from one assessment would be similar if the assessment were administered again (with no additional education or training). In other words, a test is reliable when you would receive nearly the same score if you retake the test. Communicative Competence Assessment should be designed as performance evaluation by considering the validity and reliability of the assessment tools.

## The Importance of Assessing Teachers' Communicative Competence

Considering the importance of knowing the level of teachers' communicative competence, it is worth to think of an instrument to assess teachers' communicative competence. The teachers' level of communicative competence will provide description of teachers' areas of strength and weaknesses. Referring to the concept of communicative competence by Celce-Murcia (1995, 2007), teachers need to know their revel of communicative competence in the areas of linguistics competence, strategic competence, socio-cultural competence, actional competence, formulaic competence, and discourse competence. Those aspects of communicative competence will support and improve their actual use of communicative teacher talk.

The results of communicative competence assessment will be beneficial for the teachers and institution in these following issues:

- The results of the assessment can be used as reference for the schools to map their human resources' strength and weaknesses
- The results of the assessment can be the starting point for schools to plan and design programs and trainings for teachers' professional development.

- Knowing accurately what the teachers need for their professional development will maximize the achievement.
- Further, the teachers' professional development is a means to maintain the quality of the schools.

### Conclusion

Teachers' communicative competence is very crucial in bilingual schools in Indonesia. It is due to the fact that English takes role as a foreign language in this country. Mostly, parents and students rely much on teachers as the target language role model. Therefore, schools need to give concern on teachers' communicative competence which is reflected through the communicative teacher talk. A continuous assessment to teachers' communicative competence needs to be conducted regularly. The results of the assessment is not only useful for quality insurance but it is also useful to plan and design programs or training for teachers' professional development, especially teachers of bilingual schools under this study.

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