Support for Mother Tongue Based, Multilingual Education (MTB-MLE) for Schools in Rural and Remote Areas of Papua

THE EDUCATION SECTOR ANALYTICAL AND CAPACITY DEVELOPMENT PARTNERSHIP (ACDP)
Support for Mother Tongue Based, Multilingual Education (MTB-MLE) for Schools in Rural and Remote Areas of Papua

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Mother Tongue Based Multilingual Education in Papua
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In the end MTB-MLE is intended to make a difference in the lives of rural and remote children, and we’re grateful we received solid support from Mr. Chris Soheil, Mr. Aletinus Yigibalom, and Mr. Iten Wenda.

My own staff worked long and hard, sometimes spending extra time in the field, working long hours after all the administrative staff had left, to ensure we could meet the deadlines that were often very fluid. I want to thank you for your hard work. A specific thank you goes to Dr. Steven Walter who helped us analyze some of the statistical data.

However, in the end, it is the research team that takes responsibility for all the activities in this report and all successes and shortcomings are in no way the fault of any of the organizations with whom we had the privilege of working.

Feb. 2016

Research Team

Trans Intra Asia
SIL

Mother Tongue Based Multilingual Education in Papua
### List of Abbreviations:

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>ACDP</td>
<td>Analytical and Capacity Development Partnership</td>
</tr>
<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
</tr>
<tr>
<td>ASEAN</td>
<td>Association of Southeast Asian Nations</td>
</tr>
<tr>
<td>BAPPEDA</td>
<td>Badan Perencanaan Pembangunan Daerah</td>
</tr>
<tr>
<td>COM</td>
<td>Communication Specialist</td>
</tr>
<tr>
<td>EGRA</td>
<td>Early Grade Reading Assessment</td>
</tr>
<tr>
<td>FKIP</td>
<td>Fakultas Keguruan Ilmu Pendidikan – Faculty of Education and Teaching</td>
</tr>
<tr>
<td>GIDI</td>
<td>Gereja Injili di Indonesia</td>
</tr>
<tr>
<td>GKI</td>
<td>Gereja Kristin Indonesia</td>
</tr>
<tr>
<td>ICT</td>
<td>Information Communication and Technology</td>
</tr>
<tr>
<td>IPPM</td>
<td>Institut Pengembangan dan Pemberdayaan Masyarakat</td>
</tr>
<tr>
<td>KPG</td>
<td>Kolese Pendidikan Guru (Papuan Teacher College)</td>
</tr>
<tr>
<td>KAMA</td>
<td>Kristen and Missionary Alliance</td>
</tr>
<tr>
<td>LCP</td>
<td>Language Community Planning Specialist</td>
</tr>
<tr>
<td>Lol</td>
<td>Language of Instruction</td>
</tr>
<tr>
<td>LWC</td>
<td>Language of Wider Communication</td>
</tr>
<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
</tr>
<tr>
<td>MOEC</td>
<td>Ministry of Education and Culture</td>
</tr>
<tr>
<td>MTB-MLE</td>
<td>Mother Tongue based Multilingual Education</td>
</tr>
<tr>
<td>NGO</td>
<td>Non Government Organization</td>
</tr>
<tr>
<td>P&amp;K</td>
<td>Pendidikan dan Kebudayaan (Education and Culture)</td>
</tr>
<tr>
<td>PAUD</td>
<td>Pendidikan Anak Usia Dini (preschool)</td>
</tr>
<tr>
<td>RENSTRA</td>
<td>Rencana Stragegis</td>
</tr>
<tr>
<td>RENJA</td>
<td>Rencana Kerja</td>
</tr>
<tr>
<td>SEAMEO</td>
<td>South East Asian Ministers of Education Organization</td>
</tr>
<tr>
<td>SIL</td>
<td>Summer Institute of Linguistics</td>
</tr>
<tr>
<td>SWOT</td>
<td>Strengths, Weaknesses, Opportunities and Threats</td>
</tr>
<tr>
<td>TA</td>
<td>Technical Assistance</td>
</tr>
<tr>
<td>TL/LS</td>
<td>Team Leaders/Linguistic Research Specialist</td>
</tr>
<tr>
<td>ToR</td>
<td>Terms of Reference</td>
</tr>
<tr>
<td>UNCEN</td>
<td>State University of Cenderawasih</td>
</tr>
<tr>
<td>UNIPA</td>
<td>State University of Papua</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>WWI</td>
<td>Wahana Visi Indonesia</td>
</tr>
<tr>
<td>YKW</td>
<td>Yayasan Kristen Wamena</td>
</tr>
<tr>
<td>YMP3</td>
<td>Yayasan Misi Penginjilan Pemuridan Papua</td>
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<tr>
<td>SSME</td>
<td>Snapshot of School Management Effectiveness</td>
</tr>
</tbody>
</table>
Executive Summary

Understanding the Context

The state of rural and remote education in Papua faces many challenges but the government has boldly committed itself to understanding the problems and re-visioned some of its programs to address the challenge. Facing difficult terrain, poor infrastructure, hundreds of language groups, many of whom are but a generation removed from the stone-age, are just some of the challenges faced by educational planners in Papua. One of the educational options being explored by the government is a mother tongue based multilingual education (MTB-MLE) approach for rural and remote communities whose children speak little or no Indonesian. It is this option that has encompassed the activities described in this report, and which frames the action research driving the ongoing implementation strategy in the Lani MTB-MLE Pilot Project.

MTB-MLE has been used for adult education by NGO’s (GIDI, SIL, WVI, KAMA, GKI) working in Papua for years. These NGOs saw that MTB-MLE was a quick and effective means to training adults how to read. However, the Ministry of Education and Culture (MOEC) in Papua only began considering mother tongue based multilingual education (MTB-MLE) as a serious educational option for remote and rural schools in 2013. This occurred after the Analytical and Capacity Development Program (ACDP) MTB-MLE research was presented at a conference in 2013 in Jayapura. The research encapsulated in this report was launched at the conclusion of this Rural and Remote Education Conference in Jayapura in 2013.

Purpose of the Study

Looking back at the Inception Report we find the following statements which form the framework of objectives that have guided this research:

1. “The purpose of this study is to provide technical support to the government of Papua by designing a pilot program in MTB-MLE for rural and remote communities in Papua.”
2. “The intended scope of the study is to provide evidenced based research to the Papua government as they evaluate language policy within their educational framework.”
3. “The limitations of this study are ... the Lani people in the highlands of Papua... within sampled PAUD and SD schools in the kabupaten of Lanny Jaya for instruction of MLB-MLE in the Lani language ... in the Gerbang Mas (schools).”
4. “It is ... anticipated that the implementation of the pilot project will begin in the 2016-2017 school year.”

The above statements have been used to form the bedrock for the rest of this report.

Methodology

In order to actualize the above mentioned objectives, a series of qualitative and quantitative research methodologies were necessary.
<table>
<thead>
<tr>
<th>Research Objective</th>
<th>Research Methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establish a baseline of reading ability among elementary school children in Lanny Jaya</td>
<td>Reading survey among a random sample of 2/3 grade children in Lanny Jaya using the Early Grade Reading Assessment (EGRA)</td>
</tr>
<tr>
<td>Establish a baseline of language use and vitality in rural and remote schools in Lanny Jaya</td>
<td>Sociolinguistic Survey among a random sample of 2/3 grade children in Lanny Jaya</td>
</tr>
<tr>
<td>School Needs Evaluation</td>
<td>SSME survey among a random sample of schools in Lanny Jaya.</td>
</tr>
<tr>
<td>Capacity needs analysis among Teacher Colleges (KPG) for revitalization and MTB-MLE development</td>
<td>Focus group discussions with KPG and UNCEN Faculty and Papuan MOEC</td>
</tr>
<tr>
<td>Review of MTB-MLE draft Lani curriculum</td>
<td>Qualitative discussions with (a) teachers in the local Lani community, (b) linguists, (c) experts in curriculum development as they reviewed the curriculum.</td>
</tr>
<tr>
<td>Map schools and languages in rural and remote locations to ensure the government understands which schools use which languages</td>
<td>Map school, political and language coordinates by correlating data supplied by the Department of Statistics, MOEC and SIL</td>
</tr>
</tbody>
</table>

Table 1: Research Methodologies

Since this project was not strictly a research project, several other activities/technologies were used to attain all the expectations in the TOR including: a) computers and GPS for the development of schooling and language maps; b) teacher training workshops; c) study tours and d) MTB-MLE workshops.

Results

Survey Results

The immediate question driving this project regards language use and which languages children find difficult in Lanny Jaya. The graph below is but one of many such indicators ([See Framework for Monitoring and Evaluating the Mother Tongue Based Multilingual Education Program in Lanny Jaya, Papua](https://www.acdp.org.id/publications/fmme-lj.pdf)) supporting the government’s decision to experiment in MTB-MLE.

Research has also proven that in areas where non-Lani teachers are predominant, students are twice as
likely to be forbidden from using their mother tongue on the school grounds. They are also twice as likely to be beaten for using their mother tongue.

If we compare reading ability (on the EGRA test) of Lanny children to their peers in Indonesia we find they score about 80% less than the national average. If we limit our comparison to the less robust educational system in Eastern Indonesia they still score about 60% below their elementary school peers.

The rates of progress of Lani children observed between grades 2 and 3 suggest that the rate of skill development in literacy will not reach national grade 2 norms until grade 4 or 5 (closer to 5 than 4). From an educational perspective, it is easy to conclude that present methods and strategies of educational delivery are not well matched to the cultural, linguistic, and maybe even geographic characteristics of the area.

Kolese Pendidikan Guru (KPG) Revitalization (Papuan Teacher Colleges)

Based on observations, focus group discussions and follow up visits, the primary impediment to the revitalization of the Teacher Colleges is the need for structural change. If the KPGs are going to train teachers for rural and remote areas they need to have greater control over their curriculum and how to structure their S1 degrees to meet minimum national teacher service standards. Some of the options for structural changes needing to be considered include the following possibilities:

- Have each KPG become an independent institution
- Form an umbrella organization under which the KPGs will function as one institution offering S1 degrees in elementary and preschool education
- Give the KPGs a higher level representation at UNCEN (i.e. separate Dean), to ensure their voice is heard
- Combination of the above suggestions

Those KPGs who work in areas where there are many children who speak poor or no Indonesian were very enthusiastic in pursuing MTB-MLE preparation for their teachers. However, they felt hamstrung by their inability to exercise curricular control (presently controlled by UNCEN). If the KPGs are to therefore be revitalized, the following points need to be considered:

1. Development of MTB-MLE Master Trainers at each KPG.
2. Inclusion of at least one course in MTB-MLE in the curriculum with the possibility of a course in Second Language Acquisition.
3. The development of a 1 year MTB-MLE Teacher Assistant Program (D1) meant to prepare SMA graduates from rural and remote areas to function as bridge teachers in MTB-MLE programs (Bridging from Indonesian to the local language if the teacher does not understand the local language).
4. Expansion of the KPGs course offerings to include teacher preparation for preschool and kindergarten.
5. Clarifying the reporting and financial support mechanism needed to support KPG Sorong (campus and program ownership and responsibility).
6. Developing a mechanism for KPG faculty, who possess the necessary qualifications, to be recognized as faculty of higher education by the national government.
7. Continue upgrading the credentials of KPG faculty within a phased staff development plan; possibly through distance learning through Universitas Terbuka in conjunction with UNCEN.
8. Phasing out the SM3T program and ensure Papuan teachers receive the same kind of contracts enjoyed by SM3T personnel. If the program is not phased out, then those non-
Papuan teachers placed in rural and remote settings need to attend an intercultural communication course.

9. Allow each KPG to negotiate its own quota of student enrolment with the provincial government and without UNCEN interference.

10. Include a summative final exam for all potential teacher education graduates that will evaluate all basic skills needed (minimally to include reading, writing and mathematics skills) since many present teachers in rural and remote settings in Lanny Jaya presently only function at a 3rd grade level.

11. Provide greater provincial financial support to:
   a. Ensure faculty can travel to remote and rural schools to evaluate their student teachers.
   b. Add upgrading classes for under-performing students from remote and rural schools.
   c. Upgrade computer labs, libraries.
   d. Development of a Master Degree in MTB-MLE accredited by DIKTI at UNCEN.

**Strengthening the Foundation of MTB-MLE:**

As government officials, university professors and midlevel education administrators were engaged in focus group discussions, workshops and study tours, certain themes emerged that need to be taken into consideration if strong foundations for MTB-MLE are to be laid in Papua.

<table>
<thead>
<tr>
<th>Need</th>
<th>Possible Party Responsible</th>
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<tbody>
<tr>
<td>Develop MLE Programme Consultants</td>
<td>UNCEN</td>
</tr>
<tr>
<td>Create MTB-MLE Curriculum and teaching material (books, teacher guides, educational aids etc.)</td>
<td>UNCEN and NGO’s with specialization in this MTB-MLE</td>
</tr>
<tr>
<td>MTB-MLE Awareness Raising</td>
<td>MOEC Papua</td>
</tr>
<tr>
<td>Ongoing field research to monitor and evaluate MTB-MLE in Papua</td>
<td>UNCEN, KPG</td>
</tr>
<tr>
<td>Development of more effective Komite Sekolabs to hold schools and principals accountable and increase community ownership of schools</td>
<td>MOEC Papua; NGO’s with strong community development experience (Like WVI, SIL, YMP3)</td>
</tr>
<tr>
<td>Leadership in coordinating all departments having a role in the development of MTB-MLE in Papua</td>
<td>Papuan MOEC – Specifically the subunit of Sastra in the Kebudayaan Department</td>
</tr>
<tr>
<td>Increasing time-on-task in rural and remote classrooms (beyond 2 hrs/ day)</td>
<td>Educational supervisor at the kabupaten level</td>
</tr>
<tr>
<td>On-going professional development for MTB-MLE classroom teachers at the PAUD and elementary school level</td>
<td>Kabupaten Level Education officials working in conjunction with the Papuan MOEC, UNCEN, KPG and other NGOs with expertise in MTB-MLE</td>
</tr>
</tbody>
</table>

Table 2: Responsibilities for Strengthening MTB-MLE Foundations

**Communication Strategy**

The communication strategy integrated into this project attempted to ensure that accurate data was disseminated to the public regarding the role MTB-MLE could play in helping raise reading and writing scores of rural and remote children. The multipronged approach integrated personal contact, seminars, conferences, study tours, workshops, as well as the traditional media (newspapers, internet, twitter, radio and television). The final review found that at least 28 different media outlets have chosen to broadcast the findings of this project to their audiences and support from all levels of government has been well received.
MTB-MLE Pilot Program Development in Lanny Jaya

Choosing the MTB-MLE Pilot Site

The MTB-MLE Conference in Jayapura in 2013 identified the language group where the MTB-MLE project would be tested – the Lani in Lanny Jaya. The process of narrowing down the school population to a specific MTB-MLE Pilot sample began during the language and reading survey (see Survey above). This helped the team identify specific school locations that would be appropriate for the MTB-MLE experiment while meeting the conditions of the research.

The sample needed to be rural, isolated, have strong mother tongue language vitality, be open to MTB-MLE and be easily accessible for researchers from UNCEN and the KPGs. By compiling all the above mentioned factors, two kecamatan were chosen that met all the above criteria: Kecamatan Kuyawage and Kecamatan Balingga. It was decided that the preschool and elementary schools of Kecamatan Kuyawage would form the basis of the experimental sample and the schools in Kecamatan Balingga would function as the control group.

Developing the Monitoring and Evaluation Framework to Measure MTB-MLE in Lanny Jaya

The baseline from which this experiment will measure the efficacy of MTB-MLE amongst the Lani is the EGRA test (see Framework document). However, ongoing monitoring and evaluation criteria for teachers and students have been integrated into the curriculum in order to guide both professional development and measure the ease/difficulty that MTB-MLE programs present to practitioners. A Handbook for School Committee Development (Komunitas Adat Berbicara) has also been written to guide community facilitators working with communities in defining local school standards and nurturing academic excellence/support for their community school. This therefore means that some of the monitoring and evaluation framework differs between communities since it is community generated.

It is expected that UNCEN and other NGOs will be active as evaluators and monitors as the program evolves. Eventually, after possibly 4 years, another EGRA test will be given to establish a summative evaluation of the efficacy of MTB-MLE amongst the Lani.
Curriculum Development

Success for MTB-MLE demands a strong foundation be laid before the children enter the classroom. The language needs to be analyzed, a written form needs to be developed, curriculum needs to be drafted, checked for readability and educational excellence, teachers need to be trained and the community needs to support the idea behind MTB-MLE. This is monumental task.

This project is well on its way to achieving all the above mentioned elements. Initially, Lani linguistic material was reviewed and linguistic experts in the Lani language were consulted. Lani writers and translators were engaged, trained, and began working together with curriculum development experts to create books, teacher guides and educational aids that embodied the curriculum outcomes developed by the national government. This curriculum was tested in the field for readability and reviewed in the light of national curricular standards during workshops that included government officials and university faculty.

At the present, the preschool, kindergarten and first grade curriculum, student books, teacher guides and educational aids have been finished. The government will be responsible for finishing the second grade curriculum in the coming year.

Teacher Training

Once the above steps were completed, Lani teachers were trained in several four day workshop to implement the curriculum. After the workshop, the curriculum experts followed them to their schools, observed and documented their strengths and weaknesses in using the curriculum. Through the monitoring and evaluation process certain changes were made to the curriculum to adapt it more closely to the abilities of the teachers.

Support for MTB-MLE

The original TOR anticipated different government departments and educational institutions would need certain specific kinds of support and education if MTB-MLE was to be assessed from an informed perspective. The following tables explain the kinds of support delivered through this project to accomplish the ToR’s objectives.

<table>
<thead>
<tr>
<th>Support Provided</th>
<th>Beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational Study Tours (Thailand/Ambon) and UNESCO MTB-MLE Conference</td>
<td>Selected participants from the Papuan MOEC, UNCEN, and KPGs</td>
</tr>
<tr>
<td>MTB-MLE Workshops discussing the theory, practice and data analyses behind MTB-MLE</td>
<td>Education and planning officials from 17 Kabupatens</td>
</tr>
<tr>
<td>Language and Schooling Maps</td>
<td>Made available to each kabupaten and the Papuan MOEC</td>
</tr>
<tr>
<td>How to conduct language survey (Workshop and Field Practicum)</td>
<td>Selected participants from the Papuan MOEC, UNCEN, and KPGs</td>
</tr>
<tr>
<td>How to conduct an EGRA survey (Workshop and Field Practicum)</td>
<td>Selected participants from the Papuan MOEC, UNCEN, and KPGs</td>
</tr>
</tbody>
</table>
Emerging Policy Option

The policy options mentioned below emerged during discussions, workshops and focus group meetings. They have been rated below in terms of Impact (1 = low; 10 = high) and Political and Financial Difficulty (10 = low difficulty; 1 = high difficulty). The intent of the rating system is to formulate a total score that helps identify options that are high in impact and low in difficulty.

<table>
<thead>
<tr>
<th>Policy Options</th>
<th>Impact</th>
<th>Political &amp; Financial Difficulty</th>
<th>Total Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quickly Expand MTB-MLE to other Languages at UNCEN</td>
<td>10</td>
<td>2</td>
<td>12</td>
</tr>
<tr>
<td>Work with NGOs to expand MTB-MLE</td>
<td>10</td>
<td>7</td>
<td>17</td>
</tr>
<tr>
<td>Integrate HIMPAUDNI for Professional Development in Rural and Remote Schools</td>
<td>8</td>
<td>5</td>
<td>15</td>
</tr>
<tr>
<td>Increase School Hours in rural and remote schools</td>
<td>4</td>
<td>10</td>
<td>14</td>
</tr>
<tr>
<td>Ensure effective planning takes place between all departments related to MTB-MLE (Elementary Ed.; Pusat Bahasa, Curriculum Development etc.)</td>
<td>10</td>
<td>8</td>
<td>18</td>
</tr>
<tr>
<td>Focus the elementary school curriculum on four main subjects (reading writing, mathematics and social studies)</td>
<td>8</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Develop a MTB-MLE Department in Lanny Jaya</td>
<td>10</td>
<td>8</td>
<td>18</td>
</tr>
<tr>
<td>Develop a M.A. in Rural and Remote Education at UNCEN.</td>
<td>8</td>
<td>3</td>
<td>11</td>
</tr>
<tr>
<td>Add a MTB-MLE course in the KPG curriculum</td>
<td>4</td>
<td>8</td>
<td>12</td>
</tr>
<tr>
<td>Add a MTB-MLE course at YKW</td>
<td>10</td>
<td>8</td>
<td>18</td>
</tr>
<tr>
<td>Drop paychecks off in the village along with food staples for teachers</td>
<td>10</td>
<td>7</td>
<td>17</td>
</tr>
</tbody>
</table>
Next Steps

In order to ensure continued synergy is developed among UNCEN, the KPGs and the MOEC in the field of MTB-MLE, Kuyawage has been recognized as a field site in which all these institutions can experiment and collaborate in both training and research. The needed synergy to carry MTB-MLE into the future will only emerge if all the parties set aside resources so that their own institutional players can get to the field and engage with the MTB-MLE community. It is this experimentation together in the field that will give the MOEC, UNCEN and the KPGs the needed data to continue to sharpen its approach in rural and remote schooling while simultaneously gaining field experience in MTB-MLE.

This project has become a program supported by the government and the newly developed Sub-Department of Letters within the MOEC will be the driving force for future development. It is also expected that the government will seek out other international organizations to work alongside this new endeavor as together they expand the existing educational paradigm to make it more friendly for rural and remote children. Some of the concrete next steps include the following:

1. Finish 2nd grade curriculum
2. Train teachers in the use of the 2nd grade curriculum
3. Work with Kabupaten Lanny Jaya and the provincial government to streamline funding procedures for possible expansion
4. Expand training for Elementary School Teachers and Trainers in MTB-MLE
5. Nurture strong Komite Sekolah’s to support and monitor the schools
6. Monitor teacher ability and curricular effectiveness
7. Provide regular training for each new month of curriculum. Ensure representatives from different teachers colleges are integrated into this regular monthly cycle.
8. Meet monthly with the Komite Sekolah and compile data on teacher absenteeism, student attendance, teacher needs etc.
9. Evaluate data and look for trends
10. Provide trends to appropriate government departments
I. Introduction

It is easy to lose sight of ultimate aims when involved in the field of education. Teacher colleges, universities, administrative systems, funding and curriculum development all have the potential of grabbing people’s primary attention at the expense of our ultimate aim. And while all these concerns are important, they are only important to the degree that they support our primary clients: our children.

What you have in your hands is the story of how a team of educators, working with the Indonesian government, attempted to flush out and implement an educational plan meant to help rural and remote Lani children in an isolated Papuan valley. The driving paradigm was that by respecting the culture and language of the Lani children, an educational program could be implemented that would not only be better than the existing model, but that would avoid asking the Lani people to sacrifice their culture and language for the benefit of learning to read and write.

The children in this report live in one of the highest inhabitable valleys in Indonesia (9000 feet) where temperatures can drop to freezing. They attend school barefoot, subsist on a primary diet of potatoes and cabbage, live in huts devoid of windows and where a smoky central fire provides the necessary warmth. During the scope of this 18 month study the community had their crops destroyed by frost and 12 months later many of their gardens were flooded by the Baliem River that snakes its way through the valley. These natural catastrophes exacerbated the poor nutrition among the children, which in turn affected cognitive development.

Roads, cars, motorcycles and motorized boats are absent. The only electricity in the valley comes from a few small solar panels perched among the huts and which provide some necessary light in the dark, smoky huts. Communication is limited to walkie-talkies that connect pastors within the 13 mile valley and there is one shortwave radio meant to ensure communication between bush planes and the grass airstrip that connect the valley to the outside world. To get to the nearest town one has to hike over a mountain ridge and depending on where you live in the valley, the trip can easily take two days.

Historically the people have been at odds with the Indonesian government over political independence and this has affected development in the area. Footpaths are the only connectors between communities and the influence of the Indonesian legal system is largely absent. This in turn affects the ability of the government to monitor the effectiveness of their educational system, resulting in derelict school buildings, chronic teacher absenteeism, and the abuse of school funds.

The Genesis of the Study

This report tracks the activities needed to develop a Mother Tongue Based Multilingual Education (MTB-MLE) program. It took longer than expected since the government revised its MTB-MLE policy from beginning in elementary school to preschool. This mandated a large new effort in curriculum development and teacher training.

The components of implementing a policy shift towards MTB-MLE in rural and remote regions is like a spider’s web: it spreads out in multiple directions and affects multiple domains:
a. Teacher training at the college and university level training meant to prepare teachers for rural and remote areas
b. Curriculum Development that included multiple languages
c. Teacher evaluations
d. Development of teaching resources (Books, teacher guides, educational aids, evaluation mechanisms)
e. Educational administration at the provincial and regency level necessary to support MTB-MLE
f. Classroom teachers and how they taught
g. The languages children could use to participate in the classroom

To accomplish such an immense task demanded smooth relationship between the working partners (ACDP, MOEC and SIL). As the partners worked together, each contributed to the project to ensure a seamless working relationship developed that grew past the confines of this project proposal and touched on multiple other domains (strategic planning, budgeting, infrastructure development etc.). Workshops were held outside of the ACDP umbrella that tested and introduced MTB-MLE ideas to new constituencies and the MOEC made the partners privy to some of the inner workings of educational decision-making in Papua.

Since MTB-MLE has become a collaborative effort in Papua and since it has become broader than the confines of the ACDP MTB-MLE proposal, some of the collaborative activities will be mentioned in this report if they dovetailed in meeting ACDP – 023 objectives. The primary activities that have gone beyond the parameters of this proposal have been in the testing/training of the curricular materials and the development of strategic plans. The government has been gracious in providing funding so that the curriculum materials could be field tested through workshops in areas where the teacher colleges were active in implementing MTB-MLE.

The final phase of this project was both frustrating and exhilarating. Exhilarating as we began to see both children and teachers learn to read; frustrating as we slammed into the wall of chronic teacher absenteeism that plagues the highlands of Papua. Exhilarating as we saw the empowerment of the local people through the Komite Sekolahs produce tangible results -- here previously schools lay dormant young children are once again sitting under the tutelage of teachers. Another very positive development was the government’s commitment to enlarge MTB-MLE to five other languages, sponsoring a computerized adaptation workshop.

The team not only had seminars on how to function as a Komite Sekolah, but mentored the Komite Sekolahs to take responsibility for the chronic teacher absenteeism problem that was not being addressed by the Kabupaten government. Time was set aside to show members how to write formal letters to the government; stamps were made in the city and brought to the remote areas to ensure the government regarded these letters as legitimate.

Upon further inspection, schools were so dysfunctional that some had weeds growing in them from having been unused for years (some laid idle for 16 years). When the dismal condition of the infrastructure was brought to the attention of the kabupaten and provincial government by the Komite Sekolahs, the team was asked to make a holistic strategic plan to address the educational concerns in the Kuyawage Valley.

This mandated the development of a strategic plan that included collecting population data, strategically identifying places where schools needed to be built, identifying which teachers were
absent, working with remote and rural communities to identify and donate land to the government for buildings, and working with architects to design facilities appropriate for cooler climates.

It should therefore be understood that the ACDP-023 research mandate to uncover principles and methods for making remote and rural education a success launched the research team into weeks of unanticipated work because of absentee teachers and a dysfunctional infrastructure. This extra work however should not be seen as a waste of research energy. What was uncovered, and the attempts to address the problems have led to another publication, Pedoman Pendidikan Lembah Kuyawage, Lanny Jaya, which can be used by other rural and remote communities looking for a model that addresses the complexity of a failing educational infrastructure in remote and rural schools in many Indonesian communities.

Besides the extra challenges that arose due to absentee teachers, one of the contributing factors leading to frustration occurred during the data collection for the baseline, control survey. The survey team was herded into a hut in a remote village and threatened with the confiscation of their tablets and cameras by an angry group of villagers who were frustrated with their non-functioning schools and chronic teacher absenteeism. After being verbally assailed for several hours and threatened with bodily harm (including death) they were released but felt it was unsafe to continue collecting baseline data in Balingga Kecamatan. The above experiences were not anticipated when the research team agreed to engage in ACDP-023 and will not be extensively mentioned in this report but crucial components in any effort to address the challenges in developing quality remote and rural schools need to factor in the frustrations of many of these remote communities.

II. Why Mother Tongue Education in Papua?

There have been extensive discussions about the introduction of mother tongue based multilingual education (MTB-MLE) programs in Papua as one of the possible antidotes to the poor academic performance among rural and remote elementary school children in the province. Recent research by the Analytical and Capacity Building Program (ACDP) in Indonesia compiled and analyzed multiple factors affecting school performance among Papuan rural and remote school children\(^2\), and suggested a paradigm shift in educating children in isolated communities which included a pilot project in mother tongue based multilingual education.

The primary drivers uncovered in the previous research and addressed in this project include the following:

1. Design and assist the government by starting a pilot MTB-MLE Papuan Research Program.
2. Build capacity in the newly established Sub-division of Culture and Language in the Provincial Office of Education and Culture concerning issues of MTB-MLE.
3. Build the capacity of the Dept. of Education Office in Kabupaten Lanny Jaya

4. Provide technical and capacity development support to the provincial and district offices of Education and Culture in order to integrate the language community and school mapping process and findings within the education planning system.

5. Provide technical support and capacity development to Cenderawasih State University (UNCEN) Faculty of Education and Teaching (FKIP/LPTK) in their “FKIP Revitalization” program, the LPTK in Wamena, as well as in the four teacher training colleges (KPGs) to incorporate MTB-MLE.

6. Provide organizational/ logistical and technical support to ACDP in the dissemination of Strategic Planning Study (produced under ACDP 039).

The above drivers were discussed at a workshop hosted by ACDP in October 2014, which included key government personnel in education, strategic planning, budgeting, UNCEN and interior affairs. It was decided at that time to adopt all the drivers mentioned above in ACDP 023 TOR.

It should be noted at the outset, that this research builds on the ACDP published Rural and Remote Area Education Strategic Planning Study for Tanah Papua. What will therefore follow in this section are the changes that have developed since the aforementioned ACDP 039 publication and which have affected ACDP 023.

MTB-MLE Policy Decisions by the Papuan Provincial Department of Education and Culture

Certain policy decisions made by the Provincial Office of Education and Culture of Papua since the original TOR was submitted have impacted the decisions undergirding the research and work plan of ACDP – 023. The previous research conducted through ACDP 039 focused on identifying strategies for improving student learning outcomes, particularly the literacy and numeracy scores among rural and remote children. The research proposed that the government consider developing a multilingual education policy for the early grades of elementary school. After much discussion and deliberation, a decision was made by the government to begin education in the mother tongue beginning in preschool, continuing on through first grade, with a transitional component to Indonesian in 2nd grade, and moving towards a final goal of seeing third grade students take the standardized Indonesian reading test.

This development and clarification of educational policy by the Papuan government, and the most recent directive by Dinas Pendidikan dan Kebudayaan Provinsi Papua, steered ACDP 023 in the above mentioned direction. Originally this meant developing model curriculum for the Pilot MTB-MLE Programme for Elementary Schools, but now expanding to include curriculum development and teacher training for the Government’s programme for mother tongue instruction in the early childhood centers (PAUD) to be initiated in the government’s Gerbang Mas program.

The government of Papua also requested ACDP 023 to be participants, along with several other NGO’s in working within their “Gerbang Mas” experimental program. The program has identified certain poor, isolated communities in which the government is encouraging interventions with the intention of improving the educational, economic and health standards within those communities through an integrated community development model. As a result, ACDP – 023 is working in the Lani Jaya Regency in the Lani language group among the Gerbang Mas schools.
Creation of a subdivision for local language literature within the Provincial Department of Education and Culture

Following the ACDP-sponsored conference on Mother Tongue/Local Languages\(^3\) the government of Papua considered including the idea of multilingual education in its policy and they decided to open a “Sastra Daerah” or “MTB-MLE” subdivision within the Office of Education and Culture, Papua. This sub-division is forming its own identity, mission and purpose, as it comes to grips with promoting not just books about Papuan cultural practices in Indonesia, but actually publish MTB-MLE curriculum in the languages of Papua as well as engage in MTB-MLE strategic planning. This Sub-division has been the primary foci of the capacity and needs analysis for this project.

Government Initiatives affecting the pilot program in MTB-MLE

The government has been insistent that ACDP - 023 follow its emerging MTB-MLE policy, which implies that curricular and educational outputs need to begin with preschool and kindergarten curriculum. However, this represents a variation in the mandate of the existing TOR, so it was decided to expand the scope of the TOR to keep in line with the government’s directives by providing an example of an MTB-MLE curriculum for preschool, kindergarten, and grade 1, with the understanding that in subsequent years the Papuan Ministry of Education and Culture will work to develop the rest of the preschool – grade 2 curriculum.

RPJMN and RENSTRA 2015 - 2019

The Rencana Pembangunan Jangka Menengah Nasional (National Medium Term Development Plan of Indonesia) for 2015-2019 has committed itself to ensuring children who live in remote and rural areas can be taught in the mother tongue until the 3rd grade.\(^4\) This change reinforces the recommendation of previous research (ACDP 039), and has provided the broad structure into which this program now operates. It also sets the parameters for how the roadmap for MTB-MLE in Papua is defined, while still allowing for some flexibility in how it is applied in specific communities (begin in preschool, kindergarten, 1st grade, etc.). The Papuan government has also recognized the unique needs of remote and rural schools in their most recent RENSTRA.

Purpose, Scope and Limitations of the Study

An over-riding purpose of ACDP - 023 is to provide technical support to the government of Papua by designing a pilot program in MTB-MLE for rural and remote communities in Papua. The null hypothesis to be disproved in this research is that mother tongue based multilingual education makes no difference in the educational outcomes of Lani children living in remote and rural areas of Lanny Jaya. While the project will be limited to designing the study, the actual implementation of the MTB-MLE pilot project to its completion will be the responsibility of the Papuan Government.

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3 SEAMEO-QITEP-ACDP Sponsored Conference, Use of Mother-Tongue/Local Language to Improve Elementary Students’ Competence 23-26 September, Jakarta, 2014.

The intended scope of the study is to provide evidenced based research to the Papuan government as they evaluate language policy within their educational framework. Ultimately the emerging language policies of Papua need to be rooted in robust research, which this project has supplied (See Framework for Monitoring and Evaluating the Mother Tongue Based Multilingual Education Program in Lanny Jaya, Papua).

The limitations of this study, in a technical sense, are limited to the Lani people in the highlands of Papua. However, many of the 100 language groups considered rural and remote and identified in previous research as being potential candidates to be included in MTB-MLE programs, are located in the same geographical areas of Papua where this study will take place. The scope and approach of this research can therefore potentially impact at least 100 of the 275 language groups in Papua.

**MTB-MLE Activities**

Changing an educational paradigm is not easy and this includes the change to including MTB-MLE as an optional approach in Papuan schools. Extensive training of government personnel, advocacy among decision makers, teacher training, curriculum development and evaluative tools needed to be developed and disseminated to multiple stakeholders to effectively prepare the ground for change in educational approach. The below chart includes the activities that were salient in launching MTB-MLE in the province of Papua.

<table>
<thead>
<tr>
<th>No</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Conducted a needs analysis of their capacity, organizational structures and facilities of MOEC in Papua as it relates to supporting MTB-MLE in the province</td>
</tr>
<tr>
<td>2</td>
<td>Trained government, university and teacher college personnel in how to conduct an EGRA survey</td>
</tr>
<tr>
<td>3</td>
<td>Developed a framework for Monitoring and Evaluating MTB-MLE in Lani</td>
</tr>
<tr>
<td>4</td>
<td>Developed Papuan Language Map</td>
</tr>
<tr>
<td>5</td>
<td>Developed Papuan Language Vitality Map</td>
</tr>
<tr>
<td>6</td>
<td>Developed maps for 17 Kabupaten that identified their languages and school locations</td>
</tr>
<tr>
<td>7</td>
<td>Conducted a needs analysis of their capacity, organizational structures and facilities of the four teacher colleges (KPGs) in Papua as it relates to MTB-MLE</td>
</tr>
<tr>
<td>8</td>
<td>Conducted a needs Analysis, as it relates to MTB-MLE for the State University of Cenderawash</td>
</tr>
<tr>
<td>9</td>
<td>Designed a Draft Road Map, with the province, regarding MTB-MLE</td>
</tr>
<tr>
<td>10</td>
<td>Designed a pilot MTB-MLE program in the Lani language</td>
</tr>
<tr>
<td>11</td>
<td>Developed MTB-MLE kindergarten books, teacher guides and educational aids in Lani</td>
</tr>
<tr>
<td>12</td>
<td>Developed MTB-MLE reading curriculum for first grade in Lani</td>
</tr>
<tr>
<td>13</td>
<td>Adapted YKW mathematics curriculum into Lani</td>
</tr>
<tr>
<td>14</td>
<td>Developed Indonesia as a second language curriculum for first grade</td>
</tr>
<tr>
<td>15</td>
<td>Conducted study visit to MTB-MLE programs in Thailand and attended the UNICEF sponsored MTB-MLE conference in Bangkok</td>
</tr>
<tr>
<td>16</td>
<td>Conducted study visits to MTB-MLE schools in Ambon</td>
</tr>
<tr>
<td>17</td>
<td>Developed a communication strategy for advocacy in MTB-MLE for the province of Papua</td>
</tr>
</tbody>
</table>
Conducted four capacity development workshops for provincial and selected regional Education and Culture Offices,

Teacher Training Workshop for PAUD teachers in Kuyawage

Designed Language Vitality Survey

Conducted language vitality survey with government, university and teacher educational personnel in Kabupaten Lanny Jaya

Wrote a Policy Brief on MTB-MLE for the Indonesian Government

Developed a manual for orthography design

Developed manual for developing MTB-MLE graded reading material

Conducted a MTB-MLE curriculum design workshop for government, university and teacher college personnel

Conducted EGRA control group testing in the Balingga Kecamatan

Conducted Preschool and Kindergarten workshop for 35 school in Tiom

Wrote Kuyawage educational strategic plan

Monitored schools in Kuyawage

Developed a “Tool Kit” manual for MTB-MLE

Developed a Plan for the Teacher Training Colleges

Developed a Capacity Development Plan in MTB-MLE for the State University of Cenderawasih

Table 5: Activities Included in MTB-MLE Development

It is important to note here that the ACDP 023 team has focused on designing a pilot within sampled PAUD and SD schools in the kabupaten of Lanny Jaya for instruction of MTB-MLE in the Lani language. However, the Lanny Jaya sample schools (both PAUD and SD) will ultimately serve as a model for the government to introduce the approach in all PAUD and SD schools in Lanny Jaya itself and in other languages and kabupaten in all schools (both PAUD and SD) in the Gerbang Mas area.

MTB-MLE PILOT

Approach and Methodology

The research team responded positively to the choice by the government to use the Lani language community for this research project. Lani is still used by children at home (Lewis, P., Ethnologue Sixteenth Edition, 2009) and a high number of Lani speakers are not only found in the Lanny Jaya Regency, but also in neighbouring regencies such as Tolikara, Puncak Jaya and Wamena, (see Figure 1) allowing the government to quickly expand the program amongst this large language group.

Preparation of the MTB-MLE Pilot Project began in March 2015. Government preschool, kindergarten and elementary school standards were reviewed and curriculum from Papua, Maluku and Malaysia was reviewed. A road map for MTB-MLE was drafted in consultation with the government, university faculty, teachers and government education inspectors. The Draft Road Map took into consideration existing government regulations as well as the learning metrics mandated by government standards.

The MTB-MLE pilot design model ended up following the subtractive model of MTB-MLE program where the MTB-MLE instruction is not maintained in full until the secondary school but terminates early in elementary school. This model was chosen in order to work within the Government’s emerging MTB-MLE policies that anticipate a K-Grade 3 MTB-MLE model.
III. Inception Survey

The importance of the Inception Survey cannot be underestimated. It provided pivotal data in the following four areas:

a. Pretest data to provide a baseline for future evaluations.

b. Data to ensure the area chosen for the MTB-MLE pilot intervention was appropriate given the parameters outlined in the ACDP 039 Study.

c. Validated the driving motivations of the ACDP 023 research: that rural and remote schools in Papua are different than those near urban centers.

d. That the existing national method of education may need to be adapted for rural and remote schools in Papua.

Map 1: Kabupaten Lanny Jaya: Language, PAUD and SD

The survey measured language vitality, the condition of the schools, school management and set the stage for choosing the site where the MTB-MLE pilot project will be located. Finally, the compiled data will form the backbone for monitoring and measuring the efficacy of MTB-MLE in Papua. In the future, when the 2017-2018 PAUD students graduate from 2nd grade, they can be retested and the results compared with the pretest students who were part of the cohort of 2015. As such it provides the baseline data from which the framework for MLE evaluation and monitoring can be constructed.

The team that trained government, university and teacher’s college personnel in survey techniques went to Wamena from May 19 – 23, 2015. The first two days were spent in training the team while the next three days were spent in the field. The final day was spent reviewing the data and debriefing the training to ensure the trainees will be able to collect similar data in the future when post MTB-MLE pilot project data will need to be collected.

The Sample

A sample of 184 students was randomly selected from children in grades 2 and 3 from 10 schools located in 10 villages in 5 sub-districts in Lanny District in central Papua. Table 6 gives more detail on the makeup of the baseline sample.
The sample was drawn from five separate sub-districts. In three out of five cases, only one village (and school) was selected from the respective sub-district. In the case of the Tiom sub-district (Kecamatan), five different villages (and schools) were included. The implication is that the Tiom sub-district is larger or more densely populated and is probably more like a town than a rural village.

Table 7 gives a detailed breakdown of the sample drawn from each school by grade and gender.

There is something of a sampling anomaly in grade 2 with almost twice as many male students selected compared to girls. Whether this reflects the composition of the enrolment in these schools is not known at this time. The grade 3 sample does not reflect the same distortion by gender. In much of the analysis, no significant difference in performance was found by gender so this disparity is not taken to be a significant issue in terms of adequately representing school and grade level performance.

A. Sociolinguistic Survey

The decision to allocate the pilot project in Lanny Jaya assumed that students in more isolated regions are more likely to speak Lani. Lanny Jaya as a regency (Kabupaten) was chosen as the broad region from where, ultimately, the sample schools for the scheduled MTB-MLE pilot project were to be drawn. What is interesting is that even within Lanny Jaya, a kabupaten that is isolated by provincial standards (no direct roads to the provincial capital or the coast, few good roads leading in-and-out of the area and the fact that almost all non-agricultural goods need to be shipped by plane to either Wamena or Tiom to be accessible to the local population) a variation in language vitality was found. The areas more remote from the capital of the kabupaten (Tiom), proved to have a different degree of language vitality than those closer to Tiom.
Figure 2 drives to the heart of our research: that rural and remote schools are different. As soon as one moves outside of the urban area of Tiom, only 1% of the population use Indonesian as their language of communication and 90% use Lani, with 3.3% mixing the two languages. This data strongly supports the use of the mother tongue especially if one’s educational paradigm is meant to be “child-centered”. The data above indicates that one of the primary differences between urban and rural children in Lanny Jaya is language use.

Table 8: Correlations between Remoteness and Use of the Mother Tongue

<table>
<thead>
<tr>
<th>Chi-Square Tests</th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>55.962*</td>
<td>6</td>
<td>.000</td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>32.821</td>
<td>6</td>
<td>.000</td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>92</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The assertion of a relationship between distance from an urban center and language use, is further proven above in Table 8. Table 8 indicates an extremely strong statistically significant correlation between distance from an urban center that uses Indonesian and the daily use of Lani. The further one moves away from an urban center, the greater the role Lani plays in the local life of children. If the Department of Education is committed to a child-centered curriculum for rural and remote areas, they need to confront the reality that there is significant language shift between urban and remote areas.
Ultimately, if one commits to a child-centered approach, one needs to know if language is truly a significant variable in the self-perception of the students to understand things and perform well in school. This mandates that we examine which languages students perceive to be difficult and/or easy, which languages are used in school by the teachers, and if there is a significant statistical relationship between these variables.

If one looks at Figure 3, we can clearly see that 75% of grade 2 and 3 students in Lanny Jaya find Indonesian as a language for education difficult and 88% find Lani easy. The fact that more than 3 times as many students find Lani easy as compared to Indonesian, leaves us with the probable hypothesis that possibly only a small fraction, possibly only 13%, are truly fluently bilingual.

If we examine in Figure 4 which language teachers tend to use as the choice of language for the classroom, a striking reversal of the above graph emerges. Almost 65% of teachers choose to use a language the students find difficult and only 20% use the language the students find easy. Again, more than three times as many teachers use a language the students find difficult, leaving us wondering about the child-centered philosophy of education that should be undergirding activities in the classroom.

If mother tongue based multilingual education programs are going to be encouraged, teachers need to be receptive to the idea. The sociolinguistic survey therefore asked two questions from the students in order to ascertain the openness to Lani use among the students by their teachers. The first question asked if they were forbidden to use Lani on school property and the other asked if they would be physically punished if they did not obey. Figure 5 indicates that on average 6.9% of the students are forbidden to use their local language on the school premises. When the researchers compared this data with the type of schools represented in the sample, it was found...
that boarding schools that employed non-Papuan teachers, like the one in Pogo, were much more likely to forbid their students from using the local language as compared to non-boarding schools that had predominantly Papuan teachers.

The second question on whether a physical beating could result from using one’s local language on school property once again mirrored the relative differences in the school districts. As can be seen from Figure 6, Poga, the boarding school with non-Papuan teachers were much more likely to beat their students for using the local language than were students from the other schools. A test looking for statistical significance between the likelihood that dorming students with Non-Papuan teachers were more likely to be beaten for using their mother tongue found strong confirmation of such a relationship.

This trend is disturbing since it mirrors the same type of activity that has taken place in developed nations who colonized the indigenous people within their territories. Whether one looks at Canada, Australia or the U.S., the level of child abuse in the dorming facilities was often significant. It remains to be seen whether this trend will repeat itself in Papua, but the first warning bells appear to be ringing in the data collected in this survey.

![Figure 6: Children Beaten for Using Mother Tongue](image)

**B. EGRA Survey**

The EGRA survey was conducted simultaneously with the sociolinguistic survey and the full report can be seen in the *Framework for MTB-MLE Evaluation and Monitoring Report* but some of the salient points will be mentioned in this section. The instrument used to assess progress towards literacy was the Indonesian EGRA. This instrument—adjusted for local linguistic realities—has been widely used around the world in low income countries and therefore it has reasonably well-understood characteristics. The Indonesian EGRA was developed and implemented by RTI International under contract to USAID. The report of findings is dated 2014. Findings from this study provided a very helpful frame of reference for interpreting the results of the baseline survey done in Lanny District.

A novel feature of the Indonesian EGRA is the inclusion of a set of subtasks designed to assess basic proficiency in Bahasa Indonesia. The inclusion of this feature was highly relevant to the Indonesian context given the unusually high level of linguistic diversity found in this far-flung island nation. This component of the instrument proved invaluable in the analysis and interpretation of results in the district.
The Indonesian study included a set of five additional instruments referred to collectively as a Snapshot of School Management Effectiveness (SSME). One of the five focuses on a range of social, economic, linguistic, and educational characteristics of individual children rather than dealing with school management per se, but was nonetheless most useful to the analysis. The sample of students included in the baseline included 184 students from grades 2 and 3 in 10 different schools. The 10 schools are located in 5 different sub-districts (kecamatan) in Lanny Jaya.

Findings about progression towards literacy

The findings of the Indonesian national EGRA, completed in 2014, provided a very useful vantage point for evaluating the literacy-related assessments coming from the schools and students of Lanny District. This district is a part of the “MNP” sector of Indonesia (Maluku, Nusa Tenggara, Papua) which covers the eastern-most region of the country. In general the literacy assessments included in the Indonesian EGRA showed MNP (Eastern Indonesia) trailing the national norms by approximately 50 percent. The children in the Lanny Jaya baseline performed at a level roughly 50 percent below the rest of Eastern Indonesia. In short, the progress of these children towards full literacy in Indonesian is extremely limited. Despite the overall low levels of performance, the data shows consistent progress being made from one grade to another.

Despite the overall low level of performance, the data contain a limited number of cases of children who are doing extremely well—up to or even above national norms. While it is tempting to ascribe this high level of performance to a high level of ability—which is very possible—it is also striking that such children also demonstrate a high level of proficiency in Indonesian. Could these two variables be closely related and a part of the reason why progress towards literacy is so limited in general in the baseline region?

Findings about proficiency in Bahasa Indonesia

Proficiency in Bahasa Indonesia was measured by means of a listening comprehension task and three separate vocabulary assessments. Of these, performance on the listening comprehension task was the lowest being about 30 percent lower than the norm established in the National EGRA. Performance on the vocabulary tasks ranged from 10-15 percent below the national norms.
<table>
<thead>
<tr>
<th></th>
<th>N</th>
<th>Mean</th>
<th>SD</th>
<th>Q1</th>
<th>Median</th>
<th>Q3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oral Vocabulary – parts of the body</td>
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<tr>
<td>National</td>
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<td>Grade 2</td>
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<td>65.1</td>
<td>27.6</td>
<td>37.5</td>
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<td>87.5</td>
</tr>
<tr>
<td>Grade 3</td>
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<td>20.4</td>
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<td>87.5</td>
</tr>
<tr>
<td>Oral Vocabulary – classroom terminology</td>
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<tr>
<td>National</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grade 2</td>
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<td>89.5</td>
<td>17.6</td>
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<tr>
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</tr>
<tr>
<td>Oral Vocabulary – knowledge of prepositions in BI</td>
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<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>National</td>
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<tr>
<td>Grade 2</td>
<td>78</td>
<td>70.1</td>
<td>30.3</td>
<td>50.0</td>
<td>83.3</td>
<td>100.0</td>
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<tr>
<td>Grade 3</td>
<td>106</td>
<td>76.9</td>
<td>22.5</td>
<td>66.7</td>
<td>83.3</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 9: Assessment of oral vocabulary in Indonesian by grade

Given that Bahasa Indonesia is the language of literacy yet there is a much larger differential between the baseline performance and that of the national norm on this measure, we are left with some obvious questions to try to resolve. First, does/did the assessment of proficiency of Indonesian in the EGRA instrument adequately measure the level of proficiency needed to support basic education (and literacy) in Indonesia? Second, could it be the case that in the schools of the baseline area, too much instructional time is being invested in developing proficiency in BI rather than in literacy? Third, are there fundamental cultural, geographic, economic or religious features of the baseline area which make literacy and education less desirable or more difficult among the local population? Fourth, is it possible that the entire educational delivery system in Papua is much more poorly resourced than in other areas so that results suffer accordingly? Fifth, does language of instruction really have that great of a negative impact on literacy development?

Figure 8: Levels of listening comprehension (BI) in the baseline sample by grade
Some of these questions are not answerable with the data gathered in the survey. Rather, one would have to gather different data from different sources and methods to find answers to those questions which seem to be more qualitative in nature.

**Findings about the relationship between literacy and Bahasa Indonesia**

The data from the survey show clearly a strong relationship between proficiency in Bahasa Indonesia and progress towards literacy. This is to be expected since Bahasa Indonesia is the language of instruction as well as the language of literacy. However, if mastery of this language by the child is significantly or seriously deficient, normal progress in moving towards proficiency in literacy is necessarily limited as well.

![Figure 9: Relationship between Literacy and Indonesian Language Ability](image)

The data suggest several tendencies with respect to the interplay between the two variables of literacy and proficiency in Bahasa Indonesia. First, there is some evidence that teachers in some of the schools may be putting more instructional time in teaching Bahasa Indonesia than in teaching literacy. While this is entirely understandable, the inevitable result is reduced progress in developing literacy.

Second, it is clear that there is huge variation among the schools in terms of achievement in either of these areas. Whether this is due to issues of accessibility, morale, teaching capacity, poor administration, educational support, or the distribution of knowledge of Bahasa in the local population, some sort of change or intervention is needed to raise the quality of very low performing schools.

Third, while there is a strong correlation at the school level between the two variables, and a moderate correlation between them at the individual level, it is also clear that the school is a stronger predictor of achievement in literacy than is proficiency in Bahasa Indonesia. Possible reasons include major school-level problems in providing good instruction, lack of interest in or even
Findings from the SSME Student Questionnaire

This questionnaire produced several findings of interest though no major surprises. These will be listed with only brief commentary. First, it is clear that Bahasa Indonesia is very much a secondary language in the baseline population and a weak one at that. Lani/Dani is the first language of almost all of the children so most are entering school with, at best, very rudimentary proficiency. If there is not much environmental support for Bahasa Indonesia (little or no media, few native speakers in the area, little available literature, little or no institutional support outside of the school), depending on the schools to develop adequate proficiency in the language in support of literacy and subsequent education is going to have very limited success.

Second, it is clear that this area is very traditional in terms of standards of living and economic development. School-based education in this kind of a setting lacks the same level of urgency and importance seen in towns and cities where education is important to survival and job security.

Third, judging by the test data, the existing preschool system in the area provides very little preparation for literacy though it may provide some for Bahasa Indonesia.

Fourth, the impact of a number of variables seen to be salient in western contexts such as socioeconomic status, parental literacy, attendance at preschools, being read to at home, parental involvement in the child’s schoolwork, etc. appear to be weak to very weak predictors of academic success in the schools of the baseline area. Household wealth is the strongest of the predictors though its influence seems to apply mostly to Bahasa Indonesia and not to literacy.

Findings from the other SSME Questionnaires

Several observations are noteworthy. First, only one of 14 teachers appeared to be a native speaker of Bahasa Indonesia. There is growing concern worldwide that dependence on second language speakers of the language of instruction significantly restricts the effectiveness of such teachers. This issue has yet to be well-researched but awareness of the problem is growing.

Second, absenteeism appears to be a significant issue. Interestingly, high rates of absenteeism (of students) in low quality schools does not seem to have as much negative impact as it does in higher performing schools. Still, if high rates of absenteeism are present among most or all students in a school or classroom rather than just a few, educational outcomes for the entire school or classroom are going to be reduced because of the absenteeism. If there are high rates of absenteeism or tardiness on the part of the teacher(s), the problem is compounded.

Third, it was noted that about half of the teachers are local and about half are from outside the area. This is almost always an issue (in a negative way) in traditional areas.

C. Control EGRA and SSME Survey in Balingga Regency

In order to ensure future comparisons of MTB-MLE can be adequately compared, a control survey was conducted in the Balingga Regency. The Sample
The sample population for this study consists of test results of children in Grades 2 and 3 in five (5) schools in Balingga District. Further demographic details of the sample are given in Table 10.

![Table 10. The sample Balingga population](image)

The unusual makeup of the sample, resulted from either teachers and/or students not being present at the school when the survey team arrived. This is not unique to this area, as the UNICEF study in teacher absenteeism found that up to 70% of teachers are absent in the area under scrutiny. Under these circumstances, it is not analytically appropriate to attempt inferences about rates of participation by gender or about rates of attrition between grades in these schools.

**Findings**

**Letter Identification Task**

Some EGRAs begin with an assessment of book and print awareness especially in cultural contexts where literacy is little known or practiced. More typically, the first task in an EGRA assessment is the Letter Identification Task and that is the case with the Balingga EGRA. Summary results on this task are provided in Table 11.

![Table 11. Summary Balingga statistics by grade.](image)

The mean number of letters identified correctly is 48.54 for both grades with the average for Grade 2 slightly lower and that for Grade 3 slightly higher at 50.46. This level of performance is substantially below that for all of Indonesia which was 75.00. The rate of improvement between Grade 2 and Grade 3 is only 7.5 percent.

The sample was selected by asking teachers to direct us to third graders. However, on one occasion, it was discovered that the teacher had directed some 5th grade students into the sample as well (this was discovered when one of the researchers noticed the student was carrying a notebook stating he was in 5th grade. While this was unfortunate, it may explain the odd statistics.

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5 The sample was selected by asking teachers to direct us to third graders. However, on one occasion, it was discovered that the teacher had directed some 5th grade students into the sample as well (this was discovered when one of the researchers noticed the student was carrying a notebook stating he was in 5th grade. While this was unfortunate, it may explain the odd statistics.

6 We Like Being Taught: A Study on Teacher Absenteeism in Papua and West Papua. 2012. UNICEF.
Performance by Test Item

Normally, there is not much of interest in looking at performance on individual items in the Letter Identification Task. In this case, there were a couple of interesting anomalies suggesting a need to deal with some curricular or instructional issues.

Figure 10. Performance by item on the Letter Identification Task.

In Figure 10, the upper curve indicates the number of children in Grade 2 who attempted to identify the item (max. of 45). The lower curve indicates the number of students who correctly identified each letter. The (downward) spikes in Figure 10 identify letters which are not well known or correctly identified by participants. Item number 7 in particular was only correctly identified by 30 percent of students who attempted to identify the letter. Since this result differs dramatically from the result for nearby letters, there is obviously something problematic about this letter or how it is being taught in the schools of the area.

A further check reveals that the character in question is “x”. This letter does not appear in standard or normal Indonesian/Malay words. It only appears in a small number of loan words from English such as “xray.” Other letters such as “q” or “v” which appear primarily in loan words were also more difficult (meaning less carefully or extensively taught).

This indication is indicative of the affect loan words have on a student’s ability to read.

Given the fact that Indonesian is a second language to most of the Lani children, and that Lani does not have the letters c, f, h, j, q, s, v, x, z, learning these sounds becomes a challenge.

Nonword Reading Task

The nonword reading task is a test of children’s ability to decode written text. In this task children are presented a series of word forms which obey the syllabic and phonotactic rules of the language which have the appearance of being real words but are not. The underlying logic is that if children have learned to decode, they should be able to pronounce these “words.” In the case of this particular application of EGRA, the word forms are presented in Bahasa Indonesia which many or most of the children did not speak upon entry into school. This particular circumstance actually places greater emphasis upon the ability to decode since the children generally will not know whether a given form is a word or not since they have minimal knowledge of the language. EGRA assessments done in other contexts have normally shown that performance on this task is a good indicator of children’s ability to read an actual text.
Performance on this task by children in Balingga District lags the overall Indonesian level of performance quite dramatically—34.3 percent of words read correctly versus 57.1 percent in the national Indonesian EGRA. This difference amounts to a handicap of 40 percent for the children in Balingga District.

In the following sections, we take a closer look at the nature of this difference in performance. We begin by looking at performance by grade (Table 12).

<table>
<thead>
<tr>
<th>Grade</th>
<th>N</th>
<th>Mean</th>
<th>SD</th>
<th>Minimum</th>
<th>Median</th>
<th>Maximum</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grade 2</td>
<td>45</td>
<td>34.67</td>
<td>38.48</td>
<td>0.00</td>
<td>16.00</td>
<td>98.00</td>
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<tr>
<td>Grade 3</td>
<td>37</td>
<td>33.62</td>
<td>33.62</td>
<td>0.00</td>
<td>30.00</td>
<td>98.00</td>
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<tr>
<td>Indonesia</td>
<td></td>
<td>57.10</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 12. Performance on the Nonword Reading task by grade (all data expressed as percentages).

We have already noted that the children in Balingga District performed at a level 40 percent below the national level. In Table 8, we also note the unhappy circumstance that children in Grade 3 actually performed at a level below that of children in Grade 2. While it is certainly possible that this is a statistical anomaly (or possibly the result of an unusually capable Grade 2 teacher in one or more of the schools), the combination of low overall performance and the lack of progress from Grade 2 to Grade 3 provides a clear indication of ineffective schooling in the district.

**Oral Reading Fluency**

Oral reading fluency (ORF) is based on some combination of reading speed and reading accuracy. Figure 11 (below or next page) shows the distribution of ORF ability in the sample population. The histogram is dominated by the two bars on the left-hand side which account for almost 80 percent of the sample. Almost 50 percent are in the bottom category (less than 12.5 words per minute and 29 percent of the group could not (or did not) read a single word of the 59 word text presented to them. In the Indonesian national EGRA, only 5.8 percent performed at the zero level.

If we take 40 words per minute as the minimum rate necessary to read with any real level of comprehension, only 23 percent of the sample could read at this level—overall, a very low level of performance. In the Indonesian EGRA, the average reading rate was 52.1 words per minute implying that more than half could read at a rate of 40 words per minute or higher.

Notice in Figure 11 that there is a small group—6 out of 82 students—who were reported to be reading at an extremely high rate—more than 187 words per minute. This is the segment of the data mentioned above which may not be correct due to possible errors in the reporting of how long students took to read the target passage. While some cases of extremely rapid reading are also reported in the Indonesian national EGRA, this level of performance in Balingga district is not consistent with the rest of the data so must be treated as possibly being an artifact of improperly reported time in the testing process. However, since we lack verification that this happened, we have to report it as shown in the data.
If the outliers are converted to a more reasonable level of proficiency, the calculated average reading speed is 29.73 words per minute compared to a rate of 57.1 words per minute reported in the Indonesian national EGRA. The rate reported for Balingga District is approximately half the rate reported in the national EGRA.

**Reading Comprehension**

The objective of learning to read is to discern the intent of the text(s) being read. In the EGRA, the development of comprehension skills is measured by giving children a text to read and then asking them a series of comprehension questions based on the text read.

The presentation of results of the Reading Comprehension Task begins by examining a histogram of overall results on this task (Figure 12 on the following page).
As in the case of the previous figure (oral reading fluency), this graph is dominated by the large number of participants (43.9 [percent] who scored zero on the comprehension task. This rate is nearly 5 times greater than the rate reported in the national EGRA (9.2 percent). This finding alone indicates that the teaching of reading in Balingga District dramatically lags that in Indonesia as a whole.

Table 13 provides the breakdown of reading comprehension by grade.

<table>
<thead>
<tr>
<th>Grade</th>
<th>N</th>
<th>Mean</th>
<th>SD</th>
<th>Minimum</th>
<th>Median</th>
<th>Maximum</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grade 2</td>
<td>45</td>
<td>24.89</td>
<td>30.79</td>
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<td>0.00</td>
<td>100.0</td>
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<tr>
<td>Grade 3</td>
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</tr>
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</table>

In this case, we note that rate of comprehension increases from Grade 2 to Grade 3, a finding that we would expect to see. Note, however, that the median level of comprehension in Grade 2 is still 0 indicating that more than half of these students are not able to read at all. This means that the Mean level of comprehension for Grade 2 students overstates the overall level of ability on this task.

Listening Comprehension

For this task, children listen to a short text or story in Bahasa Indonesia (BI) and are then asked a series of three comprehension questions on what they just heard. This task is a first explicit indication of the child’s understanding of spoken BI. In this case, the task is especially relevant since most, if not all, children tested are likely not speakers of BI.

The results show that 69.5 percent of children demonstrated little or no comprehension of what they had heard (they answered zero or only one comprehension question correctly). A little over 13 percent showed some comprehension and 17.1 percent showed good comprehension. The overall level of comprehension was 29.2 percent compared to 53.7 percent on the Indonesia national EGRA. Table 14 shows the results by grade.

<table>
<thead>
<tr>
<th>Grade</th>
<th>N</th>
<th>Mean</th>
<th>SD</th>
<th>Minimum</th>
<th>Median</th>
<th>Maximum</th>
</tr>
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<tr>
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<td>30.4</td>
<td>43.1</td>
<td>0.00</td>
<td>0.00</td>
<td>100.0</td>
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<tr>
<td>Grade 3</td>
<td>37</td>
<td>27.9</td>
<td>35.6</td>
<td>0.00</td>
<td>0.00</td>
<td>100.0</td>
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<td>53.7</td>
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</table>

Note that the minimum and median scores are both 0 indicating overall low levels of performance. Because performance on the listening comprehension task is clearly asymmetric, Figure 13 is included to provide a clearer picture of the distribution of scores on this task.
The distribution in Figure 13 is only partially what one would expect in this kind of linguistic/educational setting. One would normally expect to see Grade 3 children showing consistently higher levels of ability than children in Grade 2. This pattern is true at lower levels of ability, but not at the highest level of ability—full comprehension. At this level more than twice as many children in Grade 2 demonstrated full comprehension compared to those in Grade 3. Again, it is possible that this is a sampling anomaly.

Vocabulary

The vocabulary task provides a second measure of proficiency in Bahasa Indonesia. The tested vocabulary falls into three categories, body parts, classroom objects, and prepositions. This vocabulary assessment likely overstates mastery of BI vocabulary in that two of the three categories are very common and high frequency vocabulary items especially for school children. Table 15 compares the Balingga sample with the national sample.

<table>
<thead>
<tr>
<th>Category</th>
<th>N</th>
<th>Mean</th>
<th>SD</th>
<th>National EGRA</th>
<th>Difference</th>
</tr>
</thead>
<tbody>
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<td>Body Parts</td>
<td>82</td>
<td>50.46</td>
<td>23.20</td>
<td>79.7</td>
<td>-36.7</td>
</tr>
<tr>
<td>Classroom Objects</td>
<td>82</td>
<td>89.27</td>
<td>13.41</td>
<td>97.6</td>
<td>-8.5</td>
</tr>
<tr>
<td>Prepositions</td>
<td>82</td>
<td>55.90</td>
<td>35.08</td>
<td>86.3</td>
<td>-35.2</td>
</tr>
</tbody>
</table>

Table 15. Comparison of Balangga and National samples on the vocabulary tasks.

Table 15 indicates clearly that mastery of basic vocabulary of BI is well below national averages. The implication is quite clear—exposure to and mastery of BI in the Balingga district is well below that of the population which participated in the Indonesia national EGRA. This finding helps to explain lower performance on the other tasks related to learning to read. The extent of this causative relationship will be explored in a coming section of this report.
Dictation/Writing

Writing is not one of the fundamental subskills of learning to read. However, there is plenty of research literature supporting the idea that writing activity reinforces and strengthens reading skill. Therefore, an assessment of writing skill development has an ancillary relationship to skill in reading.

Overall performance on this task for all students was 42.23 percent compared to 72.8 percent on the national EGRA. Clearly, writing skill development in the schools of Balingga district seriously lags national norms.

Table 16 shows performance by grade.

<table>
<thead>
<tr>
<th></th>
<th>N</th>
<th>Mean</th>
<th>SD</th>
<th>Minimum</th>
<th>Median</th>
<th>Maximum</th>
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<tr>
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<td>45</td>
<td>38.47</td>
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<td></td>
<td>72.80</td>
<td></td>
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<td></td>
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</tr>
</tbody>
</table>

Table 16: Performance by Grade

Predictive Models of Reading Skill Development

A simple regression between proficiency in Bi (using a combined measure of listening comprehension and vocabulary knowledge) and reading skill was constructed with the result as shown in Figure 8.

Figure 14 makes several important points. First, there were no children who had a high reading score and a low level of proficiency in Bi. Second, each one percentage point increase in proficiency in Bi results in a .85 of a percentage point increase in reading skill. Third, proficiency in L2 accounts for 56 percent of the variation in reading skill development.

In sum, Figure 14 makes a strong argument that reading skill development in Balingga District is closely tied to or constrained by a child’s proficiency in Bi. With the low levels of Bi among the children (and probably in the district as a whole), being taught to read in Bi is going to result in poor or very poor educational outcomes in this district for the foreseeable future.
D. Conclusion

The data from the baseline make it very clear that achievement in the area is low. The rates of progress observed between grades 2 and 3 suggest that the rate of skill development in literacy will not reach national grade 2 norms until grade 4 or 5 (closer to 5 than 4). From an educational perspective, it is easy to conclude that present methods and strategies of educational delivery are not well matched to the cultural, linguistic, and maybe even geographic characteristics of the area. From a cultural or ethnographic perspective, interesting questions arise as to just how one should understand the interface between western-style education and traditional cultural communities.

The data also leads one to conclude that the Kuyawage valley may be the best place to initiate a pilot project in MTB-MLE. Its language use is very strong, it is isolated, it has two rural and isolated schools that are part of the Gerbang Mas program, the literacy rate is one of the lowest among all the samples, and the ability of the children to speak Indonesian ranks at near the bottom of all the samples.

IV. Capacity Needs Analysis of KPGs, Government and UNCEN

In order to facilitate capacity development discussions that were rooted in an understanding of what was entailed in MTB-MLE, key players in each institution were taken on an International Study Tour, with the hope that opinions expressed during the needs analysis of the Kolese Pendidikan Gurus (KPGs), the State University of Cenderawasih, and the Papuan MOEC would reflect a more mature understanding of MTB-MLE. By taking some of these key players on the study tour at the inception of this project, we were able to use some of these officials as presenters in other key events as the project has evolved.

During the international study tour discussions were held regarding the capacity needs the participants felt needed to be addressed at their respective institutions (UNCEN, KPG, and Government). Several participants collaborated on position papers which they submitted to the government. A synopsis of the perceptions of study tour participants was circulated to all the institutions and each participant was encouraged to engage in further discussions with the primary stakeholders of their respective institutions before the ACDP 023 focus group discussions were scheduled.

State University of Cenderawasih:

It quickly became apparent in the focus group discussion that tensions between UNCEN and the KPGs (Teachers Colleges) had a long history. According to one of the participants who had been key in setting up the KPGs in the past, money sent from the KPGs had been diverted and the KPGs had received little or no benefit from the annual student fees they had been required to pay UNCEN. This historical tension had clouded the KPG-UNCEN relationship and the faculty with whom we interacted agreed that changes were needed.

The UNCEN faculty also agreed that the mission and vision of the KPGs was intended to be more focused on preparing rural
and remote teachers as compared to the mission of UNCEN. Regarding MTB-MLE development at UNCEN, the members of the focus group emphasized the need to ensure the FKIP Dean be more actively involved (he had been invited but had a more pressing engagement). Also, since the UNCEN School of Education (FKIP) was undergoing structural changes, it was still unclear what the new mission and vision of UNCEN School of Education was meant to be and whether this would eventually include the preparation of MTB-MLE teachers for the island of Papua.

Several months after the initial discussions, and after some of the faculty participated in several of the capacity development workshops with the KPG participants, we once again broached the capacity needs of the KPGs and how the relationship between the KPGs and UNCEN could be revitalized.

After the training they received in Thailand, Ambon and through the workshops, the UNCEN faculty perceive themselves generally ready to create and develop MTB-MLE curriculum and teacher training programs. As indicated in the Thailand Study Tour report, UNCEN did indicate that as the MTB-MLE program goes forward UNCEN will need to take responsibility for:

- creating an MLE course for training primary school teachers (PGSD),
- creating an MLE course for training kindergarten teachers (PAUD)
- creating an MLE course for training language and humanity teachers (PBS FKIP)
- and creating an MLE course for the KPGs

They were challenged by the government to take up the Sentani language MTB-MLE program since UNCEN is located within the Sentani language traditional territory, making it easy to find native speakers with whom to work. The only concern UNCEN faculty offered was that because they are part of a large institution, that actual implementation will be very slow and that allocation of money towards MTB-MLE endeavors would be slow in coming.

V. Planning for Capacity Development of UNCEN Staff on MTB-MLE

Staff Development for UNCEN lecturers has made some progress since ACDP-039. At the Masters level, a course in Bilingualism was developed by Dr. Fautngil, one of the participants who went on the ACDP-023 Study Tour to Thailand; an elective course in Second Language Acquisition has also been developed. This course is not yet in the primary or early childhood education departments and deals with theoretical aspects of bilingualism and multilingualism; there is no direct mention of MTB-MLE.

The focus group discussion on Planning and Capacity Development as it relates to MTB-MLE began by explaining the principles of MTB-MLE at the start of the meeting. One lecturer acknowledged that while she taught a module on second language acquisition she felt the need for more upgrading in this areas.
When the Dean stated that in fact students in all five of the disciplines in the Primary Teacher Education section (science, social studies, citizenship and Pancasila, mathematics and Indonesian) should learn about MTB-MLE one of his staff recommended that there be a lecturer specialising in MTB-MLE. This suggestion lays bare the fact that there were no staff who were academically prepared to take the lead in developing/integrating the principles of MTB-MLE into the teacher training curriculum.

Further indications on the limited nature of UNCEN’s ability to truly take a language such as Sentani (spoken around UNCEN), and be responsible for its development received a mixed response. At first the Dean expressed willingness to have lecturers get involved in the process, but without indicating that they felt they could actually accomplish this task on their own. He suggested one of his lecturers, Ibu Wigati, a Sentani speaker, as being a possible leader of such a project. It seems that there may be a misperception within UNCEN, that if one is educated and a native speaker of a minority language one is qualified to develop an MTB-MLE program in that language.

If UNCEN is going to play a leading role in the development of MTB-MLE, certain changes need to be encouraged among the faculty:

1. At the present there are only 2 educational journals to which the library subscribes. This needs to be greatly expanded (especially since UNCEN offers graduate degrees in education).
2. At least one faculty member who teaches elementary school pedagogy needs to become an expert in MTB-MLE; this could be attained by expanding the knowledge base of one of the faculty members and sending them to the three month MTB-MLE training program at Payap University in Chaing Mai, Thailand.
3. Faculty members need to be encouraged to get exposure for themselves in rural and remote conditions where children do not speak Indonesian. This can be done by actively sending and supporting a cadre of students to remote areas where faculty monitor their progress.
4. Faculty need to join the MTB-MLE Working Group mailing list in order to receive free emails about MTB-MLE around the region by contacting k.bang@unesco.org.
5. While UNCEN wants a greater role in the development of Sentani, they need to be proactive in setting aside faculty and resources to support such an effort. Whoever leads this effort should be supported to attend the triennial MTB-MLE conference held in Thailand, work closely with an INGO specializing in MTB-MLE (like SIL), and be provided the resources to establish a MTB-MLE curriculum.
6. If UNCEN is going to take responsibility for developing a program in Sentani, a cadre of lecturers needs to be assigned and prepared for the task. This would include forming a team that includes
   a. a linguist with knowledge of Sentani,
   b. an elementary school curriculum design specialist,
   c. a computer design specialist,
   d. a childhood language specialist and
   e. an elementary school teacher training specialist.
Such a defined vision could lead to the re-establishment of the department named ‘Indonesian Language and Local Literature’ (Bahasa Indonesia dan Sastra Daerah) but which is presently just focusses on Indonesian.

7. A faculty member needs to be assigned as the one responsible for the integration of MTB-MLE principles and theory in the university and for promoting it on campus. This person needs to promote a series of MTB-MLE workshops, lectures and presentations and ensure these are or fade into oblivion.

8. Continue the development of research in MTB-MLE at the Masters level.

Development Plan for Teacher Training Colleges

The three Teacher Training Colleges (KPG/PGSD) in Papua have undergone significant structural changes since the ACDP 039 study several years ago. While previously the KPGs were a stream-lined secondary school/2 year diploma program meant to develop elementary teachers for rural and remote areas, recent national minimum service standard requirements for elementary school teachers have forced significant changes on the KPG/PGSDs.

With the legal requirement that elementary school teachers need a S1 degree, there has been a tearing of the original SMA/Two year diploma streamlined mission. When, because of structural changes, the secondary school section and the higher education section of the institution had to split, the unity of the institution was also split. The secondary school portion is now largely a stand-alone secondary institution with a weak emphasis in education. The funding for the SMA portion was controlled at the Kabupaten level for several years, which made the institutions more parochial and less provincial, since the Kabupaten wanted to ensure their money was spent on their students. In January 2017, the authority of secondary schools (SMAs) switched once again to the province with the financial support of the secondary schools, including the KPG/PGSDs now lying with the province.

With the split between secondary school (SMA) and teacher training college (PGSD), the teacher training colleges now offer four year teaching degrees and view themselves as PGSDs. This is a necessity because they want to ensure their students meet national requirements for elementary school teachers. This has put the original vision of the KPG as being “Khas Papua” in jeopardy, since all national PGSD’s have to follow the national curriculum, which is largely driven by urban concerns.

In the ACDP 039 report a concern was voiced of the loss of the “Khas Papua” vision and recommended strengthening this vision by ensuring a cadre of Papuan faculty be integrated into the teaching staff at each KPG. In that report, it was pointed out that there is often a correlation between the inclusion of Papuan staff who grew up in rural and remote areas and the support for MTB-MLE (these faculty understood kampung children and their lack of Indonesian). This same concern rears its ugly head again, even though ACDP attempted to address some of these concerns. If we look at the support for MTB-MLE, we see the following picture:

KPG/PGSD Nabire
Table 17: Correlation Between Study Tour Participants and Support for MTB-MLE

<table>
<thead>
<tr>
<th>KPG</th>
<th>Faculty Sent on MTB-MLE Study Tour in Thailand</th>
<th>Papuan Faculty</th>
<th>Support for MTB-MLE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Merauke</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Nabire</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Timika</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
</tbody>
</table>

In the above table, support for MTB-MLE curriculum in the KPG/PGSD and the inclusion of Papuan faculty among the teaching staff is correlated. Timika, the only institution without Papuan faculty was also the only one who felt no need for including MTB-MLE in the pedagogical preparation of their students.

The table above also indicates the striking correlation between the role of MTB-MLE in the curriculum and the exposure the KPG/PGSD had to the MTB-MLE programs in Thailand among rural and remote populations. If someone in the KPG/PGSD went on the MTB-MLE study tour to Thailand sponsored by ACDP, and saw how MTB-MLE positively affected rural and remote communities in Thailand, there was strong support for ensuring MTB-MLE pedagogy was integrated into Papuan teacher preparation. However, if no one in the KPG/PGSD had bothered to go on the MTB-MLE study tour, there was weak support for integrating MTB-MLE in the pedagogical program of the KPG.

The question therefore is whether culturally the school in Timika may either have insufficient exposure to understand the nature of MTB-MLE, or/and whether this KPG/PGSD has drifted from ensuring that the peoples and cultures of Papua have remained the primary focus of KPG/PGSD Timika.

This report makes the recommendation that KPG/PGSD Timika

1. Separates the Director role of the KPG and the position of Kepala Dinas P&P Kabupaten Timika (presently the same person)
2. That staff go on a study tour to observe elementary school programs in MTB-MLE in action
3. That Papuan staff be added to the teaching staff

Structural changes at the KPG visa-a-vis the government and UNCEN remain in flux. At the present, the PGSD portion of the KPGs function more-or-less as branch campuses of UNCEN, which continues to control the accreditation of the institution. Whether UNCEN has the legal right to have branch campuses remains unclear.

The lecturers at the KPG/PGSDs would like to have a clear map that would allow them to ladder into being a recognized lecturer in a recognized institution of higher education (practically this means they get a nomor induk dosen nasional). This means several options remain:

e. Have the PGSD become an independent institution
f. Form an umbrella organization under which the PGSDs will function as one institution offering S1 degrees in elementary and preschool education
g. Give the PGSDs a higher level representation at UNCEN (i.e. separate Dean), to ensure their voice is heard and where their faculty can ladder into being recognized UNCEN faculty
h. Combination of the above suggestions

Any option involving UNCEN will necessitate building trust between the PGSDs and UNCEN, which is presently at a very low point. Some of the options for the PGSD’s are outlined below:

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KPG Nabire

Nabire faculty were positive in regards to MTB-MLE development at the teachers college but did not feel ready to develop MTB-MLE curriculum and preferred more training in this area. Specifically, since one of the faculty members had done extensive post graduate work in the Me/Ekari language, and since they had a sizable number of students from this language group, it was felt that perhaps this language should be prioritized in any local push in MTB-MLE.

Faculty indicated it may be necessary to inaugurate a different category of teacher: the “Pembantu Guru” or teacher’s assistant, specifically in areas where MTB-MLE is desperately needed. The Pembantu Guru would function as the MTB-MLE Bridge teacher and be directed by the regular teacher (one that may not speak the local language). Pembantu Guru training would be directed by the KPG and geared specifically towards MTB-MLE. Two specific courses were suggested: (a) one, 3 credit course in MTB-MLE and (b) one course in Second Language Acquisition meant for students entering areas where they did not speak the local language. The faculty also suggested they would like more financial resources to visit remote and rural schools to better monitor student practicums.

Several concerns came up regarding the KPGs relationship to UNCEN. Everyone felt that the quota system limiting the number of students the KPG could accept, and which had been imposed by UNCEN, was counterproductive to ensuring the success of their institution since UNCEN provided little or no assistance. When asked regarding their preferred future regarding structural relationships, the faculty either wanted a separate dean to sit on the UNCEN president’s cabinet of deans or to form an independent institution of higher education along with the other KPGs and credentialed to offer S1 degrees.

KPG Sorong:

The KPG in Sorong is in a serious operational crisis. Ever since the division of Papua into two provinces, Papua and Papua Barat, the KPG in Sorong was left in political and financial limbo. Their campus building program has stalled since the inauguration of the new province. Presently the campus is being overgrown by the jungle and the KPG is meeting in a private institution that generously opened its doors to the KPG students. Ideally, the campus will be finished and include a computer lab and library.

Like other KPGs, the accreditation of KPG Sorong is controlled by UNCEN in (secondary school) finances Kabupaten in Papua Barat. has seen little if any faculty institution. Most of the with the hope that this will discussing their preferred may be better to associate state university and as an institution they would like to offer S1 degrees since at the present their students cannot find employment without them.

The faculty indicated the necessity of students knowing the languages in which they were teaching, and in preparation for MTB-MLE teacher preparation requested their staff be expanded to include a linguist and someone trained in MTB-MLE.
KPG Timika

In an ironic twist, KPG Timika felt there was no problem in the relationship with UNCEN because they largely ignored UNCEN. They considered UNCEN a weak partner in fighting for Papuan teacher issues, especially as UNCEN largely ignores factoring in the needs of rural and remote Papuan children in their teacher preparation. KPG Timika’s own observations in the field have led them to believe that a S1 degree was not a guarantee of ensuring better teacher preparation for remote and rural communities.

The faculty at KPG Timika indicated that the “Kelas-kelas jauh UNCEN” (UNCEN extension classes) were not effective in Timika because of the lack of collaboration with KPG faculty on designing curriculum meant for rural and remote schools. The UNCEN extension classes tended to be too theoretical and revealed an unawareness of rural and remote schooling situations. They perceived they were just being asked to jump through accreditation hoops designed by UNCEN that did little in preparing their students prepare for actual field realities.

As an institution they felt they would like more support in nurturing doctorates amongst their faculty. They also saw a looming crises in regards to the government’s mandate that all teachers have a S1 degree. They wondered where all the underqualified teachers would go, and what would happen to the schools that see an exodus of their undereducated teachers?

KPG Timika indicated that their local kabupaten government would only support students from the two large language groups in their area, which created difficulties in ensuring support for students from language groups in other kabupatens. While they had made efforts at ensuring other kabupatens supported their students who were being educated at the KPG, this proved to be a highly time-consuming task. In an ideal world, they would prefer that the central government would cover all the cost of all their students regardless of where they originated in the province.

One challenge KPG Timika faced was the necessity of upgrading the ability of the remote and rural student’s reading, writing and mathematics abilities. Special remedial courses had been instituted to deal with the educational deficit that remote and rural school SMP graduates brought to the KPG.

When asked about the quota system articulated by UNCEN, the director said she largely ignored the quota of 80 students and accepted more, believing UNCEN received the student fees and were therefore obligated to service them.

Regarding structural changes needed to move the institution forward in their preferred future, the faculty agreed they would prefer the creation of an umbrella organization that would cover all the KPGs and allow the KPGs to offer their own degrees since they felt they never really received much assistance from UNCEN. At the present, their students had a rigorous internship, and ideally, they
would prefer offering a S1 degree (in keeping with new government regulations) in which a rural and remote practicum would play a significant role. They also indicated a desire to expand their curricular offerings to include a MTB-MLE component, especially as it relates to the preparation of preschool and kindergarten teachers (PAUD program). The faculty also felt it was necessary to institute a reading and mathematics test for teachers in order to ensure teachers had the minimum service standards in the subjects they were required to teach.

In regards to monitoring their students in remote and rural schools, the faculty felt it would be better if the village level Komite Sekolah was separated from any influence of the school principal, since many of the problems related to teacher absenteeism centred on school principals exercising undue control over the financial and human resources allocated to the village. They were however concerned that the Komite Sekolah would demand money to sit on a more rigorous Komite Sekolah.

Like other KPGs, the faculty felt it was important to evaluate the students on-site, but because of a lack of money, there was no possibility for the faculty evaluators to go to the remote villages where the students were doing their practicums.

There was a strong negative reaction to the SM3T program that brought teachers from outside of Papua to teach in Papua. These teachers were often unable to communicate in the local language, had short contracts (after which they went back to their home provinces), were unaware of local cultural situations and tended to take jobs from Papuan KPG and FKIP graduates. It was felt that if local teachers were paid the equivalent of SM3T teachers, some of the teacher absenteeism problem could be solved.

In regards to perceptions of readiness regarding MTB-MLE curriculum development and teacher training, KPG Timika showed minimal active support for the concept. They only sent one person to Ambon for the domestic study tour and never participated in the Thailand Study Tour, or two of the workshops to which they were invited. This was perceived by the team as possibly indicating a lack of conviction regarding the efficacy of MTB-MLE for Papua. It was also believed that since they never personally interacted with the quality programs in Thailand that they may have harboured erroneous perceptions throughout the entire duration that was never truly rectified.

KPG Merauke

It was refreshing to discuss the role of teacher preparation for MTB-MLE with the faculty at KPG Merauke. The interaction with the staff indicated an awareness of the issues. The faculty had examined the language vitality maps and realized that many of their students no longer originated from areas that were remote and rural. In response, faculty indicated there may be a necessity to ensure they did not lose their original mission and vision of preparing students for remote and rural schools. There was a call to contact some of the kabupatens with large remote and rural populations in order to ensure more students were attracted to their institution from these forgotten areas.

The faculty was very open to including courses in MTB-MLE, especially for those anticipating a career in rural and remote schools. Like KPG Nabire, They imagined the assistant teachers would need to have a D1 but clarification was needed on who would pay for their salary as a “guru bantu” once they graduated. In anticipating a greater role for MTB-MLE, the faculty wanted training to prepare “Master Trainers” in MTB-MLE.
Similar to other KPGs, Merauke also found they needed a special upgrading program to teach some of the students from isolated regions to have functional reading, writing and mathematics skills. They felt an upgraded computer lab, better dorming facilities and a better library would be beneficial for the entire educational program.

Structurally the faculty wanted more clarification on placement procedures for those who graduated from the KPG. The faculty also felt they were stuck in limbo since they were not recognized as university faculty by the national government and the director felt such recognition would be beneficial since it could engender greater faculty stability. As an institution they would also like more autonomy in offering S1 degrees in elementary and preschool education.

After the final workshop the Merauke faculty embraced the challenge to develop curriculum for the Marind language in the area where the KPG is located. The fact that this faculty member had written a Marind-Indonesian dictionary and that he was from this language group left the ACDP 023 team feeling that application of the MTB-MLE design techniques was embraced by this KPG for this particular language. What appears to be needed is encouragement and follow-up by the government as he moves ahead with this project.

| The Teacher College faculty wanted clarification on the status of “Guru Bantu” in the classroom if they adopted the Thai model of MTB-MLE, where the primary classroom teachers may not speak the local language of the community but are assisted by Guru Bantu teachers in the actual teaching. |

Conclusion on KPG Revitalization
Table 18: Options for Interface between the Secondary and the Tertiary Section

<table>
<thead>
<tr>
<th>Option</th>
<th>Advantages</th>
<th>Disadvantages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondary and Tertiary are Separate but Collaborate</td>
<td>Secondary and tertiary can more easily remain on the same campus and share many of the same staff. Secondary can continue to include teacher training (and MTB-MLE) components in their curriculum (e.g. in Papuan Ethnography at SMA level).</td>
<td>The culture tends to prefer hierarchy to collaboration between equals. Without a single head (which the dual-reporting legal situation seems to preclude), tensions between the two heads are likely to arise. It may be harder to convince two heads than one about the value of MTB-MLE.</td>
</tr>
<tr>
<td>SMA/SMA Plus and S1 classes continue to be held on one campus.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>There are two heads reporting to two different departments (as in Nabire). Expectations of collaboration (e.g. on strategic plans, curriculum content, staff training) and cooperation are clarified in the job descriptions of each. At the SMA level, teacher training components are included in the curriculum.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Secondary and Tertiary Separate Entirely</td>
<td>Funding and reporting channels become clearer. The number of bosses to whom each section reports would be reduced. (UNCEN for accreditation, Provincial Department of Education for PGSD and SMA funding.) If tertiary remains public sector, instructors can be lecturers under the Department of Higher Education and Technology.</td>
<td>Difficulties are likely to arise if two separate institutions are using the same facilities, e.g. Who is responsible for repairs? Such questions would have to be clarified or else a separate location provided for one of the institutions.</td>
</tr>
<tr>
<td>SMA/SMA Plus and S1 classes continue to be held on one campus, but no teacher training components are included in the curriculum of the SMA. (This might require a re-registration of the SMA Plus in Nabire as an ordinary SMA.) There is no formal link between the two, and no expectation that students entering the SMA intend to be teachers.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Status Quo</td>
<td>Ensures mission and vision of training teachers remains integral to secondary; MTB-MLE components can be incorporated at both levels (e.g. in Papuan Ethnography at SMA level)</td>
<td>Multiple bosses (UNCEN for accreditation, Provincial Department of Education for funding) Nationally, where is the institution registered so instructors can be lecturers under the Department of Higher Education and Technology?</td>
</tr>
<tr>
<td>Place tertiary section of all colleges under one foundation controlled by the MOEC, registered under the Department of Higher Education and Technology and treated like Bank Papua (public/private structure), not accredited by UNCEN (directly accredited with the Dept. of Higher Ed. and Technology.</td>
<td>Control over curriculum, making it easier to introduce MTB-MLE components for all colleges; control over accreditation; clear reporting lines; clear accountability; clear funding source</td>
<td>Legally, one foundation may not control an institution of higher education with branch campuses. Will have to separate SMA from the PGSD (However, UNCEN’s control over the PGSD accreditation)</td>
</tr>
<tr>
<td>Place each college under a separate foundation not controlled by the MOEC</td>
<td>Control over curriculum; control over accreditation; clear reporting lines; clear accountability; preferred option for one of the colleges; more competitive; easier to open an Early Childhood Education programme if curriculum is not controlled by the government.</td>
<td>If the foundations are severed from the Government, mission and vision may change. The college may go in a different direction, or the Government at some future point, may decide, due to pressure, to no longer fund the colleges since they are private institutions. Would the institution be under the Department of Higher Education and Technology? By whom would the instructors be paid? Would lecturers be government employed? Which department would they work for? It might be more difficult to introduce unique curricular emphases necessary for rural and remote Papua.</td>
</tr>
<tr>
<td>---</td>
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<td>---</td>
</tr>
<tr>
<td>UNCEN treats all colleges as branch campuses, but heads of branch campuses have discretionary budget and freedom to introduce locally-relevant content to the curriculum</td>
<td>Clear chain of command and funding. Accreditation is secure; Would allow all college instructors to be brought under the Department Of Higher Education and Technology</td>
<td>Need legal changes for branch campuses; this would create a drastic change in higher education in Indonesia as all universities would compete with one another, but this might raise the quality of the universities.</td>
</tr>
</tbody>
</table>
Besides the need to make critical structural changes to the linkages between UNCEN and KPG and the Provincial Office of Education and Culture, this study suggests that the following policy options be considered:

12. Development of MTB-MLE Master Trainers at each KPG.
13. Inclusion of at least one course in MTB-MLE in the curriculum with the possibility of a course in Second Language Acquisition.
14. The development of a 1 year MTB-MLE Teacher Assistant Program (D1) meant to prepare SMA graduates from rural and remote areas to function as bridge teachers in MTB-MLE programs (Bridging from Indonesian to the local language).
15. Expansion of the KPGs course offerings to include teacher preparation for preschool and kindergarten.
16. Clarifying the reporting and financial support mechanism needed to support KPG Sorong (campus and program ownership and responsibility).
17. Developing a mechanism for KPG faculty, who possess the necessary qualifications, to be recognized as faculty of higher education by the national government.
18. Continue upgrading the credentials of KPG faculty within a phased staff development plan, possibly through distance learning through Universitas Terbuka in conjunction with UNCEN.
19. Phasing out the SM3T program and ensure Papuan teachers receive the same kind of contracts enjoyed by SM3T personnel.
20. Allow each KPG to negotiate its own quota of student enrolment with the provincial government and without UNCEN interference.
21. Include a summative final exam for all potential teacher education graduates that will evaluate all basic skills needed (minimally to include reading, writing and mathematics skills).
22. Provide greater provincial financial support to:
   a. Ensure faculty can travel to remote and rural schools to evaluate their student teachers.
   b. Add upgrading classes for under-performing students from remote and rural schools.
   c. Upgrade computer labs, libraries.
   d. Development of a Master Degree course accredited by DIKTI on MLE.

Papuan Office of Education and Culture

The Papuan Ministry of Education and Culture has been very supportive in engaging in all the dimensions that this project has taken. From the initial research in ACDP 039 to launching ACDP 023, the Provincial Office of Education and Culture has been a major driving force. The provincial government would like to move faster in MTB-MLE than their present capacity allows, and they would like to contract with outside NGO’s to speed up the process for rural and remote languages. They have good cooperation between the ACDP team and the leadership of this new department and the ACDP 023 team.

There is an objective reality among government leaders driving forward the MTB-MLE curriculum that nurturing a change in the sub-department responsible for curriculum development (from just buying and distributing the national curriculum to developing MTB-MLE curriculum) is a hurdle that will need outside help. As such, they have developed the understanding as to what is needed, what they need to manage, and what will need to be funded, but are relying on UNCEN, the KPGs and possibly outside NGO’s to deliver...
the books and teacher guides necessary for each language. It remains to be seen whether this approach will be able to deliver the necessary educational product that underlies MTB-MLE for Papua.

Funding for MTB-MLE has been allocated within the provincial budget and several priority languages have been identified by the government for MTB-MLE programs. The responsibility for the development of each one of these languages has been delegated to all those who have been involved in all the facets of ACDP 023 and can be broken down as follows:

<table>
<thead>
<tr>
<th>Language</th>
<th>Primary Responsibility</th>
<th>Geographic Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sentani</td>
<td>UNCEN</td>
<td>North Coast</td>
</tr>
<tr>
<td>Me/Ekari</td>
<td>KPG Nabire</td>
<td>Eastern Papua</td>
</tr>
<tr>
<td>Marind</td>
<td>KPG Merauke</td>
<td>South Coast</td>
</tr>
<tr>
<td>Lani/Dani</td>
<td>SIL</td>
<td>Central Highlands</td>
</tr>
</tbody>
</table>

Table 19: Government Priorities for MTB-MLE Language Development

The government has asked SIL to work together with the government as it slowly rolls out these programs over the next few years. SIL has not signed any MOUs in this regard, and will consult with the other parties before any decisions are made. Some of the other concerns raised by the Papuan Ministry of Education and Culture included the following:

1. MLE programme consultant
2. MLE sample materials
3. Funding for awareness raising
4. Field research/survey instrument, personnel and support
5. Funding for field research/survey personnel

Additional MLE programme support needs:

1. School committees will need to have a strategic role to strengthen parent-teacher relations
2. Grappling with the new concept of MLE in continuing discussions with NGOs active in Papua
3. Hold awareness raising/coordination meetings with key government agencies such as DPR, MRP, district (kabupaten) level officials and scholars
4. Create MLE monitoring committee at provincial and kabupaten level

Conclusion

The results of the study tours, workshops and training have left the stakeholders in the MTB-MLE initiative more empowered, but their perception of readiness to embrace the totality of the challenge is not uniform across all stakeholders. It is therefore fortunate that the initial foray into MTB-MLE by the provincial office of education and culture will began with a pilot project in one large language (Lani) in collaboration with the District office of Lanny Jaya. Also, as a result of the many discussions on the educational advantages of MTB-MLE with government and media this year, MTB-MLE has been accepted as national policy within the RPJMN and the final version of the national RENSTRA which states explicitly that “the mother tongue could be used as the language of instruction in the early grades as a means to diversify curriculum implementation”. If a greater number of stakeholders are encouraged to adopt this national policy for the Papuan context by participating in the implementation of the Lani MTB-MLE project, all parties can “learn by doing” and thus fine tune their own approaches based on field realities.
The government has encouraged the development of a field school in MTB-MLE in the pilot project area and has invited all the KPGs and UNCEN, to become active participants as this project. Such an approach will hopefully not only contribute to their understanding of what it means to expand into other areas of MTB-MLE, but also contribute to the synergy needed amongst these institutions as they are structurally mandated to work together in the field of Papuan educational development.

V. Draft Road Map for MTB-MLE

The survey and community interaction in the area where the MTB-MLE pilot project is to be initiated has indicated a strong desire on the part of the community for a trilingual educational paradigm. This means that while the initial draft for MTB-MLE road map has not changed since it was first proposed at the Inception Report, it may need to be adjusted among the different communities where an attempt is made to implement the curriculum. At the Inception Report the Secretary of the Prov. Ministry of Education and Culture, insisted on beginning the MTB-MLE program in preschool instead of first grade. This necessitated the change that resulted between the original TOR and the Inception Report since government policy now mandated we begin our curriculum development at the preschool level. The draft road map begins with the Mother Tongue in preschool and gradually transitions to the national language (Indonesian) as each grade builds on the next, with all but one class in Indonesian by third grade (below).

<table>
<thead>
<tr>
<th>Language of Instruction</th>
<th>Preschool</th>
<th>Kindergarten</th>
<th>Grade 1</th>
<th>Grade 2</th>
<th>Grade 3-6</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Language</td>
<td>Oral mother tongue for introducing pre-reading, and pre-writing in the mother tongue</td>
<td>Oral and written mother tongue to introduce reading and writing in the mother tongue</td>
<td>Mother tongue (MT) for reading, writing, mathematics. Possibly adapt Buku Paket Kontekstual to Bahasa Lani.</td>
<td>Mother tongue for reading, writing, mathematics. One class that uses a bilingual reader to cover science and, social studies</td>
<td>All classes in Indonesian except for Muatan Lokal</td>
</tr>
<tr>
<td>Indonesian</td>
<td>Oral Indonesian for introducing pre-reading and pre-writing in Indonesian</td>
<td>Oral and written introduction to Indonesian as a second language (consider using revised Indonesian Buku Paket Kontekstual Papua)</td>
<td>Oral and written introduction to Indonesian. Use curriculum Buku Paket Kontekstual Papua; Bilingual Reader to cover other material</td>
<td>All subjects in Indonesian except for “Muatan Lokal”</td>
<td></td>
</tr>
<tr>
<td>English</td>
<td>none</td>
<td>none</td>
<td>none</td>
<td>none</td>
<td>Decision of Community</td>
</tr>
<tr>
<td>Language of Instruction</td>
<td>Mother Tongue</td>
<td>Mother Tongue</td>
<td>Mother Tongue</td>
<td>Mother Tongue and Indonesian</td>
<td>Indonesian</td>
</tr>
</tbody>
</table>

Table 20: Draft MTB-MLE Road Map
However, in Kuyawage, Lanny Jaya the location where the MTB-MLE project is to be implemented, the community was very insistent that the government include three languages laddered into the curriculum. They want to begin with Lani, add Indonesian and include English as children progress through their elementary to secondary school education. As far as ACDP 023 is concerned, the inclusion of English will necessitate a decision on the part of the Papuan Provincial Ministry of Education and Culture.

VI. Study Tours

The primary purposes of the study tours was to jump-start the educational process among key stakeholders regarding what was included in a comprehensive MTB-MLE program and what was needed to be able to implement such a program. By exposing professors from UNCE, the KPGs and the Ministry of Education and Culture to well developed and well-run programs in Thailand and Ambon, as well as exposing them to the international UNICEF conference on MTB-MLE, we were able to achieve this purpose.

Study Tour to Thailand

The participants for the International Study Tour included key officials from the Dept. of Education and Culture, the Teachers Colleges (KPGs), and the State University of Cenderawasih (UNCEN). They were given pre-reading material as well as homework assignments prior to the tour and the tour was tailored to their primary responsibilities. Those from the government and UNCEN interacted with key MTB-MLE experts at the UNESCO conference on MTB-MLE issues that specifically addressed MTB-MLE policy, budgeting, planning and evaluation in Bangkok. The educators from the KPGs interacted with educators from universities and NGO’s involved in the training of teachers and the development of MTB-MLE programs in Chiang Mai. All participants personally interacted with teacher and parents whose children were involved in MTB-MLE programs in the south of Thailand.

Responses from all the participants was very positive towards the need to nurture MTB-MLE in Papua. Several policy shifts that participants suggested included the need to address minimum standard qualifications for MTB-MLE teachers. Their exposure to several ASEAN countries using local people with just a high school education as early grades MTB-MLE teachers or as “bridge” teachers (teachers who function as translators or implementers, and who work under a head teacher possessing higher academic credentials) made them realize the need for greater flexibility in MTB-MLE teacher credentialing.
Lessons Learned from Participants during the Thailand Study Tour

- A general sense that the problem lies with the implementation. The Indonesian participants believe that they (and others in official positions) are already familiar with the theory of MTB-MLE. However, they do not yet feel capable of implementing an MTB-MLE project without further information, capacity development and consultant help (see below for further comments on capacity development);

- Lack of consensus over how much to depend on the government. Some had experience of government funding being suddenly cut in the middle of a project. Mentioned has been made that the rules for the government budget lists (‘daftar anggaran’) are very strict.

- Consensus that there needs to be stronger and clearer governmental support. The group felt that they should put pressure on the provincial parliament (MRP) and have mother tongue education put into a ‘Perdasi’ (provincial area law). They felt that support from Jakarta was not necessary, as long as the Governor of Papua made a formal statement of agreement;

- That a strong MLE have support from parliament (although necessary), UNCEN Department of local communities

- They do not currently about the language staff directed them to or the attitudes of felt that a first step target areas;

- Lack of clarity about whether it is better to start a project at kindergarten level or primary school level; (this concern was laid to rest by the government’s MTB-MLE policy decision to begin in preschool)

- That it would be best, going forward, for government personnel to continue to focus on policy making and professors on the technicalities of curriculum development and teacher training;

- It was agreed that everyone should go back to their respective institutions and talk to others about what they had learnt;

- The teachers’ salaries should be paid via the head of district since he is a civil servant and has access to the towns;

- The head of culture should be enlisted to help enforce teacher attendance, and given an incentive to do so if necessary. In several areas, this has already been done. (N.B. It was also noted that the head of culture usually sits on the school committee anyway, and if he isn’t on it in a particular village, he should be);

- Some teachers are Muslim, so the church would have no authority over them, but the head of culture holds considerable authority, even over newcomers to an area;

- Teachers who leave for the town must be fired;

A strong MLE programme in Papua will have support from many sides – the Provincial Parliament, State University of Cenderawasih, the Provincial Ministry of Education and Culture as well as local communities

– Consensus statement from study tour participants

A strong MLE programme in Papua will have support from many sides – the Provincial Parliament, State University of Cenderawasih, the Provincial Ministry of Education and Culture as well as local communities

– Consensus statement from study tour participants

programme in Papua would many sides – the central see above – not totally university, the provincial Education and Culture, the and others;

have enough information situation in their areas (SIL read www.ethnologue.com), local language speakers. They would be to do a survey to
• The ‘satu atap’ system, whereby there are only 3 grades in the villages - Grades 4-6 are in the small towns and children board – is a good one;
• It is doubtful whether moving from a 2-term system to a 4-term system with longer school days in order to give the teachers a break would work;
• In the past, there was a system whereby a package containing essential items (‘kebutuhan pokok’) for the teacher would be dropped at the village every 1-3 months. This was a good system;
• There is a communication problem – there needs to be more mobile phone and/or radio coverage in remote areas.

**Study Tour to Ambon**

In order to increase stakeholder capacity to implement mother tongue based multilingual education (MTB-MLE) programs, a field visit to a program which serves preschools in a neighboring province was conducted in Ambon, Maluku. The Sulinama Foundation, a local foundation, is in its sixth year of implementing a mother tongue based preschool program (PAUD-B2S) and continues teacher training and monitoring student and teacher achievement.

The main goal of this field visit was to learn from a local organization the practical aspects of implementing a mother tongue based program in Indonesia. Through presentations, preschool visits, discussions and reviewing research results, participants directly observed the benefit of mother tongue based education in the Indonesian context. Participants benefited additionally through networking with stakeholders in the neighboring province of Maluku.

The Sulinama Foundation’s PAUD-B2S preschool program partners with 31 preschools on Ambon and other nearby islands. Sulinama provides Ambonese Malay mother tongue based curriculum and teaching materials for their partner schools as well as monthly teacher training, school monitoring, and parent support. A small honorarium is also provided to schools monthly to assist with school supplies, photocopies and teacher pay.

Over the course of two preschool visits and meetings with stakeholders and staff, participants were able to observe key components in the PAUD-B2S program that positively influence the success of this program. These components are the use of the mother tongue, strong developmentally appropriate curriculum, on-going teacher training, parent involvement, and frequent school monitoring by trained Sulinama staff. Additionally, the most successful preschools are staffed by teachers with high internal motivation to serve their community regardless of external incentive. It was clear for participants to see that for the PAUD-B2S program to be truly sustainable, greater government support is necessary.
Lessons Learned from the Ambon Study Tour

As the study tour debriefed during sessions following meetings and preschool visits, the following was noted by participants as being important to the development of mother tongue based multilingual education (MTB-MLE) in Papua.

- Government support is crucial for the success of a mother tongue based multilingual education program.
- Laws and regulations for an MTB-MLE program will increase sustainability.
- The PAUD-B2S program in Maluku cannot be sustainable if they have to continually find outside funding to support teachers.
- Papua does not have a difficulty with providing salaries for their kindergarten teachers, but compared with the teachers in Ambon, the Ambonese teachers serve their students with greater commitment and motivation even though their income is much less. Teaching with internal motivation to serve one’s community is a key to success.
- Participants agreed that MTB-MLE in rural and remote areas is a good idea, and have begun the process for getting laws and regulations in place to support and fund MTB-MLE in preschool and primary school.
- The Papuan Ministry of Education and Culture has begun planning and conducting five Trainer of Trainers (TOT) workshops for an integrated program in five areas: Functional Literacy, Preschool Management, Preschool Tutor Internship, Parenting, and Mother Tongue Based Preschool Curriculum Development.
- It would be beneficial to work together with NGO partners such as Wahana Visi Indonesia (WVI), SIL, Sekolah Kampung (run by John Raheil), and others.
- Sekolah Kampung could be a good resource because it is a school based on the local culture, however it is only in the Sarmi Kabupaten. It hasn't spread across Papua yet.
- The “Bunda PAUD” (Early Childhood Education Mother – the wife of the kabupaten leader or governor) could be an advocate for MTB-MLE in Papua.
- It would be good if the preschool teachers’ network (HIMPAUDNI) could function as a center for professional development and support for teachers. The HIMPAUDNI and kindergarten teacher’s group (IGTK) in Ambon serve mainly as a place to discuss administrative issues, there is little opportunity for professional development or support.
- The Cultural Sector and the Education Sector of the Papuan Ministry of Education and Culture should work together so that this program strengthens the local language and culture.
- It would be good for Papuan teachers to participate in an internship in Ambon, like teachers from Lembaga Pemberdayaan Masyarakat Amungke Kamoro (LPMAK) in Timika, Papua have previously done. It would also be possible for the Sulinama Foundation staff to go to Papua to host an intensive teacher workshop with practice teaching.
- Training teachers is not just a one-time thing, but rather teachers need to be trained continually. Knowledge and support continue through workshops, practice teaching, learning-by-doing, routine meetings, evaluation and upgrading skills.
- Parents should be involved in observing preschools and attending trainings so that a strong educational foundation can continue at home.
- There is an agreement that MTB-MLE would be a good choice for Papua’s rural and remote areas.
VII. Communication Strategy

One of the challenges in changing the Papuan educational paradigm from monolingual education to multilingual education has been communicating the research that has proven that rural and remote minority peoples greatly benefit from multilingual education; that this approach produces better results than the traditional monolingual approach. Erroneous views have persisted as the program has evolved since key stakeholders, once they understand and support the new paradigm, are often moved to new positions of leadership and replaced by people who have not taken the time to understand the background research undergirding MTB-MLE. This challenge remains.

To counter this erroneous understanding, it is imperative that the policy shift endorsed by the RPJMN and RENSTRA be clearly communicated to all levels of government. Failure to do so will potentially place school programs in rural and remote regions at odds with the best practices articulated in the RPJMN and RENSTRA.

However, as the new MTB-MLE policy takes root, the government needs to be prudent in how quickly it promises to multiply MTB-MLE programs around the province since the infrastructure to create MTB-MLE programs is just in its infancy.

In order to counter erroneous perceptions regarding MTB-MLE, and since the success of this project demands a multiplicity of stakeholders assent and support, a multipronged approach has been attempted.

| Stakeholder                | Approach                                                             | Rational for Approach                                                                 |
|----------------------------|                                                                     |                                                                                      |
| Sub district Level (Kecamatan Kuyawage) | Personal contact with local people; met with all the school teachers, community leaders and included them in the development of the curriculum material. | Since Kuyawage is the area where the proposed pilot project is to be developed, it was imperative they were included in the discussions. The Kuyawage Kecamatan is very isolated and so the only way to communicate is through immediate, personal contact. |
| District Level (Kabupaten) | • Personal contact was established at the inception of the project at the Kabupaten level of government  
• Study Tours  
• Workshops and Seminars  
• Personal Correspondence | There is little if no internet access in the Kabupaten, and cell phone coverage is minimal and often only operative after 6 p.m. (when the generators go on). Because Kabupaten Lanny Jaya is considered one of the more isolated regions of Papua, and because most of the decisions are based on face-to-face encounters, a multiplicity of personal, face-to-face approaches was deemed most suitable. |
| Provincial Level           | • Personal Contact  
• Press Conferences  
• Radio Interviews  
• Television Interviews  
• Newspaper coverage | At the provincial level there are many more influences shaping educational policy, and public perceptions are less aligned with MTB-MLE because the use of the mother tongue has all but disappeared around the provincial capital of Jayapura. This has mandated engaging a broader
Table 21: Communication Strategy

For a listing of some of the traditional media outlets that have broadcast the research and activities encapsulated in this project see Appendix 5.

Evaluation of the Communication Strategy

Evaluating one’s communication strategy is difficult since it requires some pre-determined benchmarks. However, if one evaluates the support the project has received from the people in the sub-district (kecamatan) where the MTB-MLE project is to be implemented, the level of support is very good. Regular phone calls to the ACDP 023 Team leader by the government coordinator of the preschool program requesting updates has indicated an excitement among the target preschools in the pilot project.

At the Kabupaten level, the support has also been supportive. Kabupaten level officials have attended seminars and workshops, and the Secretary Daerah (#2 in the Kabupaten) has publicly voiced support for the program and promised to include it in his budget. He has met with the team, promised to replace absentee teachers and regularly provided food for the teacher training seminars.

The Provincial Ministry of Education and Culture has been very supportive of MTB-MLE. They have ensured their people have participated at all levels of the project. They inaugurated a sub-department of Letters, sent their people to Thailand and Ambon, and paid for others of their staff to join in some of these events as well. They have visited our workshops around the province, and articulated support at workshops, conferences and in the press.

Finally, since the ACDP Team spent very little time in Jakarta, the heavy lifting for nurturing support in the Ministry of Education and Culture in Jakarta was done by the ACDP Jakarta staff. They arranged for meetings between the Minister of Education and Culture and NGO’s involved in MTB-MLE. They were effective in ensuring the press wrote accurate stories reflecting the nature of MTB-MLE, arranged for radio and television spots and held round table discussions within the Ministry of Education and Culture.

While undoubtedly perceptions have been changed regarding MTB-MLE at all levels of the political spectrum there remain some outstanding misperceptions regarding the MTB-MLE. At all levels the question of cost arises. It is presumed that MTB-MLE will be too cost prohibitive to ever implement on a large scale. Part of the misperception lies in the fact that government officials have not accurately
tabulated the drain on their budgets that the present approach has had in graduating large numbers of rural and remote children who are illiterate. It would be effective if this kind of comparison was undertaken in order to provide evidence-based research addressing this question.

The answer to the question of cost, the pilot project will need to keep track of costs as the program is developed. These costs will have to be compared to costs, and educational outcomes among peer schools, before a final decision can be made on the cost effectiveness of MTB-MLE for rural and remote schools.

### VIII. Four Capacity Development Workshops For Regencies

#### Kabupaten Level Workshops

The purpose of the four capacity development workshops was to expand the understanding among key MTB-MLE stakeholders in order to nurture their support for MTB-MLE programs at the Kabupaten level. Since the financial control of schooling in Indonesia is largely controlled at the Kabupaten/Regency level, three of these workshops targeting 17 kabupatens with large numbers of remote and rural populations were delivered. The three workshops brought together key officials from different government departments engaged in education (Head of the Dept. of Education and Culture, The Planning Bureau, Preschool Education and Elementary Education as well as people from the nearby teachers colleges or university) and attempted to create a sense of synergy between the kabupaten educational administrators and the institutions of higher education with whom they would naturally work to develop curriculum and train teachers.

The location of the workshops and invited regencies can be seen in the table below:

<table>
<thead>
<tr>
<th>Workshop Location</th>
<th>Regency Invited</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wamena</td>
<td>Tolikara, Yalimo</td>
</tr>
<tr>
<td>Pegunungan Bintang</td>
<td>Yahukimo</td>
</tr>
<tr>
<td>Lanny Jaya</td>
<td>Nduga</td>
</tr>
<tr>
<td>Puncak Jaya</td>
<td></td>
</tr>
<tr>
<td>Nabire</td>
<td>Paniai, Dogiai</td>
</tr>
<tr>
<td>Deiyai</td>
<td>Intan Jaya</td>
</tr>
<tr>
<td>Nabire</td>
<td></td>
</tr>
<tr>
<td>Jayapura</td>
<td>Sarmi, Memberamo Raya</td>
</tr>
<tr>
<td></td>
<td>Memberamo Tengah (Hulu), Keerom</td>
</tr>
<tr>
<td></td>
<td>Jayapura</td>
</tr>
</tbody>
</table>

Table 22: Kabupaten P&K Leaders Workshop Locations

The workshop covered the following topics:

- Session I: Opening: Pak Loby, Secretary, Provincial Ministry of Education and Culture
- Session II: Language, language vitality, language mapping, MTB-MLE theory and how it relates to raising the quality of education
Session III: MTB-MLE theory and practice; (includes testimony from study tour participants)

Session IV: Lessons on Rural and Remote Education from around the world

Session V: Working with data and planning: compiling data necessary for MTB-MLE decisions; how to prioritize languages for MTB-MLE etc.

One “eye opening” exercise for most of the government officials was an exercise guiding participants through a budgeting exercise on the cost of graduating children from elementary school who were still illiterate. Most participants had never looked at the wasted monies in their budgets by not ensuring basic mathematics and reading skills were achieved by graduating elementary school children.

Different levels of progress were made with different kabupatenes depending on their existing priorities and plans. Four of the kabupatenes, along with faculty from one of the local Teachers Colleges invited to the Nabire workshop, decided to band together and develop the Me/Ekari language. This was a very significant breakthrough as their choice of language indicated a good understanding of the seminar material and their decision indicated an ability to analyze MTB-MLE data tables foundational for making strategic MTB-MLE programmatic decisions.

A fourth capacity development workshop in curriculum development was implemented over a 6 day period. Extensive work went into the preparation of this workshop, since it formed the backbone of future curriculum design in MTB-MLE. Attendees included members from the National Ministry of Education and Culture Curriculum Department, UNCEN, Prov. Ministry of Education and Culture, KPGs, as well as Lanny Jaya educational personnel. The workshop reviewed the national educational indicators and walked people through the components necessary to adapt and create books, teaching aids and teacher guides for minority languages in line with the national indicators. The workshop both taught the concepts behind MTB-MLE curriculum while working towards developing MTB-MLE curriculum for rural and remote contexts. Some of the outputs include the following:

- Several children’s books in Lani; teaching patterns; questioning techniques
- Papuan stories were adapted into Lani
Teaching aids were developed (geoboards, patterning wheels, tangrams, lacing cards, shape matching cards, sticks with Velcro, puzzles made from sticks, painted sticks, shape matching sticks, bingo game, spanduk books)

Understanding the role of Traditional songs, free play, listening stories, fine motor skills curriculum, Lani alphabet chart etc.

First grade mathematics indicators and how one could adapt the first several weeks of curriculum

First grade reading curriculum indicators and how one could adapt the first several weeks of curriculum.

One of the primary outcomes of the workshops was significant movement towards the expansion of MTB-MLE within the province. Four kabupatens have committed to place money in their budgets for the development of specific languages within their boundaries. UNCEN and the Teachers Colleges have committed to developing three languages in the geographical locations from where they draw their students and which overlaps with expertise within their faculty. It is these kind of collaborative commitments by local governments and institutions of higher education that nurture hope for mother tongue based multilingual education in Papua.

One of the weaknesses of the MTB-MLE curriculum development process was that the key people invited to participate were often exchanged for other people who, while perhaps interested in the subject, would not be expected themselves to develop curriculum in the future. Another weakness was that the difficult task of working through the linguistic, orthographic and dialectical issues was difficult to cover since most people did not have the rudimentary linguistic knowledge to address these issues demanded.

It is therefore suggested that either the Unit for Language and Culture in the Ministry of Education or UNCEN be identified as being ultimately responsible for driving forward the curriculum development process. Either of these organization could have the option of working with other NGOs who have expertise in this areas.

It should be noted that during the capacity development process, UNCEN indicated it was ready to adopt the challenge for curriculum development. The government has also challenged UNCEN to develop the Sentani curriculum. UNCEN appears uniquely situated for this task since it has both a linguistic and education department, both of which will need to work together if this enterprise is to be successful.

What is needed is that UNCEN needs to clearly articulate who is ultimately responsible for moving forward the development of MTB-MLE curriculum development, ensure adequate time and funding are allocated to this endeavor, plan a scope and sequence for which languages will be prioritized in conjunction with the ministry of education and identify which NGO partners it would bring on board to help move the process along.
IX. Teacher Training

Preparation for teacher training has been ongoing. The *MTB-MLE: From Policy to Implementation* is a handbook meant to be used by all those who will be involved in MTB-MLE development. The handbook includes information on curriculum development, training teachers, and developing graded readers and principles of bridging to Indonesian.

During the *Curriculum Development and Teacher Training Workshop*, trainers of trainers (TOTs) were taught how to not only create MTB-MLE curriculum, but time was also set aside to practice using the materials produced in the workshop. The expectation is that all those from the Teacher Colleges and UNCEN that attended the workshop will use their training to further train teachers in MTB-MLE.

Teacher Training for Preschool and Kindergarten

Since this is a collaborative project with the government, we have conducted training seminars with government and Teacher College instructors in Merauke and Jayapura. This has allowed the teacher training process to be refined. The most recent workshop in Tiom, Lanny Jaya (sponsored by ACDP/ADB) was a collaborative success. The Papua Provincial MOEC sent people to assist in the training and oversight of the workshop; the Lanny Jaya government assisted financially by providing rice, water and hosting the workshop for free at their facilities, and ACDP/TIA/SIL provided the instructors. The surprising result was that more teachers showed up than were invited (none were turned away)!

<table>
<thead>
<tr>
<th>Invitees</th>
<th>Number Attended</th>
</tr>
</thead>
<tbody>
<tr>
<td>13 Schools from Kecamatan Kuyawage</td>
<td>13 schools sent teachers</td>
</tr>
<tr>
<td>15 Schools from Kecamatan Tiom and Surrounding Areas</td>
<td>25 schools sent teachers</td>
</tr>
<tr>
<td>Total of 28 schools Invited</td>
<td>Total of 38 schools attended</td>
</tr>
</tbody>
</table>

*Table 2: Schools Represented in Teacher Training*

The workshop was structured to allow a maximum amount of practice teaching by the participants. The participants were first oriented to the curriculum, after which all parts of the curriculum were demonstrated (and the participants adopted the role of students). After seeing the material taught, groups were formed and peer teaching, monitored by an outside expert was facilitated. Finally, children from the community were invited into the training session and all teachers taught a class.

Since this workshop was in Tiom, the regency capital, more of the participants were fluent in Indonesian. This simplified the training, but was less realistic than the rural and remote areas where the curriculum was initially field tested. The upside of having the workshop in Tiom is that it engendered broader support and helped socialize the idea of MTB-MLE to a wider audience. Another reason to have the workshop in Tiom was to position ACDP-023 in another location in case something should happen that would make it unfeasible to continue the experiment in Kuyawage (security situation, lack of teacher payment etc.).
Teacher Training for SD 1

The chronic problem of teacher absenteeism came to light when our work with the Komite Sekolahs reviewed all the teachers listed as receiving government salaries in the Kuyawage Valley. Each name provided by the provincial government was reviewed by the Komite Sekolahs and of a total of 27 teachers that should have been active in elementary schools in the valley only 2 were nominally active (meaning they infrequently showed up). The newly developed Komite Sekolahs were mentored in how to draft letters to the Kabupaten Dinas office as well as the Provincial MOEC outlining which teachers were absent (some had died several years ago).

This has resulted in the Kabupaten moving into action, with the goal of addressing this problem plaguing not only Kuyawage but the entire Kabupaten. These teachers are all in the process of being replaced by teachers from outside the province. The first testing by the regency for new teachers took place during the week of February 5-11, with 240 of the 280 applicants being accepted as new teachers. The ACDP 023-A team followed up with the Sekretari Daerah, Lanny Jaya, to ensure a mix of outsiders and Lani speakers were assigned as teachers to ensure the MTB-MLE program had instructors that spoke Lani. He agreed and also agreed to pay for the curriculum.

The training workshop recruited local personnel who were already teaching first grade and trained them in how to use the MTB-MLE resources. The workshop covered the following objectives:

a. Familiarize teachers with the PMB3I curriculum and teaching materials for Lani and Mathematics
b. Foster a positive teaching and living environment for both Papuan and non-Papuan teachers
c. Foster positive relationships between the school committees, local communities and new teachers
d. Through the school committees, mobilize communities to provide suitable living and teaching arrangements for the teachers
e. Equip teachers with a basic understanding of how to face cross-cultural issues

Ironically, the response to the teacher absenteeism problem by the regency government was a success since it launched a hiring campaign and resulted in the leveling of contracts between outside contract teachers and local teachers. It was largely through the Komite Sekolahs, letter writing campaign and lobbying that change is happening.

X. Parental School Committee Development

Parental school committees have a long history in Indonesia, and the government has a law on the role and responsibilities for parental school committees (KEPUTUSAN MENTERI PENDIDIKAN NASIONAL NOMOR
044/U/2002 TENTANG DEWAN PENDIDIKAN DAN KOMITE SEKOLAH. The challenge for rural and remote parental school committees is that often the parents are functionally illiterate and thus have difficulty actualizing the roles they are expected to adopt because they cannot write or read reports. They also have no idea of the legal framework of the Komite Sekolah and what their rights and privileges are as a community. This information needs to be conveyed to the community if they are going to ensure the hopes and dreams they have for their children are to be actualized in their schools.

In reviewing existing research on community school development the ACDP 023 team contacted the researchers implementing a research project on community school development focused on reducing teacher absenteeism in Papua (Kiat Guru supported by TNP2K). The innovative approach by the research team mirrored the approach used by educators in Thailand and after onsite visits to the experimental site, many of the ideas were incorporated by the ACDP 023 Team in how the education department and local communities can play a complementary role in nurturing community-owned schools (sekolah Kampung). The ACDP 023 Team wrote a small handbook (Komunitas Adat Berbicara) outlining a workshop with 6 sessions that guide the community in analyzing community resources, educational goals and priorities, how they might want to evaluate their community school, and finally, to the selection of the Community School Committee (if one has not yet been established). The purpose of the handbook was to provide a step-by-step discussion guide for community facilitators engaged in leading rural and remote communities to understand what it means to be a community based school and how the Komite Sekolah can work to facilitate this endeavor.

The community outcomes expected at the end of these community discussions as developed in the handbook include the following:

- People will have described their local context, hopes, dreams and resources as well as their challenges in literacy/education in their language communities
- Prepared an impact statement for their educational program
- Set concrete, attainable goals for their school, including what role their local language will play in supporting these goals
- Develop a series of monitoring tools to assist the community in evaluating the progress they are making as a school regarding their desired outcomes.
- Provide the necessary community discussion for electing an effective Komite Sekolah

The basic outline adopted by ACDP 023 follows 6 community impact sessions:

- Session 1: Mapping Our Community and Exploring the Causes of Educational Shortcomings
- Session 2: Mapping Our Future Community and Exploring the Needs to Attain this Future
- Session 3: What does it mean to be a Community School?
- Session 4: Defining our Short and Long Term Educational Goals
The effect of mobilizing the community to elect a Komite Sekolah had a more immediate effect than originally envisioned. When it came time to plan for the implementation of the MTB-MLE curriculum in first grade, it became apparent that the teacher absenteeism problem could very well affect the possibility of implementations. However, the field coordinator worked together with the school committees and wrote letters to the Sekretari Daerah (SekTa) of Lanny Jaya and supplied him with names of absentee teachers. This raised a concern among the absentee teachers who attempted to protect their turf by writing a letter to the SekTa insinuating that the community in Kuyawage did not want any outside teachers in their community. After meeting with the SekTa he realized that the absentee teachers did not actually represent the will of the people and promised to send contract teachers to staff the schools where teachers were absent.

Mobilizing the Komite Sekolahs revealed a flaw that we had attempted to address when meeting with each community: that members of the Komite Sekolah needed to live in the community. It quickly became apparent than among some schools this was not a reality and new members were elected to replace the ones not present in the community.

X. Curriculum Review & Development

The curriculum review process has proved to be much more difficult than initially anticipated. The presupposition was that since the Bible had been translated into Lani, there would be a significant number of people to draw from in developing reading, writing and curricular material. This proved to be a wrong presupposition. While Lani pastors and parishioners may be able to read the Bible, very few, if any Lani speakers have been trained to write Lani, which has necessitated a large amount of extra work.

Some of the challenges in nurturing Lani writers and translators needed to develop Lani books and teaching guides included the following challenges:

1. Dialect: Lani has several dialects and the team was fortunate in choosing Kuyawage as the site for the MTB-MLE project because it is situated in the central Lani dialect used in the Bible, the standard requested by the people in the Kuyawage valley.

2. Confusion in vowel sounds: Lani has a 7 vowel system but since Indonesian is written with 5 vowels. After checking with linguists and field testing some writing samples, a five-vowel writing system was adopted.
3. Loan words: There are many concepts that needed to be included in the teachers guides meant to meet government outcomes, but many of the words in these government mandated outcomes or concepts are not in Lani (i.e. psycho-motor, squares, triangles, cognitive, sphere, circle etc.). The translation of these concepts were addressed on a one-by-one basis.

4. Target audience: The style of language needed to be adapted to the audience, and since the baseline survey indicated a very low literacy level, and since personal visits with teachers indicated some had trouble speaking fluent Indonesian, effort was taken to simplify much of the curriculum.

**Curriculum Review Challenges**

The curriculum development process began with a review of the national curriculum indicators and a review of Indonesian PAUD curriculum. The decision was made that the best PAUD curriculum was that developed by Yayasan Sulinama in Ambon, but the cultural and linguistic features would need to be adapted to the Lani language. The only remotely, complete contextual Papuan early elementary school curriculum was *Buku Paket Kontekstual Papua* and the primary contextualization process would include adapting it to Lani.

The adaptation process included forming a team of Lani translators and illustrators and having them work with the curriculum design specialists. The review of the curriculum resulted in the following changes:

1. Changes from a 5 day to a 4 day curriculum since Lani preschools meet 4 days/week
2. Simplifying the curriculum from 3 age groups to two age groups due to less human resources being available in the classroom
3. Reworking some entire themes since the Maluku people are island people and the Lani’s live in the highlands of Papua (the children have never seen boats, oceans, big waves, volcanoes etc.)
4. The stories were adapted to the culture
5. The illustrations were adapted to the culture
6. The stories were translated into Lani
7. Teaching aids were adapted to be less dependent on store bought items and driven more by what is available locally.

The process of forming a curriculum development team that needed to work through linguistic, graphic/artistic, curricular, educational and contextualization issues proved to be a big challenge and it should be noted that this took much more time than anticipated, especially with the change in direction by the government to prioritize preschool curriculum over elementary school curriculum.

The drafting of the initial curriculum was a dynamic process where all members of the team interacted in developing the books, teacher guides and learning aids. After the initial books were drafted, they were checked onsite with teachers and Lani leaders in the target area, who suggested many changes. Two of the
linguists who initially put the Lani language into writing were consulted where necessary. After the final changes from the community were edited into the curriculum, colour was added to the pictures and prepared for printing.

**Preschool and Kindergarten Curriculum (PAUD) Development**

The PAUD curriculum is divided into 10 themes spanning 10 months. Each theme is accompanied by 6 reading books (for a total of 60 books), student worksheets, alphabet books, thematic posters and educational aids. The range of stories covers both local stories but introduces new ideas to the children as well, such as satellites and vehicles that they may never see in their community.

The curriculum integrates reading, writing, fine motor skills, creative arts, music, the local language and Indonesian into a seamless package. All aspects of the curriculum were carefully monitored to ensure they satisfied the educational competencies defined by the Indonesian MOEC for PAUD curriculum. Teacher Evaluation forms were also developed to help those monitoring PAUD classes.

Initial PAUD curriculum drafts were field tested in Kuyawage and during government sponsored workshops in Merauke and Jayapura. The field tests included:

- Instructors from the Teacher Training Colleges (KPG)
- Preschool and elementary school teachers
- Observational data gathered during the monitoring of schools
- Government personnel from MOEC

Curricular evaluations led the curriculum writers to conclude that the rural and remote teachers had difficulty processing all the new ideas in the teacher’s guide. This led to the following changes: (a) reduction in the number and type of activities; (b) greater use of icons to carry the information load and (c) a more repetitious teaching structure that could easily be memorized by the teacher.

The final teacher’s guide saw a reduction in the number of pages – from 85 pages per theme/month to 24 pages per theme/month. The first immediate response was that teachers found the teacher’s guide much easier to follow (and used them!).

- A change was also instituted in how teacher training was approached. More time was spent on having teachers internalize the steps through extensive peer teaching and extensive practice with students.
- Instead of orienting the teachers to the entire curriculum in a weeklong workshop, it was felt that having 2 day training sessions once a month for 10 months led to better results.
A nagging suspicion arose regarding the reading ability of the teachers. This concern prompted us to change the parameters of the baseline reading survey to not only include students but also teachers. The result of testing the teachers, both in preschool and in first grade unfortunately revealed a reading level that was lower than the national 3rd grade children.

**Sekolah Dasar 1 Curriculum Development**

The objective driving the development of the first grade curriculum was to ensure Lani children would have a strong foundation in reading, writing and mathematics. The reading and writing approach used in the curriculum stressed a strong phonetic foundation in order to ensure the children had the necessary cognitive building blocks to transfer their reading and writing skills from Lani to be able to decode Indonesian sounds as well.

**Dani Verb Complexity and the Difficulty of Curriculum Design**

The development of the curriculum proved to be a bigger challenge than originally envisioned due to the complexity of the Lani verb structures. Lani verbs can change due to a multiplicity of factors. For example, a verb has unique morphemes attached to it when one of the following tenses occur: near past, remote past, perfect past, habitual, perfect past habitual, progressive, near past progressive, perfect past progressive, irreal, adhortative, prohibitive, intentional, objective infinitive, voluntative, contingent, idiosyncratic, durative, resultative or a detached active participle. These verbs are further complicated by subsequent morphemes triggered by the voice of the verb, which may include the following: energetic, causative, or medial voice. A third morpheme often further complicates the verb structure when the person is factored into the action: (first, second or third person, further complicated by singular or plural forms).

When the curriculum team therefore attempted to compose simple stories with a controlled vocabulary composed of words with a small number of syllables, it quickly became apparent that striving for simplicity was not simple! A simple, one syllable verb like ‘gul’ (to educate) could end up looking like ‘gulhysasykhylahyky’ (2nd person plural, near past progressive tense, 1st person objective voice), a word with 10 syllables! The linguist P.A. M. Van der Stap conjugated over 1000 forms of the verb “gul”.

You can therefore imagine the work that went into ensuring the introductory stories stayed as simple as possible in order to avoid unnecessary complexity for the beginning reader!

**Structuring of the SD Reading/Writing Curriculum**

The development of the curriculum proceeded by finding some existing texts written in Lani (over 20 years ago), and doing a letter count. This helped set the stage for prioritizing the order in which letters would be introduced, beginning with the more frequent letters and proceeding to the least used letters. In the process there was considerable discussion regarding the necessity of writing the glottal stop since the team found it occurred in a very predictable environment and since it is not written in Indonesian. However, since the community already had a Bible in Lani, and since they requested the team follow the orthography developed for the Bible, the glottal stop was written into the first grade material.

Based on previous curriculum, it was felt that two lessons were needed to introduce each letter. Each

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lesson built on the previous lessons, and as new letters were introduced, they were integrated with the old lessons in the student exercises books.

The final structure of the SD reading and writing curriculum was structured into three different books: (1) teacher guide; (2) student work book and (3) a test booklet. A separate graded reading series developed by UNICEF in Indonesian will be adapted to Lani by UNICEF. This contextual series consists of about 30 books graded according to student reading ability. At present, a Dutch NGO (Hapin) has indicated a willingness to field test the use of tablets in a school in Kuyawage, with the University of Nijmeigen indicating the availability of graduate students to create interactive Lani mathematics and Lani reading material. It is anticipated that tablets will be used as the fourth element in the curriculum.

The decision driving the curriculum structure resulted from a review of the credentials of the teachers as presented by the government (many just had a secondary school education and so we could not count on pedagogical expertise) and from interviews with the teacher training staff at STT Kristen Wamena. The monitoring and evaluation research by STT Kristen Wamena faculty had convinced them that many teachers needed to be taught exactly what to say in front of the classroom in order to ensure important pedagogical concepts were not overlooked by the teachers. However, they also discovered that when they articulated the actual words the teacher were to say in the classroom through their teacher guides, that the teacher guides became to verbose and lay unused by the elementary school teachers. The ACDP team also checked their curriculum with the community for intelligibility and fluency, but what they also found that the teacher guides needed to be simplified to accommodate the low level of reading ability of the students.

The approach of the ACDP team therefore integrated the lessons learned from STT Kristen Wamena while trying to avoid their pitfalls. The end result was a structured approach that ensured all the necessary pedagogical steps key to learning to read and write were followed while attempting to avoid forcing teachers to rely on a big, thick teacher’s guide that proved intimidating to YKW teachers. The down side of the ACDP approach was that it tended to be repetitive; however the research team did find rural and remote children more able to sustain repetition than urban adults who have been socialized to constantly needing new means of distraction.

Since all educational supplies need to be brought into the remote areas by plane or foot, resulting in chalk, pencils, paper, or other basic supplies being unavailable, it was felt that the curriculum needed to be able to function in primitive environment where perhaps the teacher would be unable to get basic school supplies. The teacher guide was thus constructed as a Big Book that could be held up in front of the class. from which the teacher could explain the basic information for the day’s lesson.

The second part of the day’s lesson was that children would practice some of these new ideas in their workbooks, to be followed by a time of reading from the graded readers developed by UNICEF. Evaluation of the material would be accomplished every tenth lesson through the prepared test booklet.
Mathematic Curriculum: Adapting to Lani Cultural Nuances

In the mathematics curriculum the team quickly faced unique cultural challenges when trying to picture numbers in the student workbooks. Lani count the number of fingers that are down instead of up. To represent the number five for example, a fist would be presented. For the number zero, all five fingers needed to be extended. This is counter intuitive to a typical western approach to counting with one’s fingers but is very important when developing curriculum or when teaching children basic mathematic skills.

The basic outline of the Lani curriculum followed the pattern set down in the Buku Paket Kontekstual Papua. This model was chosen since it was selected during a UNICEF sponsored conference in 2013 as the best contextual curriculum available for Papuan elementary schools, and it has proved to produce higher mathematics scores than the standard Indonesian curriculum. The primary adaptation to the curriculum were language related. However, since many Lani children already use the Indonesian numbering system (satu, dua, tiga dll.), it was felt best to continue using Indonesian numbers in the curriculum.

Transitioning to Indonesian

Total Physical Response is an approach to language learning that is kinaesthetically driven. As a means to second language acquisition it has been found to be effective for young children since it requires little or no reading and writing ability. The methodology involves the teacher demonstrating an action, or pointing to an object while saying the key word phrase. After the children see and hear the teacher, they are encouraged to repeat the word phrase while also engaging in the action. For example, the teacher says, “Stand” and she stands. She then says, “sit,” and sits down. She repeats the process three times, after which the students join her by saying the word while they simultaneously engage in the action accompanying the word.
The MTB-MLE Pilot design was initially driven by the educational parameters given by the government: it had to be in Lanny Jaya, be part of the Gerbang Mas designated schools, have strong mother tongue language vitality, be supported by the local government and the concept of MTB-MLE had to be embraced by the local community.

Further discussions with the Provincial Department of Education, the State University of Cenderawasih and the Papuan Teacher Colleges led to the decision that future training of teachers in MTB-MLE and future research could benefit from a field site where students could do practicums and faculty could engage in research. This mandated that a location needed to be selected that would be large enough to accommodate students and researchers while still accommodating all the initial parameters set by the government.

Given the above parameters, the team began be evaluating the factors discovered in the initial survey and another team went and visited all the potential sites where the Gerbang Mas Schools were situated. The community was engaged, teachers were interviewed, schools were observed in the different places and while several places in Lanny Jaya could have been chosen, the topography led us to choose the Kuyawage Valley. The reasons behind this choice included all the above educational, linguistic and training reasons, plus the fact that while it is a two day hike from the Lanny Jaya Regency capital, it is only an hour flight from Jayapura, the home of UNCEN, the Provincial Ministry of Education and since the valley has an airstrip it is easily accessible for the other Teacher Colleges in the province. While a road is planned to connect this area to a broader road system, the fact that no cars can reach this destination will hopefully keep the research from being too affected by other easily accessible social influences. The Kuyawage Valley has 13 active preschools, 4 elementary schools, two Junior High Schools and one Secondary School. This will allow for long-term research tracking the students who engage in MTB-MLE as they move through the educational system in the valley. The kabupaten has indicated it may build another two schools in the valley, and these would then bring the sample to 6 elementary schools.

As the choice of the MTB-MLE site was chosen, further discussions ensued with the local people who desired a trilingual approach for their children (begin in Lani, add Indonesian and then English in Junior High or Secondary School).

In conjunction with the Provincial Ministry of Education, a four year plan has been developed to implement the MTB-MLE pilot project. Every year one more year of MTB-MLE schooling will be added to the curriculum and implemented in school, with the final goal being that MTB-MLE material will be used from Preschool-Grade 2.
The full implementation of the MTB-MLE pilot design will mandate significant amounts of work by the government and any partnering organizations. Schools need to be rehabilitated (roofs are falling down, pornography needs to be removed from the walls, desks need to be repaired), chronic teacher absenteeism will need to be addressed (95% teacher absenteeism), principals will need to be contacted and/or replaced (100% principal absenteeism was recorded when the Kuyawage Valley was surveyed the second time), and the allotted food supplies and teaching aids for preschools need to be delivered. At the time this report was written, a severe frost had killed all the crops (with the exception of the cabbages and peas), and children had difficulty walking to school if the walk was more than an hour due to lack of energy.
<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>Preparation</td>
<td>PAUD/TK launched</td>
<td>SD 1 launched</td>
<td>SD 2 launched</td>
<td></td>
</tr>
<tr>
<td>Preparation</td>
<td>Baseline Data Collection</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PAUD/TK</td>
<td>Finish PAUD/TK Curriculum</td>
<td></td>
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<tr>
<td></td>
<td>Check Curriculum</td>
<td></td>
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<tr>
<td></td>
<td>Prepare Field Site</td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Count # of Active Teachers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Count # of Students</td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Order Sufficient Educational Supplies</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Work with Communities to Create Komite Sekolah for PAUD</td>
<td></td>
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<tr>
<td></td>
<td>Teacher Training for PAUD/TK</td>
<td></td>
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<tr>
<td></td>
<td>Implementation of PAUD/TK program</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Provide Monthly Training/Monitoring Introducing Each Theme</td>
<td></td>
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<tr>
<td></td>
<td>Writers Workshop and Language Committee Formation</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>SD 1</td>
<td>Finish SD1 and SD 2 Curriculum</td>
<td></td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Check SD 1 and SD 2 Curriculum</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Prepare Field Site</td>
<td></td>
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<tr>
<td></td>
<td>Rehab/Build SD Gerbang Mas Schools</td>
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<tr>
<td></td>
<td>Rehab desks</td>
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<tr>
<td></td>
<td>Repair Ceilings</td>
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<td></td>
<td>Build and Stock Library</td>
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<td></td>
<td>Order Books, supplies etc.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Count the # of SD students</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Count the # of Active teachers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Work with Communities to Create Komite Sekolah for SD</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Order Student supplies (textbooks, alat peraga)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Teacher Training for SD 1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Implementation of SD 1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Monthly follow up (same team as above)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SD 2</td>
<td>Teacher Training SD 2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Implementation of SD 2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Monthly follow up</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Collect comparative EGRA data from Grade 2 graduates</td>
<td></td>
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<tr>
<td></td>
<td>Write up final study.</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Conference on MTB-MLE and Lessons learned</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Primary Responsibility**

- ACDP/SIL/P&K
- P&K/P&P Lanny Jaya/UNCEN/SIL/KPG/NGO
- P&P Lanny Jaya; P&K Propinsi

Table 24: Potential Timeline for Implementation:
Budget implications

The implementation of the MTB-MLE pilot project for the next three years will require a supporting budget. This 3 year budget can be broken down as follows:

<table>
<thead>
<tr>
<th>Costs</th>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Material Costs</td>
<td>Costs for curriculum development, printing of texts, teaching aids and workshops</td>
<td>1,259,045,000.00</td>
</tr>
<tr>
<td>Human Resource Costs</td>
<td>Monthly Monitoring and professional development for all teachers in the program for 36 months, 5 workshops</td>
<td>942,775,000</td>
</tr>
<tr>
<td>Training Resources</td>
<td>4 professionals for 3 years to assist in the development of this project</td>
<td>720,000,000</td>
</tr>
<tr>
<td>Building/Renovating Schools</td>
<td>Many of the schools are in poor condition and the government has indicated it will build 2 Gerbang Mas schools</td>
<td>Unknown</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>2,921,820,000</strong></td>
</tr>
</tbody>
</table>

Table 25 Budget Implications

As the ACDP 023 consultant team has interacted with the Papuan Ministry of Education and Culture, there have been discussions that indicate the government may work contractually with an outside organization to provide some of the training resources needed to implement this program over the next three years. This suggestion originated from the key personnel who went on the Study Tour to Thailand and Ambon, and who were able to interact and observe the public/private partnership in MTB-MLE design and implementation in Thailand and Myanmar.

The Sekretari Daerah responsible for Lanny Jaya has been notified of the building and renovation challenges in Kuyawage and has agreed to undertake the necessary building program to meet the commitments of the Gerbang Mas program as well as bringing the existing schools up to minimum service standards. Since these costs are very dependent on existing contracts that the Lanny Jaya government may have with local contractors, they have not been factored into the budget above.

XIII. Monitoring and Evaluation Framework

Baseline Framework

The baseline data collected during the survey will form the basis to measure any impact of MTB-MLE amongst the literacy skills of Lanny Jaya students. The baseline framework, along with all the baseline statistics, has been written up in the Framework for Monitoring and Evaluation. This document is
therefore key as the project unfolds and will play a key role from which comparative statistics will be generated in 4-5 years.

**Structure for Regular Monitoring and Professional Development**

In the interim the government needs to set up a monitoring and evaluation system in order to ensure the actual implementation of the MTB-MLE project and to ensure best practices are followed as it unfolds to verify any impact from MTB-MLE in the future. This actual onsite monitoring and evaluation system meant to ensure best practices are followed is alluded to in the section entitled *MTB-MLE Pilot Design*.

Within the MTB-MLE Pilot Design Framework a monthly training and monitoring time of approximately one week is scheduled. Based on interaction in the field, it appears the best use of this time will be as follows:

<table>
<thead>
<tr>
<th>Day</th>
<th>Time</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Friday (On Fridays there is no preschool or kindergarten)</td>
<td>16:00 – 20:00</td>
<td>16:00 p.m. Professional Development and Debriefing</td>
</tr>
<tr>
<td>Saturday</td>
<td>8:00 – 14:00</td>
<td>Introduce the next theme and lesson plans; practice teaching; review any new content</td>
</tr>
<tr>
<td></td>
<td>15:00 – 20:00</td>
<td>Attendees return to their communities</td>
</tr>
<tr>
<td>Sunday</td>
<td>8:00 – 20:00</td>
<td>Time to join in worship or visit</td>
</tr>
<tr>
<td>Monday</td>
<td>8:00-16:00</td>
<td>Onsite professional development and monitoring in schools</td>
</tr>
<tr>
<td>Tuesday</td>
<td>8:00-16:00</td>
<td>Onsite professional development and monitoring in schools.</td>
</tr>
<tr>
<td>Wednesday</td>
<td></td>
<td>Trainers return home</td>
</tr>
</tbody>
</table>

**Table 26: Schedule of Monitoring and Evaluation**

**Monitoring and Evaluating General School Performance**

Since the purpose of this program is to be community based, it is anticipated that the evaluation framework, apart from measuring actual EGRA outcomes, will be developed during the discussions meant to flush out the community’s goals and hopes for their community school. It is expected that eventually, the monitoring will be taken over by the *Komite Sekolah*, and the actual instruments for future monitoring will be developed during the community school discussions. For a full description of what these community school discussion entail see the *Komunitas Adat Berbicara* handbook. Since the community discussions are scheduled to take place during the month of July before school begins, it is premature to offer any concrete evaluation forms in this report.

**Evaluation Framework within the MTB-MLE Curriculum**
Different types of evaluation mechanisms are integrated into the MTB-MLE curriculum. For the Preschool-Kindergarten curriculum, a quarterly written evaluation is integrated that will measure progress in the following areas:

1. New Content
2. Emotional Development
3. Motor skills Development
4. Cognitive Development
5. Artistic Development

An evaluation mechanism is also integrated within the elementary school curriculum. At the end of every 10 lessons there is a quiz measuring the ability of students on the previous ten lessons. This structure is meant to repeat itself throughout the curriculum, to culminate every semester with a test meant to measure progress made during the semester. This final test is loosely structured after the EGRA test in order to allow outside evaluators a benchmark to measure progress while avoiding giving the EGRA test every semester and thereby reducing the reliability of the EGRA test as the basis of measurement after 4 – 5 years of MTB-MLE schooling.

Control and Experimental Schools

In order to be able to measure the impact of MTB-MLE after 4-5 years of education, and in order to meet the government mandate for supplying comparative data, the following control and experimental schools lists have been identified:

<table>
<thead>
<tr>
<th>No</th>
<th>Sekolah</th>
<th>Kampung</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>PAUD Kalvari</td>
<td>Dugu Dugu</td>
</tr>
<tr>
<td>2</td>
<td>PAUD Timine</td>
<td>Timine</td>
</tr>
<tr>
<td>3</td>
<td>PAUD Kuyawage</td>
<td>Kuyawage</td>
</tr>
<tr>
<td>4</td>
<td>PAUD Mumik</td>
<td>Nenggeya</td>
</tr>
<tr>
<td>5</td>
<td>PAUD Wamiru (2)</td>
<td>Wamiru</td>
</tr>
<tr>
<td>6</td>
<td>PAUD Mume</td>
<td>Mume</td>
</tr>
<tr>
<td>7</td>
<td>PAUD Andugume</td>
<td>Andugume</td>
</tr>
<tr>
<td>8</td>
<td>PAUD Wanugu</td>
<td>Wamitu</td>
</tr>
<tr>
<td>9</td>
<td>PAUD Wupaga</td>
<td>Wupaga</td>
</tr>
<tr>
<td>10</td>
<td>PAUD Guningga</td>
<td>Guningga</td>
</tr>
<tr>
<td>11</td>
<td>PAUD Alea</td>
<td>Lauren</td>
</tr>
<tr>
<td>12</td>
<td>PAUD Wulegume</td>
<td>Wuleguma</td>
</tr>
<tr>
<td>13</td>
<td>SD Inpres Wupaga</td>
<td>Wupaga</td>
</tr>
<tr>
<td>14</td>
<td>SD Negeri Kuyawage 1</td>
<td>Kuyawage 1</td>
</tr>
<tr>
<td>15</td>
<td>SD Alea</td>
<td>Lauren</td>
</tr>
<tr>
<td>16</td>
<td>SD Mume</td>
<td>Kuyawage 2</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>No</th>
<th>Sekolah</th>
<th>Kampung</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>SD Inpres Tinggilpura</td>
<td>Tinggilpura</td>
</tr>
<tr>
<td>2</td>
<td>SD Negeri Yereka</td>
<td>Bruyugua</td>
</tr>
<tr>
<td>3</td>
<td>SD Negeri Bulingga</td>
<td>Bulingga</td>
</tr>
<tr>
<td>4</td>
<td>SD Inpres Brume</td>
<td>Brume</td>
</tr>
<tr>
<td>5</td>
<td>SD Inpres Manggaiome</td>
<td>Timia</td>
</tr>
<tr>
<td>6</td>
<td>SD Negeri Yamanggome</td>
<td>Yugume</td>
</tr>
<tr>
<td>7</td>
<td>PAUD Tima</td>
<td>Timia</td>
</tr>
<tr>
<td>8</td>
<td>PAUD Yugume</td>
<td>Yugume</td>
</tr>
<tr>
<td>9</td>
<td>PAUD Teyugua</td>
<td>Teyugua</td>
</tr>
<tr>
<td>10</td>
<td>PAUD Bruyugu</td>
<td>Bruyugua</td>
</tr>
<tr>
<td>11</td>
<td>PAUD Tinggilpura</td>
<td>Tinggilpura</td>
</tr>
</tbody>
</table>

Tables 27, 28: Experimental and Control Schools

XIV. Support for MTB-MLE Pilot

The ability to comment on support for the implementation of the MTB-MLE Pilot project presupposes two things:
a. That a primary implementer has been identified. The presupposition is that this will be the government since they are the only educational provider in the Kuyawage Valley in Lanny Jaya. However, the government has indicated it may find an educational NGO who has greater expertise in the area of MTB-MLE and work in partnership to implement the pilot project.

b. That there is a project implemented that needs support.

At the present, ACDP 023 has put in place support systems, which include the training of teacher trainers, example curriculum, and evaluation mechanisms. The government has budgeted funds to print the textbooks and train future teachers.

Besides the Lani project, the government has also put aside funding to create teaching material in another 5 languages.

**Mapping of Schools and Languages**

Previous research by ACDP indicated that for the government to move ahead with a MTB-MLE approach a series of maps needs to be constructed indicating the position of rural and remote schools and in which languages these rural and remote schools are located. Specifically, schools in certain selected rural Kabupatenes were to be mapped in order to assist the government in calculating the distance between schools and the distance children had to travel to attend their local school. Besides training government and university employees in how to collect GPS coordinates for mapping exercises, progress regarding the school mapping component of the project can be seen in the table below:

The making of the maps combined several sources of data: (a) standard topographical data from the ARGIS 10.1 software; (b) SIL language boundary data; (c) Papuan Bureau of Statistics data on kabupaten boundaries and rural and remote village locations and (d), school and village data from the Papuan MOEC. The mapping process began with the ARGIS software and then added all the SIL language data, (which included the GPS coordinates of many rural and remote communities). To this layer was added the data from the Bureau of Statistics that filed out the kabupaten and kecamatan boundaries as well as the village locations not supplied by SIL. Finally, the school locations were added.

**Developing MTB-MLE Language Committees**

Since most language communities do not have MTB-MLE Language Committees (to help develop the future of the language) and since the Pilot Project area (Kuyawage) also does not have any functioning Komite Sekolah(s), the ACDP 023 team rolled of function of the MTB-MLE

<table>
<thead>
<tr>
<th>Completed Regency/Kabupaten Maps</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tolikara</td>
</tr>
<tr>
<td>Yalimo</td>
</tr>
<tr>
<td>Lanny Jaya</td>
</tr>
<tr>
<td>Yahukimo</td>
</tr>
<tr>
<td>Nduga</td>
</tr>
<tr>
<td>Paniai</td>
</tr>
<tr>
<td>Deiyai</td>
</tr>
<tr>
<td>Sarmi</td>
</tr>
<tr>
<td>Memberamo Tengah</td>
</tr>
<tr>
<td>Intan Jaya</td>
</tr>
<tr>
<td>Memberamo Raya</td>
</tr>
<tr>
<td>Keerom</td>
</tr>
<tr>
<td>Dogiai</td>
</tr>
<tr>
<td>Nabire</td>
</tr>
<tr>
<td>Puncak Jaya</td>
</tr>
<tr>
<td>Puncak</td>
</tr>
<tr>
<td>Pegenungan Bintang</td>
</tr>
</tbody>
</table>

**Table 29: School Maps Completed**

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Language Committee into the Komite Sekolah. It was felt that by introducing too many community groups in rural and remote schools at once, we would actually increase the ineffectiveness of the school system. Therefore, a specific person was suggested to be elected and sit on the Komite Sekolah, whose primary responsibility was to support and liaise with the community about MTB-MLE matters and to call the community together when there was a need to discuss issues related to language (who would participate in a writers workshop, choosing editors, adapt future language material, discuss orthography issues etc.).

Should a separate committee be needed to facilitate further MTB-MLE development, it is anticipated that a sub-committee in the Komite Sekolah could be formed that would report back to the chairperson of the Komite Sekolah. If this proves unwieldy, a separate committee can be formed.

XV. Manuals for Support of MTB-MLE Policy, Design and Implementation

Four handbooks have been developed for the purpose of clarifying, educating and assisting anyone responsible for developing MTB-MLE programs. They provide guidance and flowcharts on MTB-MLE policy decision making, orthography development, guidance on Komite Sekolah formation and MTB-MLE curriculum design.

1. Mother Tongue Based Multilingual Education: From Policy to Implementation: A Manual for Rural and Remote Communities
2. Komunitas Adat Berbicara
3. Pedoman Pelaksanakan Pembinaan Abjad Bahasa Ibu

Mother Tongue Based Multilingual Education: From Policy to Implementation: A Manual for Rural and Remote Communities

The purpose of the manual is to provide a manual outlining the steps necessary to implement a MTB-MLE program among a specific language group. The manual attempts to balance a series of easy to read charts outlining the steps necessary in developing the different elements of an MTB-MLE program with prose explaining the proposed steps.

The first chapter targets policy leaders who have to create MTB-MLE policy and be able to defend their policy to the people to whom they are accountable. The manual therefore articulates possible MTB-MLE policy directions and the kind of impact each policy might have on a minority language group.

In order to ensure implementation of this policy avoids spending needless money on MTB-MLE programs that are inappropriate, chapter 2 outlines the initial research that needs to be finished before any program is implemented. A key concern driving this chapter is the discussion of language vitality, the role of orthography development, language mapping and population levels.

Chapters 3 to 6 deal more with the nuts-and-bolts of MTB-MLE development. These chapters cover steps in developing graded reading material, creating instructional materials for children, how to transition to Indonesian, and how one may go about training teachers for new MTB-MLE programs in remote and rural communities in Indonesia.

Finally, the last chapter, deals with the challenges of supporting, mentoring and monitoring rural and
remote MTB-MLE teachers. Specific discussion centers on the role the Komite Sekolah can play in addressing teacher support, teacher absenteeism and how they can form a key part in the accountability structure for rural and remote communities.

The seven chapters in Mother Tongue Based Multilingual Education: From Government Policy to Implementation. A Manual for Implementation include the following:

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Topic</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Laying the Policy Foundations</td>
</tr>
<tr>
<td>2</td>
<td>Research: Building the foundation</td>
</tr>
<tr>
<td>3</td>
<td>Developing Graded Reading Material</td>
</tr>
<tr>
<td>4</td>
<td>Instructional and Reading Materials for Children’s MLE</td>
</tr>
<tr>
<td>5</td>
<td>Principles for Transitioning to Indonesian</td>
</tr>
<tr>
<td>6</td>
<td>Training Teachers</td>
</tr>
<tr>
<td>7</td>
<td>Supporting, Mentoring and Monitoring</td>
</tr>
</tbody>
</table>

**Table 30: Tool Kit Outline for MTB-MLE Policy and Implementation**

Several appendixes were attached to the manual as tools. These included replicable forms for language survey, suggested teacher training outlines, and teacher monitoring forms.

However, as one reads the section below on Curriculum for Sekolah Dasar 1, it should quickly become apparent that relying on the manual is insufficient to implement a full-fledged MTB-MLE program. Specialists in linguistics, curriculum design and reading education are key personnel that need to be part of any team launching MTB-MLE.

**Komunitas Adat Berbicara**

This short manual outlines six topics/sessions meant to help a community discuss what it would mean to structure their school so that it becomes a “village school” or “Sekolah Kampung.” The facilitator takes the community through a discussion where they (a) discuss and map the educational realities of their school, (b) mapping their desired future, (c) discuss what it means to be a community based school, (d) decide on some primary school objectives (e) develop an evaluation matrix and finally (f) do some strategic planning and voting on members.

**Orthography Design Manual**

The development of an accepted alphabet needs to include the community in order to ensure the final product is accepted by the community and meets the orthographic demand placed on it by the language. This short manual is meant to be used by linguistically trained facilitators to lead a community through a series of training sessions meant to create a useful alphabet. Some of the topics it covers include the following: (a) what sounds need to be written? (b) Choosing letters (c) How to write loan words (d) How to check your proposed alphabet and (e) evaluating your alphabet.

The entire training process is approximately a week long and is broken up into a total of 20 sessions. Time is spent not only talking about sounds but extensive time is spent by participants attempting to write their language in order to test the usability of the evolving writing system.
These handbooks include

1. Questions meant to guide the planning of MTB-MLE curriculum and instructional materials
2. Instructional and Reading Materials for MTB-MLE
3. Creating Graded Reading Material in MTB-MLE
4. Principles for Bridging to Indonesian
5. Developing Mother Tongue Orthographies/Alphabet Development
6. Working with communities to make community based schools
7. How to create graded learning materials

It is also anticipated that the expansion of the program to other languages will necessitate the inclusion of local linguists who can use the manuals to help communities work through potential orthography issues that may arise. This can be achieved through the inclusion of UNCEN linguistic professors.

**XVI. Policy Brief on MTB-MLE**

The 275 linguistic and cultural groups that dot this island are unique and different from the rest of Indonesia. The legal recognition of this fact is enshrined in the OTSUS laws of Indonesia and according to UU 21/2001, Papua is to ensure its languages are developed, preserved and used in the classroom where appropriate (UU 21/2001 Pasal 58). If Papua is going to maintain its unique cultural identity, the province needs to ensure the languages and cultures of this island don’t disappear. If the cultures and languages of the Papuan peoples disappear, the only unique thing separating Papuans from the rest of Indonesia will be their curly hair. If that happens, the need for any legislation like OTSUS will no longer be necessary.

The founders of Indonesia recognized the necessity of approaching each cultural group as unique and this was enshrined in the national motto: *Unity in Diversity*. In Indonesia’s Constitution, Chapter XIII, Paragraph 32 we read that Indonesia as a nation is committed to honoring and protecting its languages and cultures. In the laws relating to Otonomi Khusus Bagi Provinsi Papua (UU 21/2001) Papua has been granted policy control regarding curricular matters (Pasal 56) and been granted the right and responsibility to engage in mother tongue based multilingual education in communities that may not speak much Indonesian.

Mother tongue based multilingual education fulfills the Papuan OTSUS laws that encourage the use of the mother tongue, Indonesian and English. Scientific research in mother tongue based multilingual education has proven that this approach nurtures more creative and critical thinking students who are less likely to drop out, repeat classes or degenerate into passive memorizers of facts they may not understand. The pay-off comes in secondary school, where international studies have shown that a multilingual approach to education is more effective in nurturing skills in mathematics, chemistry, physics and biology as compared to students who began their education in a language different than the one they knew best as a child.

One of the drivers to mother tongue based multilingual education for isolated communities is cost. Recent research by UNICEF and SIL regarding the ability of Papuan elementary school student’s ability to read, write and do simple mathematics has proven that Papua is investing a lot of money in education but obtaining very poor results. Papuan students’ literacy scores are about 25% of the Indonesian national average. If we compare the costs of mother tongue based multilingual education to the existing costs of building schools, paying teachers and providing curriculum costs for rural and remote students who,

*Mother Tongue Based Multilingual Education in Papua* | 73
they graduate, are still functionally illiterate, Papua is wasting huge amounts of money. A change needs to be explored if the government wants to ensure taxpayer dollars are used wisely and that students who graduate from elementary schools can fluently read, write and do basic mathematics. For this reason the government has requested the experiment in mother tongue based multilingual education to pay close attention to a cost/benefit analysis as compared to the existing approach.

The push to mother tongue based multilingual education is not meant to incorporate all the languages of Papua. Unfortunately many Papuan languages are dying and the children no longer speak the languages of their parents and grandparents. Their mother tongue is Indonesian. Schooling in these communities will be done in Indonesian, with the option of including a muatan local class meant to preserve the languages that originate in a particular area.

Other languages are small and we call on the many religious organizations involved in translating the Bible for these communities to work with the education department to ensure the peoples of smaller language groups will not only have Bible in their own language, but will also be able to read the Bible in their own language. All these religious organizations came to this province to serve, and the service needed includes a commitment to create reading, writing and basic mathematics curriculum for Papuan peoples.

To implement the challenge of mother tongue based multilingual education for rural and remote peoples there needs to be cooperation between foreign religious personnel and linguists and educators in institutions of higher education. The linguists need to develop linguistically sound alphabets and grammatical grounded writing systems as well as bilingual dictionaries and anthropological descriptions of every peoples group in this province. Papuan schools of education need to develop educationally sound multilingual education curriculum, and Kabupatenes need to allocate money to ensure children can enjoy an educational system that springs from the cultural soil of this province. This will ensure Papua’s unique cultural and linguistic heritage will be preserved for decades to come.

This is not a task that will be done in a week, or a year or five years. This is a task that needs to continue for as long as Papuans identify themselves as Papuans.

XVII. Emerging Policy Option

The policy options mentioned below emerged during discussions, workshops and focus group meetings. They have been rated below in terms of impact (1- low; 10 = high) and Political and Financial Difficulty (10 = low; 1=high). The intent of the rating system is to formulate a total score favoring options that are high in impact and low in difficulty.

<table>
<thead>
<tr>
<th>Policy Options</th>
<th>Impact</th>
<th>Political &amp; Financial Difficulty</th>
<th>Total Score</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Low Impact (1)</td>
<td>Low Political, Practical &amp; Financial Difficulty (10)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>High Impact (10)</td>
<td>High Political, Practical &amp; Financial Difficulty (10)</td>
<td></td>
</tr>
<tr>
<td>Quickly Expand MTB-MLE to other Languages</td>
<td>10</td>
<td>2</td>
<td>12</td>
</tr>
<tr>
<td>Work with NGOs to expand MTB-MLE</td>
<td>10</td>
<td>7</td>
<td>17</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>----</td>
<td>---</td>
<td>----</td>
</tr>
<tr>
<td>Integrate HIMPAUDNI for Professional Development in Rural and Remote Schools</td>
<td>8</td>
<td>5</td>
<td>15</td>
</tr>
<tr>
<td>Increase School Hours in rural and remote schools</td>
<td>4</td>
<td>10</td>
<td>14</td>
</tr>
<tr>
<td>Ensure effective planning takes place between all departments related to MTB-MLE (Elementary Ed.; Pusat Bahasa, Curriculum Development etc.)</td>
<td>10</td>
<td>8</td>
<td>18</td>
</tr>
<tr>
<td>Focus the elementary school curriculum on four main subjects (reading writing, mathematics and social studies)</td>
<td>8</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Develop a MTB-MLE Department in Lanny Jaya (monitor curriculum, teachers, professional development etc.)</td>
<td>10</td>
<td>8</td>
<td>18</td>
</tr>
<tr>
<td>Develop a M.A. in Rural and Remote Education at UNCEN</td>
<td>8</td>
<td>3</td>
<td>11</td>
</tr>
<tr>
<td>Add a MTB-MLE course in the KPG curriculum</td>
<td>4</td>
<td>8</td>
<td>12</td>
</tr>
<tr>
<td>Add a MTB-MLE course at YKW</td>
<td>10</td>
<td>8</td>
<td>18</td>
</tr>
<tr>
<td>Drop paychecks off in the village along with food staples for teachers</td>
<td>10</td>
<td>7</td>
<td>17</td>
</tr>
<tr>
<td>Work with communities to make Komite Sekolahs to nurture “Sekolah Kampung”</td>
<td>10</td>
<td>7</td>
<td>17</td>
</tr>
</tbody>
</table>

**Table 31: Rural and Remote Policy Impact Matrix**

**XVIII. Next Steps**

In order to ensure continued synergy is developed among UNCEN, the KPGs and the MOEC, a field site has been identified in which all these institutions can experiment and collaborate in both training and research. Finally, a series of handbooks has been written that can be used to train teachers and communities to launch new MTB-MLE projects or to expand existing ones (See Guidelines for MTB-MLE Design and Methodology). It is this experimentation that will give the government, UNCEN and the KPGs the needed tools to continue to sharpen its approach in rural and remote schooling while simultaneously gaining field experience in MTB-MLE.

This project has become a program supported by the government and the newly developed sub-department of Letters within the Department of Culture is the driving force for future development. It is also expected that the government will seek out other international organizations to work alongside this new endeavor as together they expand the existing educational paradigm to make it more friendly for rural and remote children. Some of the concrete next steps include the following:

1. Expand the Preschool, Kindergarten, SD 1 and SD2 Curriculum to other languages
2. Work with Kabupaten Lanny Jaya and the provincial government to streamline funding procedures for possible expansion
3. Train teachers in the neighboring areas to use the curriculum
4. Continue mentoring the Komite Sekolah’s to monitor the schools and track teacher attendance
5. Monitor teacher ability
6. Regular bimonthly professional development
7. Ensure representatives from different teachers colleges are integrated obtain all the resources
8. Meet monthly with the Komite Wekolah and compile data on teacher absenteeism, student attendance, teacher needs etc.
9. Begin compiling data and look for trends

XIX. Conclusion

The ACDP 023 Inception Report outcomes have all been met to the degree that the Indonesian school calendar would allow. Model curriculum has been developed; professors and administrators have been educated in terms of multilingual education. As the government now moves towards implementing the Pilot MTB-MLE project in Kuyawage, Lanny Jaya, it can draw on a cadre of trained trainers, handbooks, example curriculum and a framework for monitoring and evaluation to help them ascertain the efficacy of MTB-MLE for rural and remote schools in Papua. This in turn will help them as they continue to formulate educational policy.
Appendix 1:
Terms of Reference ACDP-023: Support for Mother Tongue Based Multilingual Education (MTB-MLE) for Schools in Rural and Remote Areas of Papua

Terms of Reference

Topic: Support for Mother Tongue Based, Multi-Lingual Education (MTB-MLE) for Schools in Rural and Remote Areas of Papua (ACDP 023)

Source of Support: Education Sector Analytical and Capacity Development Partnership (ACDP)

Method of Selection: IDC - QCBS

Duration of Assignment: 11 months

Implementing Partners: Provincial Office of Education and Culture, Papua Ministry of Education and Culture (MoEC)

Contracting Organization: Asian Development Bank

I. Development Objectives

1. The development objective of Support for Mother Tongue Based, Multi-Lingual Education (MTB-MLE) for Schools in Rural and Remote Areas of Papua is to improve quality, relevance and equity in basic education teaching and learning in rural and remote areas of Tanah Papua, through building capacity to develop and implement appropriate and effective MTB-MLE.

II. Strategic Background

2. From late 2012 until mid-2014 ACDP provided support for Rural and Remote Area Education Strategic Planning for Tanah Papua, the strategic objective of which was to identify promising and sustainable strategies to improve education access and quality for children between the ages of 6 and 15 years living in rural and remote areas of Tanah Papua (the provinces of Papua and West Papua). Assistance focused on technical support to assist with strategic planning for the improvement of the provision of basic education in rural and remote areas. Support was provided in cooperation with the Summer Institute of Linguistics International (SIL), Cendrawasih State University (UNCEN) and the State University
of Papua (UNIPA).

3. The development of the Strategic Planning Study was highly consultative, with extensive discussions at both province and national levels. The role of SIL, who were able to draw on their 40 years of extensive work on mapping language communities in Papua and in interacting with rural and remote communities, was critical. The programme provided a catalyst for sharing the work on language and school mapping as well as knowledge of Mother Tongue-Based Multilingual Education (MTB-MLE).

4. The Draft Strategic Planning Study was shared and discussed with the provincial Dinas, Bappeda, the Governor’s office and other government officials. Extensive use was made of the recommendations in drafting the RPJMD, RENSTRA and RENJA 2014. ACDP was therefore able to inform the strategic options under consideration by the Papuan government and to ensure that they were evidenced-based. The Governor has emphasised the need to target the underserved indigenous communities in the rural and remote areas of Papua focussing in 15 districts in line with the DSP. In particular, he has called for the redesigning of education at the community level (kampung) to develop both formal and non-formal schools for the provision of an “integrative education” more suitable for the needs of the children and communities. Significant local and national media coverage has emphasized a number of key issues presented in the Draft Strategy, for example, the issues of teaching mother-tongue (in the context of Papua having over 275 languages) in early childhood education (PAUD) and early grades of elementary school as well as in the preparation and development of teachers.

5. The Strategic Planning Study emphasizes community-driven development, the importance of creating community ownership/demand for education, and the compelling evidence in favour of mother tongue based multi-lingual instruction in the early grades. The document outlines six interrelated “drivers” for education reform in Tanah Papua: (i) Dialoguing with the community and creating a “community compact”; (ii) Mother Tongue Based Multi-Lingual Education; (iii) Teacher Training Reform (KPGs); (iv) Use of ICT; (v) Development of Rural and Remote Community School models; and (vi) Capacity Building and Improvement of Governance Structures (see Figure 1).

6. The Strategic Planning Study was developed in Papua through multiple workshops and stakeholder representation. The Secretary of the Planning Board (Bappeda) in Papua had urged ACDP to focus the study on the regions with the lowest ranking in the Human Development Index (HDI)² ACDP had been requested to provide a draft Strategic Plan to coincide with the 5-Year Strategic Plan (RENSTRA) conducted by the provincial and district Office of education and culture, the Action Plan/Annual Plan and Budget (Rencana Kerja/RENJA) planning process, and the Governor’s 5-Year Plan (RPJMD 20013-2018). The First Draft of the Strategic Planning Study was officially presented in a workshop in Jayapura in July 2013 and was well-received by the provincial government. The major issues presented (corresponding to the six “drivers” in Figure 1 above) were incorporated in many of these planning documents. In addition, during this time (July 2013) the Provincial government also drafted Provincial Government Regulations that also incorporated many of the “drivers” in the Strategic Planning Study.

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The final version of the Strategic Planning Study was delivered in Jayapura on October 1, 2014 to a wide stakeholder group drawn from both Papua and West Papua and opened by the Assistant Governor of Papua, the Secretary of Planning (Bappeda), the Head of Education in the Provincial Office of Education and Culture and the Head of the Board for Community Empowerment (Badan Pemberdayaan Masyarakat Kampun). The final study (ACDP 039) was presented in two volumes with the separate studies of the Summer Institute of Linguistics (SIL), the State University of Cenderwasih (UNCEN) and the State University of Papua (UNIPA) covering an analysis of the linguistic and cultural situation, mother-tongue based multilingual education (MTB-MLE), a SWOT analysis of the KPG teacher training colleges, as well as tracking studies of their graduates. The policy options relating to the 6 “drivers” were presented together with the government’s inclusion of these within their RENSTRA and RENJA planning process. As in the case of the presentation of the draft report in July 2013, there was extensive media coverage in local newspapers, radio and television.²

As a follow-up to the support for the Strategic Planning Study, the Head of the Provincial Office of Education and Culture, Papua formally requested further support the following: (i) Evaluation of the impact of ICT on education performance in Papua, (ii) Costing and finance study of the policy options and model schools presented in the Strategic Plan; (iii) Dissemination of findings of the Strategic Plan to districts particularly the district education offices; (iv) Institutional review/evaluation and implementation plan for KPG Reform; (v) the opportunity to learn the lessons from Philippines and
or other countries regarding its experiences of using mother-tongue as language of instructions in early grades; and vi) integration of SIL’s language community and school mapping process in the provincial and especially district planning. The first of these follow-up activities, Evaluation of ICT in Education for Papua Province, started in June 2014 and the Inception Report was discussed and approved in a workshop held in Jayapura on 28 August, 2014.

9. This TOR (ACDP 023) provides support to the other inter-related activities, iii), iv), v), and vi) with an emphasis on MTB-MLE. In addition, following further discussions in Papua at the start of October 2014, the Provincial Office of Education requested support to the design of a MTB-MLE pilot program (see letter, Annex 2) which is incorporated in this TOR.

10. Further detailed strategic background is provided in annexes as follows:

- **Annex 1** outlines the Government of Papua’s policy, regulations, plans and budgets related to education in rural and remote areas. These have been directly informed by the ACDP Strategic Planning Study and process. The areas covered include language of instruction policy thus providing a strong foundation and rationale for implementation of ACDP support to MTB-MLE.

- **Annex 2** provides relevant letters from the Provincial Office of Education, Papua, and UNCEN, as supporting context.

- **Annex 3** provides additional detailed analysis related to the specific areas of support under this TOR.

11. The overall ongoing ACDP support to Papua is summarized in Figure 2.

**Figure 2: ACDP Support to Tanah Papua**
III. Specific Objectives

12. The program of Support for Mother Tongue Based, Multi-Lingual Education (MTB-MLE) for Schools in Rural and Remote Areas of Papua has the following five main objectives:

(i) To design and assist with starting-up a pilot MTB-MLE Papuan Research Program. The pilot program will start in the school year 2015/16 and will be implemented by the provincial and relevant district dinas and UNCEN, in collaboration with educational foundations and NGOs, and selected development partners. The pilot program will evaluate the effectiveness of using a transitional MTB-MLE program as proposed by the ACDP 039 Study, in increasing learning outcomes among students in rural and remote primary schools over a 3-year period (e.g. as measured in terms of early grade reading and numeracy scores as well as other curriculum content). The pilot will be designed for implementation in 30 “sekolah kampong” schools (20 treatment and up to 10 control schools) in the rural and remote areas of the province. The ongoing implementation of the pilot will be funded and staffed by the government of Papua (see letter in Annex 2).

(ii) To build the capacity of the newly established sub-division of Culture and Language in the Provincial Office of Education and Culture (P&K Dinas Provinsi) concerning issues of MTB-MLE -
mother-tongue instruction and bridging from the mother tongue to the official language (*Bahasa Indonesia*) in the early years of elementary schools;

(iii) To provide technical and capacity development support to the provincial and district offices of Education and Culture in order to integrate the language community and school mapping process and findings within the education planning system of these offices;

(iv) To provide technical support and capacity development to the Cendrawasih State University (UNCEN) Faculty of Education and Teaching (FKIP/LPTK) in their “FKIP Revitalization” program that will include the reform of the four teacher training colleges (KPGs)\(^3\) in Papua and West Papua provinces to incorporate Papuan Mother Tongue Based Multilingual Education (MTB-MLE). Policies including the practical pedagogy and assessment of mother tongue based instruction and “bridging to BI, into the pre-service teacher preparation programs with a focus on achieving initial literacy (reading and writing) as well as numeracy in early childhood education centers and the early grades of elementary education;

(v) To provide organizational/logistical and technical support to ACDP in the dissemination of Strategic Planning Study (produced under ACDP 039) with a special focus on MTB-MLE, to district level offices of education and culture.

**IV. Scope of Work**

13. The program of Support for Mother Tongue Based, Multi-Lingual Education (MTB-MLE) for Schools in Rural and Remote Areas of Papua will be implemented over a period of 11 months, from the start of 2015, in three phases, as follows:

(i) **Stage One: MTB-MLE Capacity Development, Pilot Research Design and Preparation (6 months):**

- Collaboration with the Provincial Education and Culture Office, UNCEN, KPGs and SIL to conduct a Needs Analysis of their capacity, organizational structures and facilities.
- Design a Draft Road Map for improvement in the area of MTB-MLE including learning metrics within an assessment framework to include baselines and regular assessments in literacy, numeracy and other selected curriculum content.
- A period on intensive engagement between the local government and the technical specialists will take place on the suitability and acceptability of alternative MTB-MLE
models (this process has already started with the ACDP-supported workshops as well as the International Seminar on ‘The Use of Mother-Tongue/Local Language to Improve Elementary Students’ Competence, held in September 2014).

- Implementation of capacity development programs in selected district and sub-district offices, UNCEN and KPGs. This program will comprise meetings, curriculum design, development of training materials and workshops. Four workshops will be conducted as follows:
  (i) Understanding the concept of MTB-MLE and Languages of Wider Communication (LWC) with examples of good international practice and their application to the Papuan context;
  (ii) A Guide to Language Planning;
  (iii) The Practice and Logistics of Language Community Mapping;
  (iv) Monitoring and Evaluation of MTB-MLE programs
- Assist with planning for FKIP ‘revitalization’ and KPG reform including a booklet of “Guidelines for Curriculum Design and Methodology in MTB-MLE” and other appropriate guidelines including draft curricula, sample syllabi, a practical instructor guide with appropriate pedagogy, specimen instructional materials, operational procedures etc. These documents would be modified in Stage 3 according to feedback and suggestions from UNCEN and KPGs after initial piloting.
- Study visits to successful MTB-MLE programs within Indonesia will take place in this period (before the study visits within the ASEAN Region in Stage 2)\(^4\). The study of relevant and promising good practices of MTB-MLE/Language of Wider Communication (LWC) are necessary to build capacity of the new Division of Culture and Language as well as for the design of the pilot program. Two experts from the firm is expected to accompany the visit.
- Design of a pilot MTB-MLE program in a sample of 30 village schools, 20 of which will receive the proposed MTB-MLE intervention program (treatment) and up to 10 schools which will maintain the existing Bahasa-Indonesian only program (control). Schools will be identified in close collaboration with the provincial and district office of education and culture. A “reality check” or situation analysis will be conducted on the targeted schools, children and community, teachers, and language context. The methodology of the pilot would be designed according to the characteristics of the mother-tongue language as well as other contextual factors (e.g. drawing on the mapping and data provided by SIL on variables such as language vitality, minimal population size, existence of PAUD and elementary schools, availability of mother tongue teachers and the existence of a working orthography).
- A Communication strategy will also be developed to address advocacy needs of the key stakeholders of MTB-MLE in the province.

\(^4\)The study visits (both in Indonesia, and in other ASEAN countries in Stage 2) are justified because MTB-MLE approaches, and the value of MTB-MLE, are not well understood. Exposure to actual implementation of MTB-MLE ‘on-the-ground’ can be extremely informative and useful. Visits to existing pilot programs (e.g. Southern Thailand, Patani Malay pilots) will also inform participants of appropriate research methodology and operational issues.
(ii) Stage Two: Pilot Start-Up and Continued Capacity Development (3 months):

- Technical support for the start-up of the MTB-MLE pilot in school year 2015/16 (i.e. July 2015).
- Training programs for the participating teachers will be designed and delivered during this stage in preparation for the MTB-MLE Pilot Program start-up in Stage 2. These activities will be conducted together with relevant staff from UNCEN, and representatives from the Division of Culture and Language of the Provincial Office, District offices (including district pengawas), Bappeda, Office of Community Empowerment, and other relevant stakeholders in order to build capacity, sensitize staff to the key issues, and provide advocacy.
- A Monitoring and Evaluation framework will also be designed including the undertaking of early grade assessments for the pilot schools to establish a baseline\(^5\) and other feedback mechanisms on progress and student learning outcomes.
- Two international study tours will be undertaken for key individuals responsible for the implementation of MTB-MLE in the Education and Culture Offices of the province and selected district office, UNCEN and the KPGs. Locations are, provisionally, the Philippines and Southern Thailand but are subject to discussion and agreement during the inception period. Collaboration on the study visits with UNESCO and SEAMEAO QITEP would be beneficial. Two experts from the firm are expected to accompany the visit.

(iii) Stage Three (Two Months)

- A Final Report will be submitted, covering all activities in Stages One and Two, including an Action Plan including the final Road Map for follow-up support for MTB-MLE in the province
- A Policy Brief will be produced on MTB-MLE.
- The “Guideline for Curriculum Design and Methodology in MTB-MLE”, and associated materials developed in Stage 1 will be revised in response to feedback and initial piloting activities.

14. The assignment will be undertaken by a consultancy team comprising the following personnel:

<table>
<thead>
<tr>
<th>Team Members</th>
<th>Person Months</th>
</tr>
</thead>
<tbody>
<tr>
<td>Team Leader (International)/Linguistic Research Specialist</td>
<td>11</td>
</tr>
<tr>
<td>Specialist in Curriculum and Teacher Development related to MTB-MLE (International)</td>
<td>4</td>
</tr>
<tr>
<td>Specialist in MTB-MLE Research (Pilot) Design and Implementation (International)</td>
<td>4</td>
</tr>
</tbody>
</table>

\(^5\)Established early grade assessment instruments will be used, covering at least reading and mathematics.

<table>
<thead>
<tr>
<th>Team Members</th>
<th>Person Months</th>
</tr>
</thead>
<tbody>
<tr>
<td>Language Community Planning Specialist I (National)</td>
<td>11</td>
</tr>
<tr>
<td>Language Community Planning Specialist II (National)</td>
<td>11</td>
</tr>
<tr>
<td>Language and Culture Training Specialist I (National)</td>
<td>8</td>
</tr>
</tbody>
</table>

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<table>
<thead>
<tr>
<th>Position</th>
<th>Required</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Language and Culture Training Specialist II</td>
<td>8</td>
<td>(National)</td>
</tr>
<tr>
<td>Communication Specialist</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td><strong>Non Key Expert</strong></td>
<td></td>
<td><em>(The Firm is required to submit three CVs of translator/editors with over 5 years of experience, along with sample of work, during the Inception Phase. One translator needs to be identified as the lead non-key expert, and the other two serves as back up).</em></td>
</tr>
<tr>
<td>Translator/Interpreter (National)</td>
<td>8</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>71</td>
<td></td>
</tr>
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</table>

v. **Deliverable Outputs**

15. The deliverable outputs of **Stage One** are the following:

- *Inception Report*, within 4 weeks of start-up, including a monitoring and evaluation design and plan (maximum 15 pages excluding annexes)
- *Workshop* to review and finalize Inception Report to be done maximum of two weeks after submission of Inception Report.
- Study Visits to two MTB-MLE programs in Indonesia
- *Progress Report 1 (on implementation of Stage 1)*, six months after start up, to include the outputs outlined in paragraph 13(i):
  1. Capacity Needs Analysis and Capacity Development Plan
  2. Draft Road Map for MTB-MLE
  3. Guidelines for Curriculum Design & Methodology in MTB-MLE and other appropriate documents (curricula, syllabi, instructor guide etc)
  4. Reports on Study Visits and lessons learned for Papua
  5. MTB-MLE Pilot Design
  6. Communication Strategy
- *Workshop* to review Progress Report 1 to be done maximum of two weeks after submission of Progress Report 1.

16. The deliverable outputs of **Stage Two** are the following:

- Four Capacity Development Workshops conducted for Provincial and selected Regional Education and Culture Offices, UNCEN and KPGs in the areas outlined in paragraph 13 (ii)
- Training programs for teachers of the 20 selected treatment schools participating in the MTB-MLE Pilot Program, to include relevant stakeholders
- A Monitoring and Evaluation framework for the MTB-MLE Pilot Program including baseline early grade assessments
• Study visits to MTB-MLE programs in two ASEAN countries
• Progress Report 2 (on implementation of Stage 2) and workshop to review progress to be done maximum of two weeks after submission of Progress Report 2.

17. The deliverable outputs of Stage Three are the following:

- **Final Workshop** with Provincial Education and Culture Office and selected District Offices, UNCEN and KPGs to review Draft Final Report including the assessment of the effectiveness of capacity development programs, Study Visits, and the progress achieved throughout program. This activity must be done by the 10th month after commencement of service.
- **Pilot Implementation Guidelines** for continuation of the MTB-MLE pilot after ACDP technical support. This deliverable must be submitted by the 10th month after commencement of service.
- **Final Report** (print/publication ready), including an Executive Summary, eleven months after start up covering all activities in this program. This deliverable must be submitted by the 10th month after commencement of service.
- **Policy Brief on MTB-MLE**. This deliverable must be submitted by the 10th month after commencement of service.
- **Revised version of “Guidelines for Curriculum Design and Methodology in MTB-MLE”**. This deliverable must be submitted by the 10th month after commencement of service.

vi. Management and Reporting Arrangements

18. The consultancy team will be guided, and will report to, the Head of the Provincial Education and Culture Office, Papua, and the Dean of Education and Teaching (FKIP) of UNCEN. The team will work closely with the ACDP resident coordinator within the Provincial Office of Education and Culture, Papua, and will report progress to the ADB and ACDP Secretriat in MoEC, Jakarta. The firm must establish an office in Papua for the team to work (office rent and office supplies are provided in the competitive budget, whilst office equipment is provided under the provisional sum).

19. To ensure quality of consultations with the stakeholders in Papua, the firm is required to confirm in the personnel schedule, the expert’s input in the field with the following arrangement: i) The International Team Leader, Language Community Specialist I and II, Communication Specialist, and Translator/Interpreter/Editor must be fielded in Papua for at least 75% of their inputs; and ii) Specialist in Curriculum and Specialist in MTB-MLE Research Design must be fielded in Papua for at least 50% on their inputs.

20. Written outputs, both draft and final versions, will be circulated to persons consulted, and to participants of the relevant workshops. The Provincial Office of Education and Culture and MoEC Jakarta, may agree to circulate the reports more widely as appropriate.
21. Materials presented at the workshops must be submitted to the ADB and the ACDP Secretariat, at least one week before the date of the event.

22. All reports will be prepared in English and Bahasa Indonesia, and in draft form and then finalized based on comments received from the concerned counterparts. Twenty (20) hard copies of each of the output documents will be delivered to the ACDP Program Manager/ Secretariat, and also submitted by email.

23. The ACDP Program Manager in consultation with the Head of the Provincial Education and Culture Office, Papua, will be responsible for approving the final studies/reports.

VII. Required Consultancy Profile

24. The requisite qualifications, skills and experience of the consultants are outlined in the following table.

<table>
<thead>
<tr>
<th>Position</th>
<th>Qualifications, Skills and Experience</th>
</tr>
</thead>
</table>
| Team Leader/Linguistic Research Specialist (International, 11 months) | • Doctorate in education or relevant field  
  • At least 10 years’ experience in research on language issues, particularly MTB-MLE in developing countries, preferably including Indonesian Papua. Expertise required is Applied Linguistics and Sociolinguistics relating to Language of Instruction issues in a Developing Country Context.  
  • Strong management and leadership skills  
  • High level written and verbal communication skills in English  
  • Understanding of linguistic and cultural issues in developing country context  
  • Demonstrated capacity to lead capacity development programmes on MTB-MLE and language mapping issues  
  • Extensive experience in designing, implementing and participating in training programmes on MTB-MLE and language mapping. |
| Specialist in Curriculum and Teacher Development related to MTB-MLE (International, 4 months) | • Post-graduate qualification in education or a relevant field  
  • At least 8 years experience in working in MTB-MLE and literacy programmes, preferably within the Asian Region  
  • Proven capacity to design, develop and implement capacity development programmes in the relevant field, including study |
<table>
<thead>
<tr>
<th>Position</th>
<th>Qualifications, Skills and Experience</th>
</tr>
</thead>
</table>
| Specialist in MTB-MLE Research Design and Implementation (International, 4 months intermittent) | • Post-graduate qualification in education or a relevant field  
• At least 8 years experience in working in MTB-MLE and literacy programmes, preferably within the Asian Region  
• Proven capacity to design, implement and evaluate pilot program of MTB-MLE in rural and remote areas.  
• Strong written and verbal communication skills in English                                                                                                                                                                                                                                                                 |
| Language Community Planning Specialist I (National, 11 months) | • Graduate qualifications (S1) in relevant field  
• At least 8 years experience in language community mapping and research  
• Proven capacity to design, develop and implement language and school mapping programmes  
• Data management skills  
• Strong written and verbal communication skills in Bahasa Indonesian  
• Fluent in Bahasa Indonesian and able to communicate in English                                                                                                                                                                                                                                                                 |
| Language Community Planning Specialist II (National, 11 months) | • Graduate qualifications (S1) in relevant field  
• At least 5 years experience in language community mapping and cost analysis of implementing MTB-MLE in schools.  
• Proven capacity to design, develop and implement language and school mapping and cost analysis programmes  
• Data management and financing/budgeting skills  
• Strong written and verbal communication skills in Bahasa Indonesian  
• Fluent in Bahasa Indonesian and able to communicate in English                                                                                                                                                                                                                                                                 |
| Language and Culture Training Specialist I (National, 8 months) | • Graduate qualifications (S1) in relevant field  
• At least 5 years experience in language community mapping and research  
• Proven capacity to design, develop and implement capacity development (training) programmes in language and school mapping programmes, MTB-MLE, and literacy programmes  
• Strong communication and presentation skills in Bahasa Indonesian  
• Fluent in Bahasa Indonesian and able to communicate in English                                                                                                                                                                                                                                                                 |
| Language and Culture Training Specialist II (National, 8 months) | • Graduate qualifications (S1) in relevant field  
• At least 5 years experience in language community mapping and research  
• Proven capacity to design, develop and implement capacity development (training) programmes in language and school mapping programmes, MTB-MLE, and literacy programmes                                                                                                                                                                                                                                                                 |

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<table>
<thead>
<tr>
<th>Position</th>
<th>Qualifications</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Communication Specialist</strong></td>
<td>- Strong communication and presentation skills</td>
</tr>
<tr>
<td>(National, 6 months)</td>
<td>- Fluent in Bahasa Indonesian and able to communicate in English.</td>
</tr>
<tr>
<td><strong>Translator/Interpreter</strong></td>
<td>- Native speaker of Bahasa Indonesia, fluency in oral and written language</td>
</tr>
<tr>
<td>(National, 8 months)</td>
<td>- Excellent oral and written English language skills</td>
</tr>
<tr>
<td></td>
<td>- Minimum of first degree preferably in English language</td>
</tr>
<tr>
<td></td>
<td>- At least six years proven experience of high quality professional Bahasa</td>
</tr>
<tr>
<td></td>
<td>Indonesia – English translation, including specific experience of translating</td>
</tr>
<tr>
<td></td>
<td>education sector terminology.</td>
</tr>
<tr>
<td></td>
<td>- Experience in editing written documents for publication</td>
</tr>
</tbody>
</table>
Annex 1: Strategic Background on Government of Papua’s policy, regulations, plans and budgets related to education in rural and remote areas.

The Government’s response to the findings and policy options in the ACDP Strategic Planning Study as evidenced in the provisions in the provincial regulations as well as government planning documents are detailed as follows. Further details are to be found in the letter from the Provincial Office of Education and Culture to ACDP dated 4 July 2014 (see Annex 2):

(i) **Provincial Government Regulations 2013**: The focus on the development of a local curriculum relevant to the cultural context of the rural and remote areas as well as local languages as medium of instruction was embodied in the new Provincial Regulation Nos. 2 and 3 of July 2013 on the Implementation of Education and Educational services for the indigenous communities in Papua. Regulation No. 2, Article 38 (Item 1) stated that “local languages be used as the languages of instruction at the early grades of the primary school”, In Regulation No.3, alludes to the “local curriculum which includes local languages”. Similarly, Regulation No.3 Article 22 (Item 2) stated that “In the case Bahasa Indonesia cannot yet be used as the language of instruction, the provision of education can use local languages as the languages of instruction”.

(ii) **PIKAT Papua**: As a result of discussion on the integrative multi-sector development of the community in which the school and the teachers would play a critical role, the Government initiated a program entitled “Pendidikan Integratif Komunitas Adat Terpencil Papua” or “PIKAT Papua”. This was embodied in a Special Regional Regulation of Papua Education No. 3 on 8 July 2013. At this time, the provincial office of education and culture made a public announcement that in response to the policy options provided by the ACDP Strategic Planning Study, they would create a new organizational structure in the provincial dinas that would include: (i) a Department of Culture, Local Languages and Literature; (ii) a Department of Special Education and Special Service (Pendidikan Khusus dan Layanan Khusus/PKLK) to manage basic education in remote indigenous communities in the province.

(iii) **RPJMD Papua**: The RPJMD Papua 2013-2018 included in its Chapter VI (Strategy and Policy Direction) the improvement on service and social rehabilitation, as well as increasing aid to - and the empowerment of - remote indigenous communities. This was accompanied by the vision and mission of the “Gerakan Bangkit, Mandiri dan Sejahtera Harapan Seluruh Rakyat (or “Gerbangmas Hasrat Papua”) for targeted development of the low-HDI regions for eliminating illiteracy, implementing 9-year compulsory education and the launching of 12-year education.7 The RPJMD stipulated the provision of “affordable, sustainable and socially equitable education, particularly for the remote and isolated communities in Papua”, especially in the early grade (Grades 1-3 integrated with Early Childhood Education) focusing on the provision of three basic skills: reading, writing and numeracy.8 In this
context, the planning document also specifies the introduction of "mother tongue language of instruction in the early grades (Grades 1-3)" as well as the development of curriculum based on the Papuan context and cultural values. Furthermore, the RPJMD incorporated findings related to the training of teachers for rural and remote areas, particularly in the Teacher Training Colleges (Kolese Pendidikan Guru /KPGs). Teacher recruitment is to prioritize KPG graduates for the rural and remote areas of the province where the mother- tongue would be available for use as a language of instruction in Grades 1-3 and ECD.

(iv) Renja Papua: In addition, the 2014 Renja incorporated six provisions in alignment with the ACDP Strategic Plan, viz.

- Development and improvement of KPG in three districts (Merauke, Mimika and Nabire) (budget: IDR 1,852,930,000);
- Development of Papuan Cultural Values in basic education educational institutions (budget: IDR 144,835,000);
- Development of a special service provision of “special education model” ECD with early grades as a community school in the remote and isolated areas (budget: IDR 7,619,229,000 with Junior and senior secondary schools with dormitories);
- Implementation of ICT in Education in Papua (Budget: 686,490,000);
- Development of an ICT Centre (Budget: IDR 20,000,000); and
- Development of an Education Studio for ICT/distance education (Budget IDR 25,000,000).

(v) As a direct result of the Strategic Planning Study on Education in Rural and Remote Areas (ACDP 039), the provincial office of Education and Culture (Dinas Provinsi Pendidikan dan Kebudayaan) has initiated regular meetings of donor partners and NGO/Foundations (the Education Donor Partners Coordination Group) to coordinate programs for these underserved areas based on the six strategic “drivers”. In these coordination meetings, the Provincial Dinas has included many of the examples of “good practice" identified in the Strategic Plan, viz.: community/village schools (“Sekolah kampung”) of the Institute of Community Development and Empowerment (IPPM Foundation), “Transformational Development and Integration of Services of World Vision, Models for Teacher Development Rural and Remote Areas of UNICEF, Mapping of Languages and Schools (SIL), with examples of non-formal education programs conducted in selected districts. This has been a major change in the provincial government’s acknowledgement of the role of the religious and secular foundations and NGOs in developing effective innovative school models for the rural and remote areas managed by Yayasan. This recognition is in line with the Papuan Government’s new policy to allocate 5 percent of the Autonomy funds for the districts for the foundations and NGOs.

(vi) Building on the significant media coverage of the topic of MTB-MLE, a campaign has been led by the Governor’s office and Planning Division (Bappeda) to “Conserve Papuan heritage and diversity, including its culture and the 275 mother-tongue languages of Papua”.

(vii) A letter from the Provincial of Education and Culture dated 4 July, 2014) informed ACDP of progress made on the policy options given in ACDP 039 and articulated support for MTB-MLE as
well as the design and delivery of early grade assessments of literacy and numeracy (see Annex 2):

“...the low competency of primary school students in early grades on literacy and numeracy in the highlands of Papua is caused in large part by the use of Bahasa Indonesia as the language of instruction by our teachers. Meanwhile, data taken from the field shows that almost 75% Papuan students in the early grades in the highlands have not mastered the proper use of Bahasa Indonesia. According to the available evidence, we believe that the implementation of Multi-lingual Education based on Mother Tongue will be the best solution to answer these issues. Therefore, we and all the staff in Education and Culture Office in Papua, support the study in finding appropriate models and learning methods in early grades to use mother tongues, by considering best practice of domestic and international programs. As an effort to develop its capacity, the involvement of Papua Education and Culture Office in program and activities implementation, particularly in relevant aspects, such as Culture, Special Education and Special Service, and Basic Education will become very important. Such efforts can also be considered as the first step towards program sustainability.”

In September 2014, ACDP co-sponsored with SEAMEO QITEP an International Seminar in Jakarta on “The Use of the Mother-Tongue /Local Language to Improve Elementary Students’ Competence” (23-26 September). ACDP sponsored delegates from SIL and from Papua, Maluku, and Central Sulawesi who presented effective practice on MTB-MLE. A presentation of a successful pilot program conducted in Southern Thailand using Patani Malay as the medium of instruction was also presented at the conference. The experience of Thailand as well as Vietnam, China, India, the Philippines and other Asian countries together with the local MTB-MLE program, will serve as a useful tool in the design of a similar pilot program in Papua. Other presentations at the seminar by UNESCO, SEAMEO, MoEC (Secretary General) and the Research and Development Division (Balitbang/MoEC), emphasized the compelling evidence that MTVB-MLE programs - if implemented well - can end chronic underachievement by improving student learning in literacy, numeracy and other curriculum content by ensuring that learning builds on the knowledge and experience of the learners and teachers while successfully bridging to the second language (i.e. Bahasa Indonesia) in Grade 3. As well as improving academic improvement, use of the mother tongue can serve to preserve languages under threat of extinction, help to demonstrate and build respect for local cultures and identity, while potentially defusing conflict situations. Also participating in the seminar were the Dean of FKIP/UNCEN, and the newly appointed head of the Language and Culture Division in the Dinas Provinsi (P&K) Papua.

Annex 2: Relevant Letters (Additional Strategic Background)

To
The Head of ACDP
Secretariat Jakarta

Number : 420/1070
Appendix : 1 set

Regarding : Development for Planning and Multi-lingual Education using Mother Tongue and ICT Evaluation in Education in Papua

Regarding your letter, number : 013/ACDP/VI/2014, dated on June 17th 2014, on the Implementation of Capacity Development for Planning and Multi-lingual Education using Mother Tongue for Schools in Rural and Remote Areas (RRAs) in Papua and the TOR on ICT Evaluation in Education in Papua, which we received from Muhammad Yusuf, the Coordinator for ACDP Program in Papua, hereby we express our gratitude and appreciation for your continuous attention and support through your programs, particularly for the implementation of ACDP-051 on Multilingual Education, and ACDP-045 on Evaluation of ICT in Papuan Education, and with the following remarks:

A. Implementation of Capacity Development for Planning Multi-lingual Education on Mother Tongue for Schools in Papua’s Rural and Remote Areas:

1. According to our observation, the low competency of primary school students in early grades on literacy and numeracy in the hinterland of Papua is largely caused by the use of Bahasa Indonesia as the language of instruction by our teachers. Meanwhile, data taken from the field shows that almost 75% Papuan students in the early grades in the highlands have not mastered the proper use of Bahasa Indonesia;

2. According to the available evidence, the implementation of Multi-lingual Education based on Mother Tongue would be the best solution to answer issues addressed in Point 1. Therefore, we and all the staff in Education and Culture Office in Papua support the study in finding appropriate models and learning methods in early grades to use mother tongues, by considering domestic and international examples;

3. As an effort to develop its capacity, the involvement of Papua Education and Culture Office in program and activities implementation, particularly in relevant aspects, such as Culture, Special Education and Special Service, and Basic Education will become very important. Such effort can also be considered as the first step towards program sustainability.
B. Implementation of ICT Evaluation in Papua Education (ACDP-045)

1. In principle, we agree and will support the implementation of ICT evaluation in Papua Education. Therefore, meeting the request from the Head of Center of Policy Research, Balitbang MoEC, through the letter, number 8247/H2/LL/2014, dated on June 19th 2014, we have produced the Permission Letter for Research (Research Permit) number 420/997, on June 23rd 2014, to Gerald Kingswood White (Cambridge Education International), John Hunt (Sunshine Coast University), Prapto Juwono, Eko Sediyono, Srii Yulianti Prasetyo (3 Indonesian nationals) as you will see in the appendix;

2. We have provided a secretariat office for ICT Consultant Team, including furniture, such as working desks and chairs, meeting room, electricity, toilet and AC;

3. As we have stated in our previous letter, number 420/226, on March 14th 2014, we hope the ICT Evaluation Team can also conduct a study on ICT facilities in Papua Province’s Education and Culture Office and provide recommendations on the current and future need of capacity improvement in the Office, particularly in establishing distance learning education models;

C. On a particular point, we would also like to inform the results from ACDP-039 support and recommendation in Papua, as follow:

1. We have been informed that the Tracer Study for 3 KPGs in Papua (Nabire, Merauke and Mimika) by Universitas Cenderawasih Jayapura and KPG Sorong by Universitas Negeri Papua Manokwari has been completed, of which we will use as references in developing KPG (KPG reform) in the future, in order to produce skilled teachers who are willing to work in remote areas;

2. ACDP-039 program such as (a) Multi-language Education using Mother Tongue as a learning medium for literacy and numeracy in early grades; (b) support to development of integrated education models for remote area communities (PIKAT) in Papuan context; (c) development and reform of KPG in Papua, have been an integral part of the 2013-2018 RPJMD (the regional medium long-term planning) in Papua. For Multi-language Education with the use of mother tongue, the Education Dean of UNCEN, Jayapura, has expressed his support as stated in the letter number 2095/UN20.1.1/LN/2014 (as attached);

3. In the new organisation structure of Education and Culture Provincial Office of Papua (attached), there are 2 important sectors: (1) Special Education and Special Service Sector, particularly the Basic Education Section as well as the Curriculum and Staffing Section; and (2) Culture Section, particularly Language and Literature Section, which will continuously and consistently provide full support to the multi-language education implementation, including curriculum development and staffing;

4. Therefore, through ACDP program, intensive guidance will be carried out in order to strengthen and develop institutional and personnel capacity, from the provincial and district level to the educational unit level;

5. The Christian Education Foundation (Yayasan Pendidikan Kristen/YKW) Wamena, supported by ACDP-039 and USAID-SERASI, has been consistently developing Papua Contextual Textbook (Buku Teks Kontekstual Papua/BPKP) for 1st and 2nd grades, for Bahasa Indonesia and Math. The foundation has been receiving support from USAID- PRIORITAS since 2014 on Teacher Education,
Training and Supervision as well as BPKP distribution in Yahukomi and Jayawijaya regencies. During its launch, Laorens Wantik (the Head of Special Education and Service Sector) and Muhammad Yusuf (ACDP Program Coordinator in Papua) attended and actively participated. Currently, drafting and development are underway for for 3rd grade textbooks, in cooperation with the staff of the local Education and Culture Office;

6. Martijn van Driel (YKW) will also collaborate with Sunshine Coast University of Australian in teacher education and training program for 6,000 teachers from 4 regencies (Mimika, Merauke, Nabire and Jayawijaya). BPKP will be used in this program, which will begin late July or early August in 2014;

7. As a follow-up to ACDP-039 recommendation on the importance of KPG establishment in Wamena, the Provincial Education and Culture Office has agreed to strengthen the existence of STIKP YKW Wamena and STIKIP Abdi Bangsa in Wamena using the regional budget, as a place to educate and train future teachers for mid-highland areas, such as Yahukimo, Tolikara, Puncak, Puncak Jaya, Pania, etc.;

8. As informed by the Dean of FKIP Uncen during the 2nd Coordination Meeting with Education Partners, on July 3rd 2014, the triangle of teacher education management (FKIP UNCEN Jayapura, LPMP and the Provincial Education and Culture Office), will continue to develop as one of the best solutions to solve demand for teachers in Papua;

9. In the 2013-2018 Strategic Plan review for Papuan education, all recommended programs from ACDP-039 will an integral part in the strategic plan, including in the 20139-2018 Strategic Plan and in the 2015 Long-term Planning. The Strategic Plan Review for Papuan Education is already included in the next coordination meeting with education partners on the 3rd week of July 2014;

To conclude this series of information, we express our gratitude for your attention and partnership.

On behalf of the Head of Education and Culture Office
Papua Province
Secretary

PROTASIOUS LOBYA
Penata Tk. I
NIP. 1965 0613 198703 011

CC-ed to:
1. The Governor of Papua (as a report);
2. The Dean of FKIP UNCEJ Jayapura;
3. The Head of Local Planning Agency in Papua Province;
4. The Head of local Education and Culture Office in Papua Province;
5. The Head of Language Development and Supervision Agency, MoEC, Jakarta;
6. Secretary of Research and Development Agency, MoEC, Jakarta;
7. Head of Centre for Policy Research/ACDP Program Manager;
8. IRM-ADB Jakarta;
9. Muhammad Yusuf as the ACDP Program Coordinator in Papua;
10. Other recipients

Jayapura, 10 October 2014

Number: 1569/421.2
Head of Balitbang, MoEC
Attachment: 1 exemplar
Jakarta Re:
Support for Piloting the Use of
Mother tongue as the
Language of Instruction in
Early Grades of SD in Rural
and Remote Areas in Papua
Province

Dear Sir,

We hereby inform you that the Head of Center of Policy Research (Puslitjak) of Balitbang/ACDP Program Manager (as per his letter on 8 August 2014 number 9627/H2/LL/2014) has submitted his request to the Head of the Education and Culture Office in Papua Province to hold a workshop to discuss the Final Report for Phase 1 of “Strategic Planning for Basic Education in Rural and Remote Areas in Tanah Papua” (ACDP 039). We need to report that the said workshop has been implemented on 1 October 2014 at the Aston Hotel Jayapura, which was opened by the Third Assistant of the Governor of Papua, attended by over 95 participants and closed by the Secretary of Bappeda of Papua.

One of the topics recommended and discussed in-depth during the workshop was on Mother Tongue Based Multilingual Education (MTB MLE) based on the experience in Tanah Papua and the experiences from other developing countries. Another topic being discussed was to do a pilot in 20 primary schools (SD) and 10 SDs as a comparison in rural and remote areas in Papua by using mother tongue as the language of instruction in grades 1 to 3. We deem this as strategic for two reasons. First, the majority of remote traditional communities (KAT) in Papua speak in their mother tongue. Second, MTB MLE is in line with the Provincial Regulation (Perdasi) of Papua No. 2 of 2013 on Delivering Education and the Special Regional Regulation (Perdasus) of Papua No. 3 of 2013 on Education Service for Remote Traditional Community. In Article 38 line (1) of Perdasi No. 2 of 2013 it is stated that “Local language is used as the language of introduction in the early grades of primary school.” Article 22 Line (2) of the Perdasus 3 of 2013 also states that “In case Bahasa Indonesia cannot be used as the language of introduction, delivery of education can use the Local language as the language of instruction.”
In view of this, based on the recommendations of the workshop participants held on 1 October 2014, we hereby fully support the follow up of ACDP partnership to pilot the use of mother tongue as the language of instruction in the early grades of primary schools in rural and remote areas in Papua. In principle, the Education and Culture Office of Papua Province is able to provide funding and manpower contributions in view of making this pilot a success.

We thank you for your attention and support.

On behalf of Head of Education and Culture Office Of Papua Province

(signed)

PROTASIOUS LOBYA
Penata Tk. 1
NIP. 19650613 198703 1 011

Cc.

1. Governor of Papua Province;
2. Head of BAPPEDA, Papua Province
3. Head of Puslitjak/Program Manager of ACDP, Jakarta
4. IRM ADB, Jakarta
5. ACDP Secretariat, Balitbang, MoEC, Jakarta

98| Mother Tongue Based Multilingual Education in Papua
3. Letter from Universitas Cenderawasih (UNCEN) dated 4 July

Jayapura, 4th July 2014

Number: 2095/UN20.1.1/LN/2014
Attachment: -
Regarding: Capacity Development for the Development and Implementation of Multilanguage Education using Mother Tongue for Schools in the Rural and Remote Areas in Papua

To Alan Prouty, the Head of ACDP
Secretariat, Jl. Jenderal Sudirman, Senayan, Jakarta

Referring to your letter, number 013/ACDP/VI/2014, on June 17th 2014, on the very same matter stated in the beginning of this letter, which was addressed to the Head of Education and Culture Office of Papua Province, and also sent to us, on behalf of Academic Civitas of the Faculty of Teaching and Education (Fakultas Keguruan dan Ilmu Pendidikan/FKIP) in Universitas Cenderawasih Jayapura, we express our gratitude and appreciation to continuous ACDP support and attention, particularly on Multilanguage Education based on Mother Tongue as literacy asset, through ACDP-051 program.

In relation to its implementation, allow us to inform you that:

1. We are ready to support this program, as we are fully aware that mother tongues in Papua have a significant impact as a language of instruction in the early grades of primary schools and early childhood education. It is understood that the majority of Papuan children, particularly those living in rural and remote areas, do not have a good command of Bahasa Indonesia;

2. As we have stated in our letter on October 2nd 2013, addressed to the Head of Research and Development (MoEC), of which we carbon-copied to you, FKIP UNCEN is currently making improvements in curriculum and program development in order to be able to serve remote area communities in Papua, by revitalization of FKIP curriculum to produce competent teachers originating from Papua who are willing to work in rural and remote areas. There are 3 curriculum in FKIP UNCEN Jayapura: national curriculum; institutional curriculum; and contextual curriculum for Papua;

3. Therefore, as a preparation, on Wednesday, June 25th 2014, we had the first meeting between our staff, including 2 senior lecturers in linguistic, and Muhammad Yusuf, ACDP Program Coordinator in Papua, which has been followed with more implementative, technical meetings;
4. Referring to ACDP-051 Terms of Reference, number 7, on Consultant Profile, page 15, we hope to involve many competent and experienced lecturers of Papuan language and culture within our institution as possible;

5. It is important to note, that although KPG is funded by the provincial budget, its academic curriculum is affiliated with and under the guidance of FKIP UNCEN Jayapura. Therefore, we hope that support from ACDP and Research and Development Agency (MoEC), on FKIP UNCEN Revitalization and KPG Reform in Papua will be in synergy and be implemented soon.

With this, we express our gratitude for your attention and cooperation.

Dean of FKIP
Universitas
Cenderawasih
Jayapura

Dr. Nomensen Stefan
Mambraku NIP. 19561111
198703 1 001

CC to:
1. UNCEN Papua Rector (as a report);
2. The Governor of Papua
3. The Head of Provincial Planning Agency;
4. Head of Provincial Education and Culture Office of Papua Province;
5. Directorate General of Higher Education, MoEC, Jakarta;
6. Head of Language Development and Supervision Agency, MoEC, Jakarta;
7. Secretary of Research and Development Agency, MoEC, Jakarta;
8. Head of Center for Policy Research/ACDP Program Manager;
9. IRM-ADB Jakarta;
10. Muhammad Yusuf, ACDP Program Coordinator in Papua;
11. Other recipients.
Annex 3: Strategic Background Analysis Related to Specific Areas Capacity Development in MTB-MLE

Personnel in the provincial and district levels need to be sensitized to the complex issues of language and culture in Papua. The Draft Strategic Plan recommends the development of a Department whose purpose is to facilitate the development of materials, training of teachers and implementation of MTB-MLE programs. A Sub-division of Culture and Language has already been established by the provincial education and culture office in Papua and this new entity will need substantial capacity development in language and culture issues relating to Papuan communities and education. Personnel will need to be aware of the processes of language community and school mapping conducted by SIL in Tanah Papua.

Although this will not necessarily mean that local government personnel will accompany SIL in such community mapping exercises (since government presence may inhibit discussions and unduly influence community decisions), it will mean that officials need to be aware of the processes and sensitive to the community issues. A training and sensitization process will need to be designed and implemented that will – through, for example, the use of films case studies, and demonstrations of the mapping process – communicate the complexity and sensitivity of the language mapping and MTB-MLE approach.

An integrated policy is necessary that defines the roles of Indonesian, the Mother Tongue and English in the Papuan School System and up to which grade the MTB-MLE can be used. MTB-MLE Policy Development involves community, teachers, parents and KPG in the decision making process. A challenging area where educational structure intersects with the administration of MLE programs is in teacher transfers, especially once the teacher is a regular government employee (PNS). If a teacher happens to come from a small language group and be one of the few people in his/her local language qualified to teach in the local language but requests a transfer, it places the entire MLE program in jeopardy.

Teacher absenteeism has proven to be a major problem in Papua. One in three teachers in Papua are absent with the figure being one in two in the highlands. When we factor in the reality that an effective MLE program needs a teacher who speaks the local language, the following passage from the Teacher Absenteeism Study in Papua and West Papua should give us reason to pause:
“Based on weighted estimates for the ‘place of origin of parents’, teachers most absent were those whose parents originate from either the teacher’s school village area (43%) or the same sub-district/district as the school (44%). Teachers whose parent’s origins are within the same province but not the same village or sub-district as the schools had a 34% absenteeism rate, while teachers whose parents originate from outside of Tanah Papua had an absentee rate of 21%. The non-Papua grouping also has the lowest absentee rate across all district and sub-district geographic categories, including highland districts (24% compared to 40% for native Papuans).”

The challenge that should be factored into any MTB-MLE program is the challenge of teacher absenteeism given the fact that teachers originating from the local area are twice as likely to be absent as those not from the local area. One possible solution is to strengthen the school committees that presently have more of a consultative and fundraising goal to granting them greater responsibility and authority for matters related to the school’s success. This would entail formal contractual obligations by the local school board to nurture the success of the school as it relates to parental involvement and support as well as allow them to hold the teachers and principals accountable for attendance. Such a body could also play a pivotal role in encouraging children to go to school, provide a place to nurture reconciliation between principals and teachers and be responsible for providing parateachers for local language literacy.

Educational outcomes in specified subjects have been standardized by the Indonesian government. However, this does not include ‘muatan lokal’ or ‘local content. Decision on the nature and use of local content are made at the regency (kabupaten) level. This therefore means that any endeavor to implement MLE in a specified language needs to gain approval at the district level. Since many languages cross district borders, decisions made by one district may not affect all the people in a particular language group. This not only complicates how curriculum is budgeted (because different regencies would pay for it), but affects efficiencies of teacher training and administration of the programs. Further complications arise from the fact that many language groups straddle different provincial boundaries (and some straddle the border with Papua New Guinea).

Learning from the international experience, the following sequence was suggested in the Draft Strategic Plan for the implementation of MTB-MLE in Papua:

- Map Languages, Language Vitality and Schools;
- Conduct an extensive survey of the communities, parents and tribal leaders with the intention of raising awareness regarding MTB-MLE issues facilitate community desires regarding MTB-MLE for their Community Schools;
- Establish of MTB-MLE Committees;
- Develop Mother Tongue Orthography/Alphabet Development;
• Design and produce culturally relevant and effective instructional materials.

Languages in Papua are in various stages of development. Some have excellent multilingual curriculum that introduces literacy in the local language and bridges into Indonesian, others have mother tongue (MT) language curriculum that makes no attempt to bridge to Indonesian, while other languages are still strictly oral and lack the most basic of linguistic analysis. In order to facilitate development of oral languages into a written form the first step is creating an alphabet. The most expedient approach would be to encourage related language clusters to work together and adapt materials from one language to the next.

Research indicates that local language curriculum has been developed in many Papuan languages over the years (see Papers published by SIL in Volume 2 of the Strategic Plan). However, since this was done largely by national and international NGOs as well as religious foundations (yayasan) and other groups that did not necessarily consult with the government, many of the MLE curricula are very different in structure, drawing upon different philosophies of reading education, including the phonetic approaches. Differences between the curriculum are also based on theoretical differences in how letters and sounds are taught that don’t exist in Indonesia, or Indonesian sounds that do not exist in the local language. Regarding local content, some have very good local content, including folk tales, myths and stories highlighting local people and geography while others are devoid of local content.

The government needs to make a decision whether the basic structure of all multilingual educational material needs to be similar in order to best prepare teachers to teach from a standard curriculum or whether to develop the disparate MLE curriculum models presently in use. A standard approach to MLE curriculum development would help in how teachers are trained in MLE methods in Teachers Colleges. It would give teachers a degree of confidence that when they arrived in a community they would not need to re-learn how to teach reading because the structure of the reading curriculum was matched to what was taught in the Teachers College. It would also help trainers needing to facilitate local people to become MTB-MLE instructors in their own language to train from a curriculum that was consistent between languages.

Experts in curriculum development, linguistics, reading and design would need to work together to address the many languages in Papua. This however may be more cost effective than encouraging illiteracy among students who cannot understand the language of the classroom and its curriculum. Standardization of curriculum would necessitate districts working together since a common standard would have to be implemented for languages that cross district and even provincial boundaries. SIL has suggested that the most effective way to accomplish curriculum development would be to initially make the following series of pedagogical decisions:
i. A common standard philosophy of teaching reading
ii. A common approach to writing non-Indonesian sounds
iii. A common approach to how letters are introduced and in what order
iv. A common series of reading exercises meant to enhance reading fluency
v. A common layout/design
vi. A common approach to teacher training
vii. A common approach to program evaluation

Revitalization of the University of Cenderawasih (UNCEN) Faculty of Learning (FKIP) and Teaching and Teacher Training Institute (LPTK)

The Dean of Education in UNCEN has embarked on an ambition programme to “revitalize” the programme for the preparation of teachers. This revitalization will include the development of a curriculum for preparing teachers that will be more relevant, practical and effective for teaching in the schools in Papua, especially in the rural and remote areas of the province. A significant component of this pre-service teacher programme will be on the language and culture of communities in the province, the teaching of MTB-MLE, and methodologies for teaching literacy especially at the early grades of the primary school.

Reform of the Kolese Pendidikan Guru (KPG) - Teacher Training College - and MTB-MLE

Research undertaken by SIL, UNCEN and UNPIA, has provided compelling evidence that the KPG colleges, intended to provide teacher training for teachers of the schools in the rural and remote areas, are not effectively preparing teachers to address the multilingual or cultural realities in Papua. A national curriculum devoid of linguistic or cultural relevancy to Papua has been thrust on the KPGs by the accrediting institution, UNCEN. The result is an approach that was never meant to address the unique needs of the isolated language communities of Papua. At the present, the faculty of the KPG is overwhelmingly non-Papuan and the students that graduate are predominately from language groups originating outside the province of Papua. Many of the students that the province hoped would be educated in these schools are not able to complete their education because of educational deficiencies and cultural problems17.

If the KPGs are going to align themselves with a multilingual education mandate, it is imperative that two classes be included in the curriculum. The first is a class in language acquisition for all those non-Papuan students who plan to teach in monolingual settings. The second needed class is in multilingual education.
Cultural aspects of learning and teaching in Papua have unfortunately been largely ignored in favor of western models of classroom teaching and learning. The result has been a plethora of books, teacher’s guides and lectures that have largely ignored indigenous learning and teaching styles. In remote and rural communities, books are largely missing and so children have the added hurdle of having to adopt of foreign learning style through the educational process. What is needed is for education to factor in traditional learning styles in an effort to nurture the ability to learning through print. Traditionally children in Papua learn by initially watching something multiple times (carving a canoe or statue, making a fire, building a house etc.). Then they try the skill on a small scale (elementary school children hunting grasshoppers with their bows and arrows, children carving mall objects, girls experiment with cooking or keeping a small garden), finally moving on to being invited to take part in ‘the real thing.’ It mirrors the apprenticeship model of the west.

Teaching and learning processes in rural and remote areas need to include a consideration of traditional teaching and learning styles. Since these remote locations are not ‘print rich’ (few homes have bookshelves, people don’t read on the bus, and expendable income is seldom spent on books), and teachers originating from these areas are seldom an exceptions - they also grew up with a dearth of printed materials in their communities, have little access to ongoing interesting material or consistent internet access and no access to libraries. Any teaching methodology therefore, with the children or in prospective MLE teacher training should not depend primarily on having teachers decode teacher’s guides or other books, expecting the teachers and students to seamlessly apply the published ideas and methodologies effectively in class. What is of critical importance in the development of teaching skills is to demonstrate how to effectively implement the desired curriculum. After it has been shown and explained, the teachers need to be mentored in how to teach the curriculum (have them teach one another several times) moving on to ‘going solo’ while the mentor stands ready to encourage, help and direct. If this is not undertaken, teachers will teach how they were taught (lecture approach) resulting in inadequate classroom skill development.

Recent analysis in the Teacher Absenteeism study as well as data from the Papuan Department of Education and Culture indicates women are more likely to persevere in remote and rural locations and more likely to have a lower absenteeism rate. Teacher training should therefore encourage women teachers.
Appendix 2:
TOR Extention ACDP -023 Support for Mother Tongue Based Multilingual Education (MTB-MLE) for Schools in Rural and Remote Areas of Papua

TA 7554-INO
Contract No. 117622 - S52537
REVISED TERMS OF REFERENCE

Background

The TOR of the study comprise of designing and developing MTB-MLE curriculum for the first two grades of primary school (SD) - however had not envisaged a subsequent request from the Ministry of Education and Culture (MoEC) Provincial Office (Dinas) during the Inception Phase to extend this to the PAUD (Early Childhood Education Centres). Based on this urgent request from government, it was agreed to focus the study on on the PAUD schools first and to continue the work to Primary/SD level in Phase 2, as the additional work of the study. To ensure seamless integration between work in PAUD and to review the results on the pupils in Primary level, a duration of 10 months is considered necessary to finalize the PAUD curriculum and to start phasing into the Primary/SD level.

Additional Tasks

A series of activities are required to be conducted for the continued technical assistance for the design and implementation of the MTB-MLE Pilot in 13 treatment schools in Kabupaten Lani Jaya/Kecamatan Kuyawage and the evaluation of these and 11 control schools in Kecamatan Balingga in the 10 month period which expected will be start on June 2016. The following list includes the additional activities:

1. **Five Workshops/Training to build capacity and to be conducted in Lani Jaya** as follows:
   a. Training Workshop for Teachers at PAUD level;
   b. Workshop on Orientation and capacity building for School Committee;
   c. Workshop to get feedback on draft Curriculum SD;
   d. Workshop to get feedback from Community representatives on the content and presentation of all Instructional materials for PAUD and SD.

**Note:**

1. The participants of the above workshops shall include teachers, school principals (where applicable) and education supervisors (pengawas) and other relevant dinas functionaries (provinsi, kabupaten, kecamatan) and other participants that would include KPG instructors, Dinas Bahasa dan Sastra.

2. **Curriculum Development**

   a. Finalization of drafts for PAUD/TK
      1. Teachers Guide for 10 different themes
      2. Lani Alphabet books
3. Teaching Aids.
4. 60 Storybooks

b. Drafting curriculum of SD 1
   1. Lani Reading and Writing Teacher’s Guide
   2. Lani Reading/writing students exercise book
   3. Lani student test booklet
   4. Lani stories
   5. Lani teacher trainer’s manual
   6. Mathematics Teacher’s Guide
   7. Mathematics Students’ exercise book
   8. Mathematics test booklet
   9. Bahasa Indonesia Teacher’s Guide for Grade 1
   10. Teaching Aids

All the documents related to the MTB-ECE and SD curriculums will be developed by a team of consultants working with the relevant parties (stakeholders) according to the context of Lani Jaya, then documents are to be translated in Lani. It must been sure that the system of writing is in accordance with the orthography and grammar before printing. Translation and editing will be done in line with the development of curriculum materials.

A 10 month duration is deemed necessary to produce the final document include:

1. teacher’s guide (according to the theme)
2. simple story illustrated (for 10 themes)
3. poster letters (uppercase and lowercase) and numbers
4. set of props for each theme.
5. The songs are supporting each theme.

MTB-ECE curriculum development refers to the grill outlined by the government nationwide, but it still needs to be adapted to the local context of Lani community. In general, this curriculum is intended to stimulate holistic development and growth of early childhood which covers aspects such as physical, social, emotional, intellectual and spiritual. There are 10 major themes of constructive play and learning activities that will be developed in the MTB-ECE curriculum as follows:

<table>
<thead>
<tr>
<th>Semester 1</th>
<th>Semester 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Myself</td>
<td>6. Water</td>
</tr>
<tr>
<td>2. Environment</td>
<td>7. Weather</td>
</tr>
<tr>
<td>3. Plants</td>
<td>8. Occupations</td>
</tr>
<tr>
<td>5. Transportation</td>
<td>and Technology</td>
</tr>
<tr>
<td></td>
<td>10. Games</td>
</tr>
</tbody>
</table>

From each of these themes will be made simple story illustrated and accompanied by teacher guides. Thus, in the development of this curriculum will be made illustrated stories in the context of Lani and teacher guides. In addition, each theme will be developed a serial of props and posters of letters and numbers for the introduction and to stimulate of the sensitivity of reading and math concepts. Music is one of the means to play and
learn the popular kids in general, for that will be developed/adapted also songs that support each theme of the game which will be integrated with the training of teachers. All sample materials will be used for 13 pilot schools. The MTS primary school curriculum will consist of 3 subjects: Lani language literacy (70 minutes per day), mathematics (35 minutes per day), Indonesian as a second language (35 minutes per day). There will be 30 active study weeks in an academic year and 5 active school days per week.

The Lani language curriculum for SD class 1 is based on a phonics, syllable-based approach to reading, and includes meaningful reading and writing from an early stage. Approximately the first half of Grade 1 will focus on the acquisition of all the letters of the Lani alphabet, the main consonant clusters, long vowels, and letters appearing in loan words from Indonesian. These will be presented roughly in their order of frequency of use in the Lani language. Both lower and upper case letters will be presented. Some sight words will be included.

**Tool Kit for MTB-MLE Planning for other Interested Districts**: showing all the steps a district needs to go through in designing and implementing MTB-MLE for other interested major language groups

3. **Sample Assessments and Baseline**: An assessment/baseline tools developed by SIL for PAUD to assessed early child growth development. It will be done before implement of PAUD (piloting) and for Grade 1 will be developed and be able to use until the beginning of the school year in 2017. A Survey in 13 piloting PAUD schools in Kuyawage and PAUD Schools in control area (Balingga) will be conducted to enable the sample assessment and baseline obtaining initial data and information covering the presence of early childhood; the language used, the competence of teachers, playing and learning process, the number of students, the condition of facilities, community participation, etc.

This activity will be conducted by ACDP team and involving 5-10 local people or stakeholders for enumerator. The number of respondent will be decided after the baseline tools developed but in our initial thoughts will involve children, parents, teachers, communities, local governments, churches etc.

4. **Draft workshop to be delivered in Jayapura**. This workshop will be attended by Papuan government and relevant stakeholders at provincial level to discuss the final draft report. Hopefully, through this workshop can be informed of the results that have been achieved and the challenges and obstacles encountered to be a concern in the adaptation of MTM-MLE program in another language communities. In addition, through this meeting can be obtained inputs for the improvement of mother tongue-based program in the future.

5. **Final workshop to be delivered in Jakarta**. This final workshop will be attended by representatives of the government of Papua, ACDP, the ADB and the central government and relevant stakeholders at the national level. Through this workshop, it is hoped the central government can build understanding and provide policy support and attention to the development of the mother tongue-based education to support compulsory education for the children of Indonesia, especially those children living in remote areas.

**Required Additional Person Months and Additional Tasks**
There is no additional personnel for the additional work, only additional pm for several positions (see table below). In the upcoming additional work local content are much required therefore national consultant shall be expected to provide more services than the international consultant. International consultant with the position of Specialist in MTB-MLE Research Design and Implementation and Specialist in Curriculum and Teacher Development has done their deliverable in the first phase, thus there will not be additional pm on these two positions. However, additional person month are proposed to Team leader and to the national consultant to do additional work that are set forth in section II in this document. The detail changes are show in Table.1

**Table 1. Proposed Additional PM**

<table>
<thead>
<tr>
<th>No.</th>
<th>Position/Name</th>
<th>PM from Original Contract</th>
<th>Proposed Additional</th>
<th>Total PM after revised</th>
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<tr>
<td>A</td>
<td>International Consultant</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Team Leader/Linguistic Research Specialist JOOST PIKKERT</td>
<td>9.75</td>
<td>7.25</td>
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<tr>
<td>2</td>
<td>Specialist in MTB-MLE Research Design and Implementation JOICE BRILEY</td>
<td>4.5</td>
<td>0</td>
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</tr>
<tr>
<td>3</td>
<td>Specialist in Curriculum and Teacher Development RITA ELTROTH</td>
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<tr>
<td>B</td>
<td>National Consultant</td>
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</tr>
<tr>
<td>1</td>
<td>Language Community Planning Specialist I AGUSTINA SAWI</td>
<td>9.75</td>
<td>8.25</td>
<td>18</td>
</tr>
<tr>
<td>2</td>
<td>Language Community Planning Specialist II NOVI MATULESSY</td>
<td>9.75</td>
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<tr>
<td>3</td>
<td>Language and Culture Training Specialist I TELMAHUKA</td>
<td>9.75</td>
<td>9.25</td>
<td>19</td>
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<tr>
<td>4</td>
<td>Language and Culture Training Specialist II LUMINDA TAHAPARY</td>
<td>9.75</td>
<td>9.25</td>
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<tr>
<td>5</td>
<td>Communication Specialist HANS IMBIRI</td>
<td>8</td>
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## Deliverables

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<th>Deliverables</th>
<th>Expected date for Submission</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td><strong>Progress Report 1:</strong> including reports and documents on:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Workshops for Teachers at PAUD level</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Workshop on Orientation and capacity building for School Committee;</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Finalization of Curriculum drafts for PAUD /TK</td>
<td>September 23, 2016</td>
</tr>
<tr>
<td>2</td>
<td><strong>Progress Report 2:</strong> including reports and documents on:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Tool Kit for MTB-MLE Planning for other Interested Districts:</td>
<td>December 5, 2016</td>
</tr>
<tr>
<td></td>
<td>- Sample Assessments and Baseline</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Draft Curriculum of SD Grade 1</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td><strong>Draft Final Report on finalized versions of</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Tool Kit for MTB-MLE</td>
<td>January 31, 2017</td>
</tr>
<tr>
<td></td>
<td>- Sample Assessments and Baseline</td>
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<td></td>
<td>- Development Plan for Teacher Training Colleges</td>
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<td></td>
<td>- Planning for capacity development of UNCEN staff on MTB-MLE;</td>
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<td></td>
<td>- Curriculum of SD 1</td>
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<td></td>
<td>- Workshops for Teachers at SD 1 level</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td><strong>Final Report:</strong> based on comments and suggestions on draft final report from final workshop at national level, including follow up advocacy for policy change for Yayasan Management of PNS Teachers</td>
<td>March 6, 2017</td>
</tr>
<tr>
<td></td>
<td>- Minutes of Final National Workshop</td>
<td></td>
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<td></td>
<td>- Appendices to include all documents from ACDP 023 and ACDP 23a</td>
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Appendix 3:

Executive Summary from the *Framework for Monitoring and Evaluating the Mother Tongue Based Multilingual Education Program in Lanny Jaya*

The background

This document reports the findings from a baseline survey of literacy and school characteristics carried out in the first half of 2015 in Lanny District in Papua, Indonesia. The purpose of the survey was to establish the baseline characteristics of the schools in the area as well as the progress being made towards literacy by the students in grades 2 and 3. The baseline data will serve as the framework for monitoring and measuring changes in reading ability as the government implements a program in mother tongue based multilingual education.

In addition to establishing a baseline description of progress towards literacy, this baseline report also investigated the relationship between proficiency in Bahasa Indonesia, the national language and the language of instruction in the schools of the area, and progress towards literacy. This was deemed a relevant part of the baseline study in as much as the anticipated innovation focuses on language of instruction and language of literacy as a strategy for ultimately improving educational outcomes in Lanny District (and possibly other regions of the country as well). Also, it should be noted that the most widely spoken language of Lanny District is Lani/Dani and almost all of the children in the survey reported speaking this language at home.

The instrument used to assess progress towards literacy was the Indonesian EGRA. This instrument—adjusted for local linguistic realities—has been widely used around the world in low income countries so has reasonably well-understood characteristics. The Indonesian EGRA was developed and implemented by RTI International under contract to USAID. The report of findings is dated 2014. Findings from this study provided a very helpful frame of reference for interpreting the results of the baseline survey done in Lanny District.

A novel feature of the Indonesian EGRA is the inclusion of a set of subtasks designed to assess basic proficiency in Bahasa Indonesia. The inclusion of this feature was highly relevant to the Indonesian context given the unusually high level of linguistic diversity found in this far-flung island nation. This component of the instrument proved invaluable in the analysis and interpretation of results in the district.

The Indonesian study included a set of five additional instruments referred to collectively as a *Snapshot of School Management Effectiveness* (SSME). One of the five focuses on a range of social, economic, linguistic, and educational characteristics of individual children rather than dealing with school management per se, but was nonetheless most useful to the analysis.
The sample of students included 184 students, from grades 2 and 3 in 10 different schools. The 10 schools are located in 5 different sub-districts in Lanny District. The sample was chosen because the government has categorized this area as poor, rural and remote. Since it was reported that some of the villages of the area are very difficult to access, it is possible that the available sample presents a slightly or somewhat positive picture of achievement given the ruggedness of the area, but this is entirely speculative.

**Findings about progression towards literacy**

The findings of the Indonesian EGRA, completed in 2014, provided a very useful vantage point for evaluating the literacy-related assessments coming from the schools and students of Lanny District. This district is a part of the “MNP” sector of Indonesia which covers the eastern-most region of the country. In general the literacy assessments included in the Indonesian EGRA showed MNP trailing the national norms by approximately 50 percent. The children in the baseline performed at a level roughly 50 percent below that of the rest of MNP. In short, the progress of these children towards full literacy (in Bahasa Indonesia) is extremely limited. Despite the overall low levels of performance, the data do show consistent progress being made from one grade to another.

Despite the overall low level of performance, the data contain a limited number of cases of children who are doing extremely well—up to or even above national norms. While it is tempting to ascribe this high level of performance to a high level of ability—which is very possible—it is also striking that such children also demonstrate a high level of proficiency in Bahasa Indonesia. Could these two variables be closely related and a part of the reason why progress towards literacy is so limited in general in the baseline region?

**Findings about proficiency in Bahasa Indonesia**

Proficiency in Bahasa Indonesia was measured by means of a listening comprehension task and three separate vocabulary assessments. Of these, performance on the listening comprehension task was the lowest being about 30 percent lower than the norm established in the National EGRA. Performance on the vocabulary tasks ranged from 10-15 percent below the national norms.

Given that Bahasa Indonesia is the language of literacy yet there is a much larger differential between the baseline performance and that of the national norm on this measure, we are left with some obvious questions to try to resolve. First, does/did the assessment of proficiency of Bahasa Indonesia in the EGRA instrument adequately measure the level of proficiency needed to support basic education (and literacy) in Indonesia? Second, could it be the case that in the schools of the baseline area, too much instructional time is being invested in developing proficiency in BI rather than in literacy? Third, are there fundamental cultural, geographic, economic or religious features of the baseline area which make literacy and education less desirable or more difficult among the local population? Fourth, is it possible that the entire educational delivery system in Papua is much more
poorly resourced than in other areas so that results suffer accordingly? Fifth, does language of instruction really have that great of a negative impact on literacy development?

Some of these questions are not answerable with the data gathered in the survey. Rather, one would have to gather different data from different sources using different methods to find answers to those questions which seem to be more qualitative in nature. On the other hand, the data gathered DOES allow at least a preliminary exploration of some of the questions and that is a part of the content of the main body of the report.

Findings about the relationship between literacy and Bahasa Indonesia

The data from the survey show clearly a strong relationship between proficiency in Bahasa Indonesia and progress towards literacy. This is to be expected since Bahasa Indonesia is the language of instruction as well as the language of literacy. However, if mastery of this language by the child is significantly or seriously deficient, normal progress in moving towards proficiency in literacy is necessarily limited as well.

The data suggest several tendencies with respect to the interplay between the two variables of literacy and proficiency in Bahasa Indonesia. First, there is some evidence that teachers in some of the schools may be putting more instructional time in teaching Bahasa Indonesia than in teaching literacy. While this is entirely understandable, the inevitable result is reduced progress in developing literacy.

Second, it is clear that there is huge variation among the schools in terms of achievement in either of these areas. Whether this is due to issues of accessibility, morale, teaching capacity, slack administration, educational support, or the distribution of knowledge of Bahasa in the local population, some sort of change or intervention is needed to raise the quality of very low performing schools.

Third, while there is a strong correlation at the school level between the two variables, and a moderate correlation between them at the individual level, it is also clear that the school one attends is a stronger predictor of achievement in literacy than is proficiency in Bahasa. Possible reasons include major school-level problems in providing good instruction, lack of interest in or even resistance to learning to read in Bahasa (or even learning to read, period), or possibly high rates of absenteeism on the part of children or teachers.

Findings from the SSME Student Questionnaire

This questionnaire produced several findings of interest though no major surprises. These will be listed with only brief commentary. First, it is clear that Bahasa is very much a secondary language in the baseline population and a weak one at that. Lani/Dani is the first language of almost all of the children so most are entering school with, at best, very rudimentary proficiency. If there is not much environmental support for Bahasa (little or no media, few native speakers in the area, little available literature, little or no institutional support outside of the school), depending on the schools to develop adequate proficiency in
the language in support of literacy and subsequent education is going to have very limited success.

Second, it is clear that this area is very traditional in terms of standards of living and economic development. School-based education in this kind of a setting lacks the same level of urgency and importance seen in towns and cities where education is important to survival and job security.

Third, judging by the test data, the existing preschool system in the area provides very little preparation for literacy though it may provide some for Bahasa.

Fourth, the impact of a number of variables seen to be salient in western contexts such as socioeconomic status, parental literacy, attendance at preschools, being read to at home, parental involvement in the child’s schoolwork, etc. appear to be weak to very weak predictors of academic success in the schools of the baseline area. Household wealth is the strongest of the predictors though its influence seems to apply mostly to Bahasa Indonesia and not to literacy.

**Findings from the other SSME Questionnaires**

The nature of the data from these questionnaires, while informative in terms of the conformation of individual schools, did not support hypothesis testing with respect to school achievement. Limitations included (1) small number of schools, (2) not all schools included in all questionnaires, (3) no indication of grade level when individual classrooms or teachers were observed or interviewed, and (4) large numbers of non-responses to some of the questions in the questionnaires.

Even so, several observations are noteworthy. First, only one of 14 teachers appeared to be a native speaker of Bahasa Indonesia. There is growing concern worldwide that dependence on second language speakers of the language of instruction significantly restricts the effectiveness of such teachers. This issue has yet to be well-researched but awareness of the problem is growing.

Second, absenteeism appears to be a significant issue. Interestingly, high rates of absenteeism (of students) in low quality schools does not seem to have as much negative impact as it does in higher performing schools. Still, if high rates of absenteeism are present among most or all students in a school or classroom rather than just a few, educational outcomes for the entire school or classroom are going to be reduced because of the absenteeism. If there are high rates of absenteeism or tardiness on the part of the teacher(s), the problem is compounded.

Third, it was noted that about half of the teachers are local and about half are from outside the area. This is almost always an issue (in a negative way) in traditional areas.

**Conclusion**

The data from the baseline make it very clear that achievement in the area is low. The rates of progress observed between grades 2 and 3 suggest that the rate of skill development in
literacy will not reach national grade 2 norms until grade 4 or 5 (closer to 5 than 4). From an educational perspective, it is easy to conclude that present methods and strategies of educational delivery are not well matched to the cultural, linguistic, and maybe even geographic characteristics of the area. From a cultural or ethnographic perspective, interesting questions arise as to just how one should understand the interface between western-style education and traditional cultural communities.
Appendix 4: Example Curriculum

1. Gambar ti paga endage alom huruf “a” paga a’annduk eerak wonage kenok mban kuli imun’amun eeri yak.

2. Huruf “a” mбуулук eerak kenok mban warna wariyak

<table>
<thead>
<tr>
<th>ako</th>
<th>kani</th>
<th>kom</th>
<th>i</th>
<th>ti</th>
</tr>
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<tbody>
<tr>
<td>towe</td>
<td>iyok</td>
<td>age</td>
<td>kela</td>
<td>yigin</td>
</tr>
<tr>
<td>en</td>
<td>wam</td>
<td>niyo</td>
<td>kolaga</td>
<td>kaluk</td>
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</table>

3. Wone liiru мbanакк ti huruf “A” mbuluk eerak ti kenok mban warna wariyak

<table>
<thead>
<tr>
<th>Adam</th>
<th>Age</th>
<th>Ayub</th>
<th>Wam</th>
<th>Allah</th>
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<tr>
<td>kela</td>
<td>Yi</td>
<td>ako</td>
<td>Alkitab</td>
<td>Agustus</td>
</tr>
<tr>
<td>MAF</td>
<td>Ani</td>
<td>ambe</td>
<td>kolaga</td>
<td>kaluk</td>
</tr>
</tbody>
</table>
Page from a “Big Book” meant to be held by teachers in front of the class to introduce the Lani alphabet. This approach is used since not all villages have schools nearby and the teacher is therefore not dependent on needing chalk boards/whiteboards, and other regular school supplies.
MBUKU YI ELEGE INABUT MBANIYAK NDUK


12345 12345 12345

12345 12345 12345
Appendix 5: Thailand Study Tour, UNICEF Multi Lingual Education Conference & Pattani Malay MTB-MLE Program

1. Introduction

The study tour to Thailand aimed to provide participants with an understanding of the broad concepts in mother tongue-based multilingual education (MTB-MLE) and consider issues in language policy planning and capacity building at their respective institutions. We aimed to achieve this goal by splitting the participants into two groups, according to their different roles. Group A consisted of policy makers and a senior member of the State University of Cenderawasih with responsibility for accrediting the courses of all the Kolose Pendidikan Guru (KPGs or teacher training colleges). Group B consisted of senior members of the KPS. The participants were as follows:

<table>
<thead>
<tr>
<th>Group A</th>
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<tbody>
<tr>
<td>Jeremias Koridama</td>
<td>Head of Section, Artistic, Permissions, Film and Museum Development, Department of Education &amp; Culture (DoEC), Papua</td>
</tr>
<tr>
<td>Dr. Christ, Fautngil</td>
<td>Master’s Programme Director, Indonesian language, State University of Cenderawasih (UNCEN)</td>
</tr>
<tr>
<td>Robert Manggaprouw</td>
<td>Data collection &amp; scholarship programme staff in Higher Education division, Department of Education &amp; Culture, Provincial of Government in West Papua</td>
</tr>
<tr>
<td>Rachfri Kirihio</td>
<td>Translator and mother tongue literacy consultant (SIL staff from Papua)</td>
</tr>
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<table>
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</thead>
<tbody>
<tr>
<td>Habel S. J. Rieuwpassa</td>
<td>Assistant Director of KPG, Sorong, West Papua</td>
</tr>
<tr>
<td>Refli Jefry Umpel</td>
<td>Lecturer in KPG, Nabire, Papua</td>
</tr>
<tr>
<td>Petrus Ambarura</td>
<td>Director of KPG, Merauke, Papua</td>
</tr>
<tr>
<td>Alice Eastwood</td>
<td>MTB-MLE specialist and tour guide (UK national, SIL staff)</td>
</tr>
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</table>

Group A participated in the UNESCO-sponsored Regional Multilingual Education Policies and Practices (MEPP) training course, including a field trip to Mahidol University. For all three participants, MLE presented unchartered waters and for one, it was the first trip abroad. The UNESCO course was followed by a trip to the South of Thailand where all participants visited Asia’s only university (to our knowledge) with an elective course in MTB-MLE, and a school involved in the Pattani-Malay MLE project.

Group B travelled to Chiang Mai (transit in Bangkok), visiting Payap University and the Foundation For Applied Linguistics. They then returned to Bangkok to join the field trip to Mahidol University organised by UNESCO on Day 5 of the MEPP course. Together with Group A they continued on to the south of Thailand, visiting the university and school mentioned above.
The MEPP training course was organized by UNESCO Bangkok to support countries in the Asia-Pacific region in planning, financing and implementing MTB-MLE. The 5-day seminar was attended by 49 participants from 13 countries. The aim of the course was to strengthen capacity in developing and implementing language in education policy and address language
of instruction issues through theory and case studies presentations by experts in the field of MTB-MLE.

During the flights from Jayapura to Jakarta the SIL facilitators took time to hold informal discussions with the Department of Education & Culture (DoEC) and UNCEN officials about the goal of the trip and the critical role of local languages in schools in rural and isolated areas of Papua. The West Papua DoEC official departed for Jakarta from Manokwari separately, so time was taken for preliminary discussions at the hotel in Bangkok on the evening before the seminar began.

a. Specific Course Objectives

- Provide understanding of key concepts, issues and current trends of MTB-MLE and Language policy and planning;
- Build practical know-how in developing language in education policies, language of instruction and multilingual education;
- Learn about education policy and planning from a system-wide perspective;
- Provide in-depth understanding of issues surrounding the development of monitoring and evaluation frameworks specific to MTB-MLE;
- Strengthen a regional network of education managers and practitioners from countries of the Asia-Pacific region for successful MTB-MLE;

In the last session of Day 4, the participants were presented with a costing simulation model which looked at key aspects of education indicators such as context, access, internal efficiency, equity, quality, external effectiveness, costs and financing, and management. Participants were supplied with formulas to calculate the different education indicators in simulation exercises based on the education system and social-economic situation of the imaginary country of Zomia. The pre-course preparation questions and material on Zomia were sent to the participants in advance; all three officials had, to the best of their abilities, answered these questions and read the material on Zomia before the course commenced. (For further comments, see sections 9 and 10 on Capacity Development Needs at DoEC and UNCEN).

Day 5 of the course was a field trip to the Research Institute for Languages and Cultures of Asia (RILCA) at Mahidol University, attended by both Group A and Group B.

b. Seminar Presentations

All three participants were less proficient in English and therefore the facilitator needed to translate from English into Indonesian for the officials to understand materials being presented at the seminar. It was easier to do the translation when the presenter was a proficient speaker of English and spoke at a moderate pace and in clear segments which allowed for ample time to convey the content verbally into Indonesian. If this was not the case, quick notes on the hard copies of the PowerPoint presentations allowed for a summary in Indonesian later on. Most of the information from presentations was discussed again during breaks, over lunch or in the hotel in the evening. After the third day of presentations there was a sense among the officials that for MLE to be effective, stakeholders from government initially, NGOs and local communities would need to be involved and interact regularly so that ‘everyone would be on the same page’, in the words of one of them.
3. Visit to Payap University (22nd April)

Group B flew to Jakarta from their home towns on Monday 20th April. (Unfortunately, Jeni Usmany, Director of the ‘kolose pendidikan guru’ in Merauke was unable to participate due to the sudden illness of her father). On Tuesday, Group B flew from Jakarta to Bangkok and Bangkok to Chiang Mai in the north of Thailand. On Wednesday 22nd April Group B spent three hours at a Training Unit of the Linguistics Institute of Payap University. We were hosted by Margie Doty, MA, and Michelle Miller, MA.

Our hosts showed us a presentation about the principles of mother tongue-based education and the projects currently running in the north of Thailand. This was paused intermittently to allow for translation to Indonesian by the SIL tour leader. They showed us examples of mother tongue ‘big books’, ‘small books’, ‘listening stories’, ‘big busy pictures’, ‘story cards’. We learnt that the training unit helps language groups in the north of Thailand to develop curricula and materials for MLE at kindergarten level (only). These curricula comply with government outcomes and indicators, and for each language group are based on calendars of significant annual cultural, agricultural and other local events. The training unit at Payap University also helps communities to create poetry and songs in their traditional cultural forms.

We were informed that some of their projects employed local people with only high school education. This was greeted with astonishment by the participants, and prompted a number of questions. We heard that for the training unit, the key qualities for successful local kindergarten teachers are that they love children, they love their language and culture and want to see it preserved and developed, they can also speak the national language and they have community endorsement.

We also learnt about the history of MLE training at Payap, and that it has specialists dedicated to developing software compatible with local languages.

4. Visit to Foundation for Applied Linguistics (23rd April)

On Thursday 23rd April Group B spent three hours at the Foundation for Applied Linguistics in Chiang Mai. We were hosted by Executive Director Assistant Prof. Wanna Tienmee.

The visit began with a presentation introducing the work of FAL, with pauses to allow for translation. We learnt that FAL now focuses almost exclusively on running training programmes for multilingual education. The Foundation was set up using an initial grant from the Pestalozzi Children’s Foundation of Switzerland which lasted three years. This was subsequently extended twice, resulting in a nine-year grant. The Foundation currently has a collaborative relationship with a local government university, providing workshops for some of their teachers on the basic principles of multilingual education. The director mentioned that the greatest hurdle they have faced is that of convincing the national DoE in Thailand of the value of mother tongue-based education. (At a later point in the tour, a Mahidol representative mentioned the same major hurdle.) There has been progress, and the provincial DoE now provides some funds for paying native speaker local teachers.

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8 Margie is Director of the Linguistics Institute and also Regional Associate Director for Thailand for Mainland Southeast Asia Group (MSEAG) of SIL International. Michelle is the Literacy Coordinator for MSEAG, a member of the Training Unit of the Linguistics Institute, and a Literacy Advisor for the Khmu language project. Due to historic ties, SIL has a prominent role in the Linguistics Institute at Payap University.
After this, we were able to audit an MLE teacher training activity which was taking place when we visited. Participants were particularly interested to see the interactive method of teacher training being used – when we arrived trainees were completing a matching exercise using slips of card to analyse the amount of information retained by learners receiving written/visual/auditory/practical information or a combination of them.

Further time was then given to questions and answers. These focused on teacher training and the technical aspects of MTB-MLE. We heard that FAL trains trainee primary school teachers in MLE methodology. These teachers normally function as managers for local teachers. In the first grade, the local teacher teaches all the subjects except Thai. He/she is trained in classroom management, how to write lesson plans, how to use materials, how to use the Total Physical Response technique (and more) by their trained counterpart. Such teachers continue to play a dominant role in most subjects in subsequent grades, despite perhaps only having high school education themselves.

We discussed the ‘sandwich technique’ of using both the mother tongue and the national language in Grade 3. This involves the local teacher teaching the main content of the lesson, the trained teacher introducing 2-4 key terms in the national language and drilling these, then the trained teacher revising the lesson content in the local language.

The group flew back to Bangkok the same day, in order to join the field trip to Mahidol University on Friday 24th.

5. Visit to Mahidol University (24th April)

Group B accompanied the UNESCO course participants (including Group A) to the Research Institute for Languages and Cultures of Asia (RILCA) at Thailand’s most prestigious university, Mahidol. The RILCA focuses on language documentation and preservation. A presentation was made about the Pattani-Malay (PM) MLE project in the south of Thailand. The PM project functioned as an example of many of the issues addressed during the training course. This provided a good introduction for our groups’ field visit to the Pattani Malay project area. Indeed, Mahidol sent two of their staff ahead of us to the south of Thailand to make arrangements and to guide us during our tour.

Another presentation was given on the topic ‘Issues to consider in developing orthographies/identifying local languages for MTB-MLE programmes’.

After lunch, at the Center for Language Documentation and Revitalization, groups were given a tour of four different displays, as follows:

a. Pattani Malay project - Examples of mother tongue reading materials in Pattani Malay
b. Language Revitalization – We learnt about efforts to revitalize languages and the development of culturally appropriate songs and dances

c. Ethnolinguistic mapping and National Language Policy of Thailand - We looked at maps of the languages of Thailand, with their vitality levels and related policies

d. Orthography development

Finally, there was a brief tour of the Mahidol University campus in the tour bus.

6. Visit to Yala University (27th April)
On April 25th, both groups flew to Hat Yai in the south of Thailand. From Hat Yai airport it was another one hour by road to Songkhla where we stayed overnight at a hotel. On Sunday 26th April we travelled to Pattani, a city just thirty minutes’ drive from Yala University. On Monday 27th, we visited this university—the only one in Southeast Asia in education with an MTB-MLE elective in MLE. We were welcomed by the president of the university. Other members of the team presentations about programme, and requested collaboration between MTB-MLE in Papua. Their an add-on to the main programme, and consists of sessions. It has so far produced 60 teachers with currently another 30 in training. Through their in-service programme, 50 other teachers have been trained. They shared that the limiting factor in their case is the number of supervisors available to supervise the trainees, as they maintain a ratio of 1:3.

Whilst Yala is a public university, they have received no funding for MTB-MLE from the national Department of Education; the new MTB-MLE centre, the library materials, and printing costs were all paid for with a 3-year EU grant. However, they have MoUs with and receive funds from the Thailand Research Fund and Mahidol University. Both of these institutions are public-funded.

They also shared about their MLE pilot programme that was being conducted in 12 schools in four provinces along the border with Malaysia. The first cohort of children being educated in these schools under this project has already completed kindergarten A & B, and Grades 1-4. In grade 1, students study 8 subjects. There is no reduction in number of subjects because of the multilingual aspect; in fact, there are extra subjects in various grades as children learn to read in Rumi and Jawi. Our hosts shared that in the early grades, children made considerably faster progress than their peers learning to read through the national language, Thai. We also saw the Grade 4 results, when the children had transitioned fully into learning in Thai. These showed a significant difference in achievement in science between experimental and control schools in favour of the experimental schools, but not in Pattani Malay reading skills. Overall in Grade 4, these schools which were previously under-achieving are now seeing children gaining the same results as in other schools.

The Dean of the Education faculty of Yala University requested help from SIL Indonesia staff with teacher training. She mentioned that one of their big challenges was teacher attrition. Since Pattani is a conflict area, many teachers do not wish to stay there, even though they are from that area. Although they started with 15 MTB-MLE schools, they have had to close down three due to teachers moving because of the conflict. Moreover, the MTB-MLE schools have limited capacity to host interns, so during the one-year internship compulsory for all students, many end up in mainstream schools. Additionally, trainees are not paid during this internship year, so many choose to work as close to home as possible.

We visited the MTB-MLE resource centre and saw multiple printed copies of lesson plans for kindergarten which could be borrowed by trainee and graduate teachers. We also saw reference
books, many sets of kindergarten ‘story cards’ and big books in Pattani Malay with translations into Jawi and Thai. The same stories were used in kindergarten for Pattani Malay and Grade 1 for Thai.

7. Visit to Pattani-Malay MLE school (27th April pm)

We travelled 45 minutes from Yala University to a village in Pattani. We had meetings in a kindergarten classroom and in the office of the headmistress. Participants were struck by the length of the school day for kindergarten children – 8.45am to 3.30pm. The Pattani language situation is unusual in that it involves several scripts and languages - Pattani Malay (Thai script), Thai (Thai script), Rumi (classical Malay, using the Roman script) and Jawi (Arabic script). Jawi was deemed important as the majority of the local population is Muslim. Since the Thai government insists that children start learning to read and write Thai in Grade 1, this necessitates a long day in kindergarten as children start to learn oral Thai and written Pattani Malay. Amongst the group who hosted us was an elderly man from Pattani who had been involved in building cultural content into the curriculum. He proudly described his role, and made the Grade 4 children playing outside demonstrate a traditional game which was used in school to teach vocabulary in English. We also met a parent, and noted that his idea of ‘support for the programme’ did not extend beyond bringing his child to that school. A representative of the school committee told us that the role of the committee in that village was to provide practical help rather than to raise financial support for the school as sometimes happens in Indonesia. The head of school was the only member of staff not from the Pattani people group. She described how she had initially been skeptical, but that when she had seen the greater self-confidence and enjoyment of learning that the children had when the mother tongue was used, and the speed with which they learnt to read, she had changed her mind.

8. Lessons learned for Papua

Prior to the start of the trip, both groups were asked to find out what legislation the Indonesian government had made in support of the use of the mother tongue in the classroom. The 2002 amendment to the constitution specifically gave citizens a right to develop their cultural values and introduced a new guarantee in respect of the value of the non-dominant languages. In line with the constitution, the Act of Parliament of the Republic of Indonesia Relating to National Education System, Number 20, 2003, Unit VII Chapter 33 rules that “Local languages may be used as the medium of instruction in the early grades of education if necessary for the communication of knowledge and/or certain skills”. The phrase “early grades of education” is interpreted elsewhere to mean Grades 1-3. Thus, limited use of local languages in education is made possible both by the constitution and the 2003 Act of Parliament. In the special autonomy law for the province of Papua there is a similar statement saying ‘the use of the local language is permitted where necessary’. All three Group A officials agreed that it is the local government’s responsibility to see that the use of local languages are promoted in schools. Their foremost reason for desiring to develop the use of local languages is preservation as they have observed and experienced personally that they

“I have seen greater self-confidence and enjoyment of learning that the children have when the mother tongue was used”

– Thai School Principal
themselves are no longer using their parents’ mother tongue. However, as one of them observed, upper echelon officials are disconnected with communities at the grass roots level and therefore do not see the vernacular languages as cultural assets that need to be promoted.

Group A was also aware that the provinces of Papua and West Papua alone contain 275 distinct languages (Lewis M.P., Ethnologue, Edition 17). Many of these do not yet have an orthography (writing system), presenting a practical hurdle for the widespread implementation of MTB-MLE. The presentation from the Myanmar group caused one of them to comment that implementing MTB-MLE in just a few language groups could create envy between groups and lead to political unrest. Thus, the selection of languages would need to be done with care.

On the evening on Sunday 26th April, both groups met together in the hotel lounge for a long and animated discussion about next steps. Some key points to emerge from this were:

- A general sense that the problem lies with the implementation. They believe that they (and others in official positions) know the theory of MTB-MLE. However, they do not yet feel capable of running an MTB-MLE project without further information, capacity development and consultant help (see below for further comments on capacity development);
- Lack of consensus over how much to depend on the government. Some had experience of government funding being suddenly cut in the middle of a project. This person mentioned that the rules for the government budget lists (‘daftar anggaran’) are very strict. This money may not, for instance, be used by foreigners;
- Consensus that there needs to be stronger and clearer governmental support. The group felt that they should put pressure on the provincial parliament (MRP) and have mother tongue education put into a ‘Perdasi’ (provincial area law). They felt that support from Jakarta was not necessary, as long as the Governor of Papua made a formal statement of agreement;
- That a strong MLE programme in Papua would have support from many sides – the central parliament (although see above – not totally necessary), UNCEN university, the provincial Department of Education and Culture, the local communities and others;
- They do not currently have enough information about the language situation in their areas (SIL staff directed them to read www.ethnologue.com), or the attitudes of local language speakers. They felt that a first step would be to do a survey to target areas;
- Lack of clarity about whether it is better to start a project at kindergarten level or primary school level;
- That it would be best, going forward, for Group A to continue to focus on policy making and Group B on the technicalities of curriculum development and teacher training;
- That there was a risk of them all taking different steps in different directions, leading to mixed messages and confusion. It was therefore agreed that they should go back to their respective institutions and talk to others about what they had learnt, but wait until Joost Pikkert (Project Leader for ACDP 023) had been to visit before taking action.

“Upper echelon officials are disconnected with communities at the grass roots level and therefore do not see the vernacular languages as cultural assets that need to be promoted”

– MTB-MLE Study Tour Participant
The West Papua Dept of Education & Culture official mentioned how he personally was confronted with his department’s responsibility in providing quality education to children. At a church meeting a woman who herself had children in school pleaded with the pastor and elders of her church to do something about the quality of education in schools. There and then it struck him: why should this lady be making this plea in a church meeting, whereas in fact it is the responsibility of the Department of Education?

There was also a conversation regarding the problem of teacher absenteeism (a key component in solving any educational challenge). The following suggestions were offered:

- The teachers’ salaries should be paid via the head of district since he is a civil servant and has access to the towns;
- The head of culture should be enlisted to help enforce teacher attendance, and given an incentive to do so if necessary. In several areas, this has already been done. (N.B. It was also noted that the head of culture usually sits on the school committee anyway, and if he isn’t on it in a particular village, he should be);
- Some teachers are Muslim, so the church would have no authority over them, but the head of culture holds considerable authority, even over newcomers to an area;
- Teachers who leave for the town must be fired;
- The ‘satu atap’ system, whereby there are only 3 grades in the villages - Grades 4-6 are in the small towns and children board – is a good one;
- It is doubtful whether moving from a 2-term system to a 4-term system with longer school days in order to give the teachers a break would work;
- In the past, there was a system whereby a package containing essential items ('kebutuhan pokok') for the teacher would be dropped at the village every 1-3 months. This was a good system;
- There is a communication problem – there needs to be more mobile phone and/or radio coverage in remote areas.

9. Capacity Development Needs at DoEC

The training course itself certainly provided a technical introduction to ‘the world’ of MLE based education for the DoEC and UNCEN officials. Consequently, the visits to the Research Institute for Languages and Cultures of Asia (RILCA) at Mahidol University and Yala Rajabhat University cemented the notion that thorough research and academics were part of the package of an MTB-MLE programme. They were challenged at this and concluded that in this new field of expertise they would need the appropriate technical assistance both from SIL and local academics and authorities.

According to the DoEC officials, the following capacities are needed initially to start MLE:

XI. MOU with SIL
XII. MLE programme consultant
XIII. MLE sample materials
XIV. Funding for awareness raising
XV. Field research/survey instrument, personnel and support
XVI. Funding for field research/survey personnel

Additional MLE programme support needs:
5. School committees will need to have a strategic role to strengthen parent-teacher relations
6. Grappling with the new concept of MLE in continuing discussions with SIL
7. Hold awareness raising/coordination meetings with key government agencies such as DPR, MRP, district (kabupaten) level officials and scholars
8. Create MLE monitoring committee at provincial and district level

The costing simulation model exercise for the imaginary country of Zomia distributed on Day 4 of the MEPP training course was an extremely useful one, as it illustrated the medium to long term financial benefit to governments of MTB-MLE. However, not enough time was allocated to it. It is recommended that any capacity development for both the DoEC officials and at UNCEN include further work on this exercise.

Consolidation of participants’ theoretical understanding of MTB-MLE and sharing advocacy presentations might also help them as they prepare to convince others.

10. Capacity Development Needs at UNCEN

The UNCEN lecturer stated that the university Department of Education’s (FKIP’s) responsibility was:

- to create an MLE course for trainee primary school teachers (PGSD),
- to create an MLE course for trainee kindergarten teachers (PAUD)
- to create an MLE course for trainee language and art teachers (PBS FKIP)
- and to create an MLE course for the KPGs.

He didn’t elaborate on what kind of technical assistance UNCEN would be in need of and commented that operational funds for meetings to get things going were lacking.

11. Capacity Development Needs at the KPG

The three participants from ‘kolose pendidikan guru’ emphasised that they would not be able to start a programme without outside support. The following were mentioned as needs:

- They were aware of their lack of funds, and therefore requested help and direction in how to write a proposal to get funding from sources other than the government (as the Foundation of Applied Linguistics in Chiang Mai did).
- They wanted a step-by-step guide for how to design and implement an MTB-MLE project, including a timeline.
- They would need more statistics in support of MTB-MLE (in Indonesian) in order to convince other staff and local communities of its value.
- They expressed interest in the notion of training local people with only secondary school (SMA) education to be assistant teachers, but would need an in-depth understanding of the role of the local teacher as opposed to the main, KPG-trained, non-local teacher.
Appendix IV: Ambon Study Tour of Mother Tongue Based Multilingual Preschool

Introduction

In order to increase stakeholder capacity to implement mother tongue based multilingual education (MTB-MLE) programs, a field visit to a program which serves preschools in a neighboring province was conducted in Ambon, Maluku. The Sulinama Foundation, a local foundation, is in its sixth year of implementing a mother tongue based preschool program (PAUD-B2S) and continues teacher training and monitoring student and teacher achievement.

The main goal of this field visit was to learn from a local organization the practical aspects of implementing a mother tongue based program in Indonesia. Through presentations, preschool visits, discussions and reviewing research results, participants directly observed the benefit of mother tongue based education in the Indonesian context. Participants benefited additionally through networking with stakeholders in the neighboring province of Maluku.

Sulinama Foundation’s PAUD-B2S preschool program partners with 31 preschools on Ambon and other nearby islands. Sulinama provides Ambonese Malay mother tongue based curriculum and teaching materials for their partner schools as well as monthly teacher training, school monitoring, and parent support. A small honorarium is also provided to schools monthly to assist with school supplies, photocopies and teacher pay.

Over the course of two preschool visits and meetings with stakeholders and staff, participants were able to observe key components in the PAUD-B2S program that positively influence the success of this program. These components are the use of the mother tongue, strong developmentally appropriate curriculum, on-going teacher training, parent involvement, and frequent school monitoring by trained Sulinama staff. Additionally, the most successful preschools are staffed by teachers with high internal motivation to serve their community regardless of external incentive. It was clear for participants to see that for the PAUD-B2S program to be truly sustainable, greater government support is necessary.

Preparations

Prior to the study tour, preparations were made with the Sulinama Foundation to ensure a beneficial trip for all participants. Dr. Johnny Tjia, the manager for the PAUD-B2S mother tongue based preschool program, and his staff were helpful in coordinating with partner schools so that participants could spend two days visiting four PAUD-B2S preschools. Dr. Tjia was asked to prepare a presentation about the PAUD-B2S program. Additionally, Sulinama contacted stakeholders to attend an interactive meeting to discuss strengths and weaknesses of the program and how to implement a mother tongue based preschool program in Papua.

YABN sent invitations to our invited study tour participants and managed travel and accommodation reservations. YABN also sent pre-reading material about the Sulinama Foundation PAUD-B2S program to each of the participants along with an assignment for participants to begin thinking...
about whether a mother tongue based program would be appropriate in Papua and if so what would need to take place in order to implement such a program effectively.

Other key personnel in Papua were interested in joining the study tour. Unfortunately, due to budget limitations, we could not accommodate them. The government felt strongly enough about the potential benefit of this trip, that they decided to send Pak Jeremias Section Head from the Department of Education and Culture and Pak Christ, early childhood education professor from University of Cendrawasih at their own expense.

**Dates**

The Ambon Study Tour was held from 14-17 September 2015.

**Schedule**

See Appendix 1 – Program Schedule

**Participants**

<table>
<thead>
<tr>
<th>Participant</th>
<th>Position</th>
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<tbody>
<tr>
<td>Protasius Lobya</td>
<td>Secretary of the Provincial Ministry for Education and Culture, Jayapura</td>
</tr>
<tr>
<td>Jeni Ohestina Usmany</td>
<td>Director of Teacher Training College, Timika, Papua</td>
</tr>
<tr>
<td>Dra. Endang Sri Mulyani, M.Si</td>
<td>Professor, Head of Early Childhood Education, University of Jayapura (UNCEN), Papua</td>
</tr>
<tr>
<td>Petrus Ambarura</td>
<td>Head of Curriculum of Teacher Training College, Merauke, Papua</td>
</tr>
<tr>
<td>Habel S. J. Rieuwpassa</td>
<td>Director of Teacher Training College, Sorong, West Papua</td>
</tr>
<tr>
<td>Refli Umpel</td>
<td>Lecturer in Teacher Training College, Nabire, Papua</td>
</tr>
<tr>
<td>Yulien Weya</td>
<td>Official from the National Planning Bureau, Papua Province</td>
</tr>
<tr>
<td>Yohannes S.E.</td>
<td>Head of the Ministry of Education and Culture for Lany Jaya Kabupaten</td>
</tr>
<tr>
<td>Christ Fautngil</td>
<td>Early Childhood Education Professor University of Cendrawasih</td>
</tr>
<tr>
<td>Jeremias Koridama</td>
<td>Representative from the Ministry of Education and Culture, Department Head</td>
</tr>
<tr>
<td>Tara Huberty, M.A.</td>
<td>Literacy Consultant for Yayasan Abdi Budaya Nusantara (YABN)</td>
</tr>
<tr>
<td>Novi Matulessy</td>
<td>Surveyor for Yayasan Abdi Budaya Nusantara</td>
</tr>
<tr>
<td>Mrs. Sulisni</td>
<td>Accounting for Yayasan Abdi Budaya Nusantara</td>
</tr>
</tbody>
</table>
Day 1

The first day of the study tour was a travel day with participants leaving from six different cities in Papua all arriving at different times in the afternoon. After a brief rest, participants enjoyed a welcome meal hosted by Sulinama Foundation. Mr. Nimbrot Makaruku, head of Sulinama Foundation, gave a welcome speech and Dr. Johnny Tjia, PAUD-B2S program manager facilitated the meeting including giving a program overview. The meeting was also attended by two Sulinama staff members, Fanny Rumthe, head of teacher trainer, and Ece Kissya, head of preschool monitoring. All participants were asked to give an introduction and then discussion of multilingual education was encouraged as dinner conversation.

Day 2

The second day began early as all participants visited preschools during the morning and returned to the office before lunch. During the preschool visits, participants took the liberty to not only observe the classes, but interview teachers, managers and preschool founders regarding a variety of topics. Rich discussion took place as the participants were able to hear factors in implementing a successful mother tongue based preschool program. Each participant went away with a different experience as they were able to ask questions that applied to their own field of work.

After all participants returned to the office, we had a discussion about each preschool visit. It was during these discussions, that we realized a major key to success for these preschools is the internal motivation of the teachers to serve their community and that lack of government support was limiting sustainability.

During the discussion, we took a break to listen to a radio segment on mother tongue based multilingual education. Unfortunately, the signal wasn’t good enough for us to be able to call in with questions and interact with the program.

After lunch, we finished the discussion of our preschool visits with an emphasis on asking more questions specific to each member’s field during our preschool visits the following day.

Dr. Johnny Tjia then led a meeting about Sulinama Foundation’s PAUD-B2S program. During his presentation, he shared results of a pre-reading evaluation conducted in May 2015 on students preparing to enter primary school. These results showed that students scored an average of 65% in letter identification, a score which when comparing with the EGRA reading test results from 70 developing nations, is often not achieved until grade 2 or grade 3 (Bdgk. EGRA Test USAID). Sulinama has also collected primary school reports from former PAUD-B2S preschool students and found that often their preschool graduated go on to receive high academic ranking in grades 1-3 of primary school. Dr. Tjia believes students’ school success would be greatly impacted if the mother tongue was used in primary school through at least grade 3 as is consistent with international research findings on mother tongue based education. Unfortunately, some mother tongue based programs fail in transferring language and reading skills into the second language which is why a gradual transition into the second language over years of primary school is a crucial component.
Additionally, Dr. Tjia shared that the Sulinama Foundation learned that teacher training needs to be an ongoing process through workshops, practice teaching, learning by doing, routine meetings, evaluation and upgrading skills. They also found that parents needed to be involved in observing preschool classes and attending parenting workshops so that a strong educational foundation can be supported in the home.

**Day 3**

The morning of Day 3 included visits to different preschools and then a debriefing discussion similar to the previous day. Participants were able to have rich discussions with preschool managers and teachers at these schools just as they did the previous day. This second visit confirmed that the lack of government funding is inhibiting sustainability yet for those teachers who have strong internal motivation to serve their community, the results are admirable. For more information on what was discussed in these debriefing discussions, see the “Lessons Learned” section.

A lunch meeting was held with stakeholder representatives invited from partnering preschool managers, teachers, and parents, as well as local government school monitors (UPTD), delegates from the HIMPAUDNI preschool teacher network, and retired government employees who are advocates for preschool education. There were also representatives from the Nuaulu language adaptation team. Unfortunately, a professor from University of Pattimura and two government preschool monitors (UPTD) were unable to attend. During this meeting, participants asked questions from the stakeholders to understand better how to apply a mother tongue based program in the Papuan context. Teachers shared that they hoped a mother tongue based program like PAUD-B2S would be realized in Papua because students are most comfortable and fluent in the language of instruction in a mother tongue based program, the curriculum supports learners’ needs, continuous teacher training is offered, teacher and student development is routinely monitored and supported, and the teachers feel connected to a network of fellow teachers who support each other. A representative from the Nuaulu adaptation team shared that by using the Nuaulu language in preschool, the language’s perceived status among community members improved and students were more eager to go to primary school because they had a positive beginning education experience.

**Lessons Learned**

As the study tour debriefed during sessions following meetings and preschool visits, the following was noted by participants as being important to the development of mother tongue based multilingual education (MTB-MLE) in Papua.

- Government support is crucial for the success of a mother tongue based multilingual education program.
- Laws and regulations for an MTB-MLE program will increase sustainability.
- The PAUD-B2S program in Maluku cannot be sustainable as long as they have to find outside funding to support teachers.
Papua does not have a difficulty with providing salaries for their kindergarten teachers, but compared with the teachers in Ambon, the Ambonese teachers serve their students with greater commitment and motivation even though their income is much less. Teaching with internal motivation to serve one’s community is a key to success.

Participants agreed that MTB-MLE in rural and remote areas is a good idea, and have begun the process for getting laws and regulations in place to support and fund MTB-MLE in preschool and primary school.

The Papuan Ministry of Education and Culture has begun planning and conducting five Trainer of Trainers (TOT) workshops for an integrated program in five areas: Functional Literacy, Preschool Management, Preschool Tutor Internship, Parenting, and Mother Tongue Based Preschool Curriculum Development.

It would be beneficial to work together with NGO partners such as Wahana Visi Indonesia (WVI), SIL, Sekolah Kampung (run by John Rahel), and others.

Sekolah Kampung could be a good resource because it is a school based on the local culture, however it is only in Sarmi Kabupaten. It hasn’t spread across Papua yet.

The “Bunda PAUD” (Early Childhood Education Mother – the wife of the kabupaten leader or governor) could be an advocate for MTB-MLE in Papua.

It would be good if the preschool teachers’ network (HIMPAUDNI) could function as a center for professional development and support for teachers. The HIMPAUDNI and kindergarten teacher’s group (IGTK) in Ambon serve mainly as a place to discuss administrative issues, there is little opportunity for professional development or support.

The Cultural Sector and the Education Sector of the Papuan Ministry of Education and Culture should work together so that this program strengthens the local language and culture.

It would be good for Papuan teachers to participate in an internship in Ambon, like teachers from Lembaga Pemberdayaan Masyarakat Amungke Kamoro (LPMAK) in Timika, Papua have previously done. It would also be possible for Sulinaama Foundation staff to go to Papua to host an intensive teacher workshop with practice teaching.

Training teachers is not just a one-time thing, but rather teachers need to be trained continually. Knowledge and support continue through workshops, practice teaching, learning by doing, routine meetings, evaluation and upgrading skills.

Parents should be involved in observing preschools and attending trainings so that a strong educational foundation can continue at home.

There is an agreement that MTB-MLE would be a good choice for Papua’s rural and remote areas.
<table>
<thead>
<tr>
<th>Date</th>
<th>Activity</th>
<th>Person in Charge</th>
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<tbody>
<tr>
<td><strong>Monday, September 14, 2015</strong></td>
<td>Trip to Ambon Check in to Amaris Hotel</td>
<td>Novi Matulessy</td>
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<tr>
<td>Morning - Afternoon</td>
<td>Welcome meeting and dinner with foundation director, Nimbrot Makruku, program manager, Dr. Johnny Tjia, assistant program manager, Fanny Rumthe, and Monitoring staff, Trisye Kissya</td>
<td>Tara Huberty</td>
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<tr>
<td><strong>Tuesday, September 15, 2015</strong></td>
<td>Preschool visit – 4 groups Preschools: Raflesia, Unpatti, Anastasia, Kasih Mandiri</td>
<td>Tara Huberty Novi Matulessy Itje Lawalata</td>
</tr>
<tr>
<td>Morning 8:00-12:00</td>
<td>Agenda: • Presentation by program manager, Dr. Johnny Tjia, regarding best practices and aspects of the program • Q&amp;A Session with all Sulinama staff</td>
<td>Dr. Johnny Tjia</td>
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<tr>
<td>Lunch Meeting 12.00-15.30</td>
<td>Sightseeing at Natsepa beach and continued discussion of mother tongue based education</td>
<td>Tara Huberty</td>
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<tr>
<td>Afternoon</td>
<td>Lunch Meeting with: Manager/Government Employee – Ibu Beth Manager – Ibu Welyu, Ibu Hayati Manager/ HIMPAUDNI Secretary - Ibu Fani Preschool Monitoring Officials (UPTD) Teachers – Linda, Ecing, Yuen Former Education official- Pak Ris Parent representatives Nuaualu adaptation team representatives – Ibu Huna, Ibu Fitri</td>
<td>Dr. Johnny Tjia</td>
</tr>
<tr>
<td><strong>Wednesday, September 16, 2015</strong></td>
<td>Preschool visit – 4 groups Preschools: Kasih Mandiri, Anastasia, UnPatti, Raflesia</td>
<td>Tara Huberty Novi Matulessy Itje Lawalata</td>
</tr>
<tr>
<td>08.00-12.00</td>
<td>Lunch Meeting with: Manager/Government Employee – Ibu Beth Manager – Ibu Welyu, Ibu Hayati Manager/ HIMPAUDNI Secretary - Ibu Fani Preschool Monitoring Officials (UPTD) Teachers – Linda, Ecing, Yuen Former Education official- Pak Ris Parent representatives Nuaualu adaptation team representatives – Ibu Huna, Ibu Fitri</td>
<td>Dr. Johnny Tjia</td>
</tr>
<tr>
<td><strong>Day 4 – Thursday, September 17, 2015</strong></td>
<td>Peace Gong Museum, shopping for souvenirs, etc.</td>
<td>Tara Huberty</td>
</tr>
<tr>
<td><strong>Late Afternoon</strong></td>
<td>Return trip home</td>
<td>Novi Matulessy</td>
</tr>
</tbody>
</table>
## Appendix 5: Media Outlets Covering ACDP - 023

<table>
<thead>
<tr>
<th>No</th>
<th>Title</th>
<th>Media</th>
<th>Link</th>
</tr>
</thead>
<tbody>
<tr>
<td>6</td>
<td>Bahasa Lany Didorong Jadi Pengantar Pembelajaran (Lani Language is Promoted as Language of Introduction)</td>
<td>Bintang Papua</td>
<td>P.1 and P.2</td>
</tr>
<tr>
<td>7</td>
<td>Penggunaan Bahasa Ibu Dinilai Dapat Tingkatkan Kualitas Pendidikan (The Use of Mother Tongue is Considered Able to Improve Education Quality)</td>
<td>Bintang Papua</td>
<td>P.3</td>
</tr>
<tr>
<td>8</td>
<td>Lanny Jaya Proyek Percontohan Pendidikan Berbasis Bahasa Ibu di Papua (Lanny Jaya is the Pilot Project for Mother Tongue Based Education in Papua)</td>
<td>Bintang Papua</td>
<td>P.3</td>
</tr>
<tr>
<td>9</td>
<td>Tidak Heran Jika Mutu Pendidikan di Papua Masih Rendah (No Wonder, Education Quality in Papua is Low)</td>
<td>Bisnis Papua</td>
<td>P.3</td>
</tr>
<tr>
<td>No.</td>
<td>Text</td>
<td>Source</td>
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<td>-----</td>
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</tr>
<tr>
<td>10</td>
<td>Gunakan Bahasa Daerah Sangat Baik Untuk Pendidikan Anak Usia Dini di Pelosok (Using Local Language is Very Good for Early Childhood Education in Remote Areas)</td>
<td>Bisnis Papua</td>
<td>P.3</td>
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<tr>
<td>11</td>
<td>Distrik Kuyawage Jadi Pilot Project Pendidikan Berbasis Bahasa Ibu (Kuyawage District becomes Pilot Project for Mother Tongue Based Education)</td>
<td>Bisnis Papua</td>
<td>P.7</td>
</tr>
<tr>
<td>12</td>
<td>Bahasa Ibu Harus Dilestarikan (Mother Tongue Should be Preserved)</td>
<td>Cendrawasih Pos</td>
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<td>13</td>
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<td>14</td>
<td>Gubernur Akui Mutu Pendidikan Papua Sangat Rendah (Governor Admits that The Quality of Education in Papua is Very Low)</td>
<td>Harian Pagi Papua</td>
<td>P.1 and P.2</td>
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<tr>
<td>15</td>
<td>Gubernur Apresiasi Peluncuran Bahasa Ibu dalam Kurikulum PAUD &amp; SD (Governor Appreciates Launch of Mother Tongue Based Education in Early Chidhood Education and Elementary Schools Curriculum)</td>
<td>Harian Pagi Papua</td>
<td>P.3</td>
</tr>
<tr>
<td>16</td>
<td>Distrik Kuyawage Jadi Pilot Project Pendidikan Bahasa Ibu (Kuyawage District becomes Pilot Project for Mother Tongue Based Education)</td>
<td>Harian Pagi Papua</td>
<td>P.13</td>
</tr>
<tr>
<td>17</td>
<td>Kurikulum Multibahasa Berbasis Bahasa Ibu (Mother Tongue Based Multilingual Curriculum)</td>
<td>Kompas</td>
<td>P.11</td>
</tr>
<tr>
<td>19</td>
<td>Pemprov Papua Terapkan Pendidikan Bahasa Ibu di PAUD dan SD (The Provincial Government of Papua Implements Mother Tongue Based Education in Early Childhood Education and Elementary Schools)</td>
<td>nasional.republika.co.id</td>
<td><a href="http://nasional.republika.co.id/berita/nasional/umum/16/02/04/o1zz7o359-pemprov-papua-terapkan-pendidikan-bahasa-ibu-di-paud-dan-sd">http://nasional.republika.co.id/berita/nasional/umum/16/02/04/o1zz7o359-pemprov-papua-terapkan-pendidikan-bahasa-ibu-di-paud-dan-sd</a></td>
</tr>
<tr>
<td>No</td>
<td>Title</td>
<td>Website</td>
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</tr>
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<td>----</td>
<td>----------------------------------------------------------------------</td>
<td>---------------------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>21</td>
<td>Multibahasa Penting Diterapkan Dalam Sistem Pendidikan Di Papua (Importance of Using Multi-language in Education System in Papua)</td>
<td>Kabar24.com</td>
<td></td>
</tr>
<tr>
<td>22</td>
<td>13 PAUD dan SD di Lanny Jaya Siap Gunakan “Bahasa Ibu” Sebagai Bahasa Pengantar (13 Early Childhood Education and Elementary Schools in Lanny Jaya are Ready to Use “Mother Tongue” as Language of Introduction)</td>
<td>Suluh Papua</td>
<td></td>
</tr>
<tr>
<td>23</td>
<td>PAUD di Papua Akan Diterapkan Bahasa Ibu (Early Childhood Education in Papua will Implement Mother Tongue)</td>
<td>PasificPos.com</td>
<td></td>
</tr>
<tr>
<td>24</td>
<td>Gubernur Papua Apresiasi Pencanangan Bahasa Ibu Dalam Kurikulum PAUD dan SD (Governor of Papua Appreciates the Implementation of Mother Tongue in Early Childhood Education and Elementary School Curriculum)</td>
<td>Wiyainews.com</td>
<td></td>
</tr>
<tr>
<td>25</td>
<td>Kuyawage jadi Percontohan PAUD Pengguna Bahasa Ibu (Kuyawage becomes Pilot Project for Mother Tongue Based Early Childhood Education)</td>
<td>Papua Untuk Semua</td>
<td></td>
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<tr>
<td>26</td>
<td>Pendidikan Multi Bahasa Berbasis Bahasa Ibu Di Terapkan Di Paud Dan Sekolah Dasar Kabupaten Lani Jaya (Mother Tongue Based Multilingual Education is Implemented in Early Childhood Education and Elementary School in Lanny Jaya Regency)</td>
<td>Jaya TV</td>
<td></td>
</tr>
<tr>
<td>27</td>
<td>Pendidikan Berbasis Bahasa Daerah Belum Mampu Tekan Angka Putus Sekolah (Local Language Based Education Has Not Been Able to Reduce School Dropout Rates)</td>
<td>BeritaSatu.com</td>
<td></td>
</tr>
<tr>
<td>28</td>
<td>Distrik Kuyawage Jadi Pilot Project Bahasa Ibu (Kuyawage District becomes Mother Tongue Pilot Project)</td>
<td>Salam Papua</td>
<td></td>
</tr>
</tbody>
</table>
Appendix 8

A PLAN FOR THE DEVELOPMENT OF PAPUA PROVINCE’S PUBLIC TEACHER TRAINING COLLEGES
RELATING TO THE PREPARATION OF TEACHERS FOR SERVICE IN RURAL AND REMOTE AREAS
OF TANAH PAPUA
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Abbreviations and Definitions

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<th>Abbreviation</th>
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<th>English</th>
</tr>
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<tbody>
<tr>
<td>MTB-MLE</td>
<td>(Pendidikan Multibahasa Berbasis Bahasa Ibu)</td>
<td>Mother Tongue-Based Multilingual Education</td>
</tr>
<tr>
<td>FGD</td>
<td></td>
<td>Focus Group Discussion</td>
</tr>
<tr>
<td>UNCEN</td>
<td>Universitas Cenderawasih</td>
<td>(The main university in Papua Province)</td>
</tr>
<tr>
<td>KPG</td>
<td>Kolese Pendidikan Guru</td>
<td>The secondary school section of the teacher training college</td>
</tr>
<tr>
<td>P&amp;P</td>
<td>(Dinas Pendidikan &amp; Pengajaran Kabupaten)</td>
<td>Local Dept. of Education</td>
</tr>
<tr>
<td>SMA</td>
<td>Sekolah Menengah Atas</td>
<td>Secondary/High School</td>
</tr>
<tr>
<td>FKIP</td>
<td>Fakultas Keguruan dan Ilmu Pendidikan</td>
<td>Faculty of Teaching and Education Studies</td>
</tr>
<tr>
<td>MOEC</td>
<td>Dinas Pendidikan dan Kebudayaan</td>
<td>Ministry of Education and Culture</td>
</tr>
<tr>
<td>PGSD</td>
<td>Pendidikan Guru Sekolah Dasar</td>
<td>Primary School Teacher Education. This refers to both the department which offers the course and the course itself.</td>
</tr>
</tbody>
</table>
A PLAN FOR THE DEVELOPMENT OF PAPUA PROVINCE’S PUBLIC TEACHER TRAINING COLLEGES
RELATING TO THE PREPARATION OF TEACHERS FOR SERVICE IN RURAL AND REMOTE AREAS OF
TANAH PAPUA

I. Introduction

Genesis and History of the Kolese Pendidikan Gurus

An Act of Parliament in 2001 on Papuan Regional Autonomy gave the right and responsibility for the implementation of all levels, modes and forms of education to the provincial government of Papua.9 In 2002, three Kolese Pendidikan Gurus (KPGs), were founded in Merauke, Timika and Nabire. Their mission: to prepare their graduates to teach in rural and remote elementary schools.

The intent of the KPGs is the same as it was when they were launched: to ensure teacher preparation that factors in the uniqueness of Papuan culture (Khas Papua). Papua, with 267 languages scattered in remote valleys and rural topography, still has about 100 of languages that function as the dominant and sometimes only language that children speak. As a result, children are frequently disadvantaged in schools where teachers do not speak their language and where the students are forced to learn in a foreign language (Indonesian). The KPGs were therefore meant to factor in the difficult cultural, linguistic and topographical concerns of these remote areas10 and tailor teacher preparation programs that addressed Papua’s unique challenges.

The KPGs were therefore meant to factor in the difficult cultural, linguistic and topographical concerns of these remote areas and tailor teacher preparation programs that addressed Papua’s unique challenges.

The original KPGs included three years of secondary education and two years of tertiary (to diploma level) that integrated both secondary school education and elementary school teacher preparation. The model harkened back to the time when Papua was administered by the Dutch government. Unfortunately, the KPG educational structure for preparing teachers no longer complied with national standards after a Presidential Act11 in 2005 required that all teachers to have a four-year

9 Pemerintah Republik Indonesia, 2001, 21: Chapter XVI, Section 56, Point 1.
10 Minister of Education of the Republic of Indonesia, 2006
11 President of Indonesia, 2005, 14: 9),
As a result, the KPGs became KPG/PGSDs offering a four-year bachelor degree (S1) in Primary School Teacher Education (Pendidikan Guru Sekolah Dasar, or PGSD) but unfortunately they were never given their own accreditation; this is still controlled by UNCEN.

In the minds of those who have been working in the KPGs for many years, their KPG is still one institution. Indeed, in all three places, secondary teachers double as lecturers. In all three locations, the same campus is used for both secondary and tertiary teaching; in Merauke and Timika the classrooms are used in the morning for secondary education and in the afternoons for tertiary education, whilst in Nabire different classrooms are used around the same main quadrangle. Nevertheless, on the ground, there is evidence of a lack of unity in vision between the staff of the secondary and tertiary sections where they are led by different heads, as in Timika and Nabire.

To what extent each KPG/PGSD is still a single institution rather than two separate ones remains a moot and sensitive point. For those who embraced the original vision it is sensitive because it is a case where policies of the national Ministry of Education and Culture, whose system disallows a unified secondary and tertiary institution, have overridden the law of provincial autonomy\(^{12}\) and resulted in an erosion of the “Papuan character” (Khas Papua) of the colleges, and of their original mission to prepare teachers for difficult and remote areas.

**Relationship of the Teacher Training Colleges to UNCEN**

The provincial PGSDs pay UNCEN FKIP for the accreditation of each bachelor degree. It is intended that UNCEN FKIP use these funds to provide lecturers to the colleges, but this has not happened on a regular basis, a fact which is resented by some staff at the provincial PGSDs. Most of those who teach at tertiary level in the colleges now hold master’s degrees, as required by law\(^{13}\). However, their status is still as secondary teachers who are being ‘lent’ to the tertiary section and paid an honorarium for tertiary work. Accreditation of lecturers at the colleges would give them the status of recognized lecturers (by getting a nomor induk dosen nasional), which would allow the college to cease being dependent on UNCEN FKIP for lecturers; this ladder to being a recognized lecturer is however being waylaid by UNCEN.

**The KPGs and Mother Tongue Based Multilingual Education (MTB-MLE)**

Mother tongue-based multilingual education (MTB-MLE) is an educational approach where kindergarten and primary students learn to read and write first in the language which they best understand, followed by a graduated introduction of second and third languages. These subsequent languages are initially introduced orally and then in writing. In this way students are able to understand the teacher and the lesson content and connect this to their existing knowledge, thus gaining new knowledge. It is thus an approach very well suited to the mission of the KPGs, and the KPGs need to be equipped to train their teachers to implement this approach.

---

\(^{12}\) Pemerintah Republik Indonesia, Chapter XVI, Section 56, Point 1

\(^{13}\) Governor of Papua Province, No 2 2013, Section 45, Point 4
students in the principles and practice of MTB-MLE in order to maintain their mission and vision for preparing teachers for rural and remote areas of Papua where Indonesian may not be understood.

The Government of Indonesia and the government of the province of Papua recognized the research behind MTB-MLE and passed laws supportive of MTB-MLE and included this approach in their long range planning (RENSTRA). This support is backed up by the legislation passed by the Governor of Papua’s Regional Law on the Implementation of Education: “The local language is to be used as the language of instruction in the early grades of primary school”\textsuperscript{14}.

In 2014, a curriculum review was undertaken as part of the ACDP 039 study to investigate whether the KPGs were adequately preparing teachers for the language situations faced by teachers in interior and isolated schools. In 2015 as part of the ACDP 023 project, Focus Group Discussions (FGDs) were held at the KPG/PGSDs to discuss the same question to gauge progress on recommended changes. This study reviews the progress of some of the recommendations.\textsuperscript{15}

I. Purpose of the Study

The purpose of this study is to provide recommendation for a development plan that integrates the principles of mother tongue based multilingual education for the KPG/PGSDs into their vision for training elementary school teacher for rural and remote areas of Papua.

II. The Sample

KPG Nabire is located approximately 15 kilometers outside of Nabire. The facilities are clean and it was a pleasure to be given a comprehensive report profiling the school, its student body, curriculum and faculty.

KPG Mimika is also located roughly 10 kilometers outside of Timika and has a campus that has gone downhill since the last visit. Where pride used to be placed in some of the Life Skills components of the curriculum, these have been eliminated. The computers were not working and the éspirt de corps was weak.

KPG Merauke is located outside the Merauke city limits. A large new faculty building graces the campus and there appeared to be a good sense of éspirt de corps among the faculty. Unfortunately the dormitory was not full due to some mismanagement of funds on the part of the students.

\textsuperscript{14} Governor of Papua Province No 3 2013, Chapter XI, Section 38, Point 1.

\textsuperscript{15} Rural and Remote Area Education Strategic Planning Study for Tanah Papua, 2014, (ACDP, SIL, UNCEN, UNIPA, 2014, pp. 38–44) as well as those made after the FGDs in 2015 (ACDP Progress Report, p. 10).
The sample included in the three focus groups discussion were faculty members from the three KPG/PGSDs and included women and men. The table below provides a breakdown of participants by school and gender.

<table>
<thead>
<tr>
<th></th>
<th>KPG Merauke</th>
<th>KPG Nabire</th>
<th>KPG Timika</th>
</tr>
</thead>
<tbody>
<tr>
<td>Men</td>
<td>5</td>
<td>7</td>
<td>6</td>
</tr>
<tr>
<td>Women</td>
<td>1</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>7</td>
<td>10</td>
</tr>
</tbody>
</table>

III. Assumptions
a. That the mission for KPG/PGSDs continues to be the preparation of elementary school teachers for remote and rural Papuan locations.
b. The statistical and written information passed to the team refers to 2016 data and that no significant changes in student enrolment occurred in the current semester.
c. The participants interviewed were honest about their curriculum, reporting structure and other aspects of the college, and had reliable information on these topics.

IV. Delimitation
a. Only those aspects of the three institutions in question and their curricula which have bearing on the preparation of teachers for service in rural and remote areas of Tanah Papua are covered in this report.
b. The focus is on the present situation in the institutions – such as staff, curriculum and (where relevant) reporting structures.

V. Limitations
a. Other than the reports previously published by ACDP 039 and ACDP 023, there are no known published analyses of Papuan teacher training colleges.
b. The study is limited by its dependence on the opinions, perceptions and knowledge of those interviewed and on documents made available to the researchers.
c. Conclusions are limited to the specific institutions in the sample

VI. Significance of the Study

The primary significance of this study is to address preparedness of the KPG/PGSDs as it pertains to its mission statement. It is important to track changes made at the institutions since the last evaluation by ACDP to measure progress and adaptation to a constantly changing political scene.

VII. Methodology
Review of Documents

A review of previous studies conducted by ACDP was undertaken in order to familiarize the research team with the history and recommendations that should have been factored into the development of each KPG-PGSD. Each KPG/PGSD was asked to provide a portfolio of documents to assist the team (enrolment statistics, curricula, faculty vitae, student absentee data, MTB-MLE data, etc.). Based on the mandate of ACDP-023 A to provide a Development Plan, and after reviewing all the data, a series of research questions were developed in anticipation of the field visits to each institution.

Focus Group Discussions

Individual visits were made to each college, and the focus group discussions were facilitated by two members of the ACDP team. Snacks were provided by the research team and the school principal/director ensured relevant faculty were present.

Facility Tour

In order to evaluate the facilities, the research team was given a tour of the facilities, including the dormitory, library, classrooms, computer labs and other supporting buildings.

VIII. Research Questions

The questions driving the institutional review and program plan included, but are not limited to the following:

23. Do you have information about the performance of graduates?
24. Is there an entrance test in mathematics and Indonesian literacy for students entering the school at secondary level? What happens if they fail it?
25. How do you currently train students to use local resources (e.g. pebbles, leaves, recycled materials)?
26. What life skills, if any, are taught?
27. How effective do you feel the Life Skill Courses are in preparing students for life in a remote or rural village?
28. When and where does teaching practice for your students take place?
29. How are students evaluated on their practicums?
30. Can teachers in remote and rural villages call on the help of the local community to teach certain skills to their students? If “yes”, what skills?
31. To what extent does sharing of ideas take place among the colleges in pursuit of “best practices” in KPG/PGSD education?
32. Do you have information regarding graduates after graduation?
33. What are the strengths, weaknesses, opportunities and threats as you think about MTB-MLE?
34. Who could be a master trainer in theory and principles of MTB-MLE?
35. Who could be the team leader for MTB-MLE materials development?
36. If you needed to recruit competent Papuans for MTB-MLE development in a specific language, how could you best do that?
37. What would be the best way to help those who want to be involved in MTB-MLE to learn about it?
38. What training do you currently have for your students in how to learn a language in a remote location?
39. Is it necessary to develop an MTB-MLE Teacher Assistant Program, now that your students graduate with degrees?
40. How would you feel about the possibility of opening a PGTK (Early Childhood Teacher degree program)?
41. Which teaching staff at this college read English well enough to be able to understand academic journals?

IX. Data Analysis
In order to enhance the reliability and validity of the conclusions in this report, triangulation of data sources was employed (FGD data, comparison to existing reports, interviews with Regency Office of Education and internal assessment of data).

X. Results
Statistical data comparing the three KPG/PGSDs indicates an outlier: KPG/PGSD Mimika. If one looks at the number of Papuan students in the secondary school, the number of Papuan faculty, working computers, books in the library, and overall quality of the facilities at KPG/PGSD Mimika definitely raises suspicions that the school is not maintaining a standard of excellence to the mission and vision mandated by the government.

Figure 2: Comparisons between the KPGs in Merauke, Timika and Nabire

<table>
<thead>
<tr>
<th></th>
<th>KPG/PGSD Merauke</th>
<th>KPG/PGSD Timika</th>
<th>KPG/PGSD Nabire</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondary students (2016-17)</td>
<td>347</td>
<td>250</td>
<td>370</td>
</tr>
<tr>
<td>Tertiary students</td>
<td>284</td>
<td>252</td>
<td>200</td>
</tr>
<tr>
<td>Papuan students (secondary)</td>
<td>85%</td>
<td>30%</td>
<td>65%</td>
</tr>
<tr>
<td>Papuan students (tertiary)</td>
<td>75%</td>
<td>20%</td>
<td>35%</td>
</tr>
</tbody>
</table>
Graduates from tertiary in 2016 | 105 | 66 | 21
---|---|---|---
Teachers (permanent contract and hourly paid) | 41 | 35 | 37
Papuan teachers (full and part-time) | 7 | 0 | 4
Papuan teachers who know potential target language for MTB-MLE | 3 | 0 | 1
Master Teachers trained by Sunshine Coast University, Australia | 10 | 6 | 2
Staff who can read journals in English | 2 | 4 | 4
Working computers | 15 | 0 | 27
Internet | Yes | No | No
Library books for research at degree level | 40 | 0 | Few
Students in dormitory | 37 | 40 | 0
Overall quality of facilities | Acceptable | Poor | Very good

In trying to understand Mimika as an outlier, the researchers discovered that one person is functioning as the head of the P&P Kabupaten Timika while also functioning as the director of the KPG/PGSD. It appears that what is traditionally understood to be a fulltime job for two individuals has proven correct: *that having one person manage both these roles is undermining the quality of education at the KPG/PGSD.*

When one compares the nature of MTB-MLE pedagogical issues as necessary in the pursuit of the mission and vision of the KPG/PGSD, Mimika once again is an outlier. As can be seen in the table below, Mimika has no motivated faculty interested in MTB-MLE materials development.

Figure 3: Pedagogical Characteristics

<table>
<thead>
<tr>
<th></th>
<th>Merauke college</th>
<th>Timika college</th>
<th>Nabire college</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are graduates systematically tracked?</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Rating the <em>esprit de corps</em> among staff</td>
<td>Strong</td>
<td>Medium-weak</td>
<td>Strong</td>
</tr>
<tr>
<td>Are remedial lessons in basic skills provided for students who fail the entrance test?</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
</tr>
</tbody>
</table>
Is there still a life skills component in the curriculum? | Yes | No | No
---|---|---|---
Do students go to remote areas for practicums? | Yes | Yes | No
Is student safety a concern in rural and remote areas? | Yes | Yes | Yes
Is low funding a hindrance to students practicums in rural and remote areas? | Yes | Yes | Yes
Did any faculty attended the MTB-MLE study tour in Thailand | Yes | No | Yes
Is quality pedagogical material available for a potential MTB-MLE target language? | No | No | Limited
Are faculty interested in being involved in developing MTB-MLE materials? | Yes | No | Yes

To understand why Mimika is an outlier in its support of MTB-MLE, several points of data contribute to a possible answer. Mimika (a) has no Papuans on its faculty; (b) did not send anyone on the MTB-MLE study tour to Thailand, (c) has the lowest number of Papuan students, and (e) has no one on the staff can speak a Papuan language. Given this combination of factors, one is forced to ask if KPG/PGSD Mimika is struggling to maintain its vision as an institution as “Khas Papua?” Has the loss of a fulltime director led to the lowered the esprit de corp among the faculty, the deterioration of facilities on campus, the lack of Papuan faculty and, the low number of Papuan students? Is KPG/PGSD Mimika headed for a slow death?

Understanding KPG/PGSD Merauke

KPG/PGSD Merauke has numerous strengths. The director is an able administrator who has raised the esprit de corps of the institutions, understands the theory and principles behind MTB-MLE and has passed this enthusiasm to his faculty. He has ably aligned the mission of the KPG/PGSD with his constituency, P&P Kabupaten Merauke. Ten faculty have been certified as elementary school master trainers by Sunshine Coast University, and almost all graduates are employed by P&P.

Students do their teaching practices in remote and rural areas (funded through an adult literacy reduction program), and there are three faculty within the KPG/PGSD who are speakers of the nearby Marind language. These faculty clearly identify with the numerous Marind students.

While the KPG/PGSD was enthusiastic about the need for MTB-MLE in rural and remote Marind areas (strong Marind language vitality), there was an acknowledgement that greater understanding of the
dialectical differences was needed and they were unaware of any accepted orthography in Marind. Should KPG/PGSD Merauke want to move with MTB-MLE materials development in Marind, they need to participate in the scheduled MTB-MLE curriculum development workshop by the government.

When probed about beginning an Early Childhood Education program it became apparent that there was a lack of suitable personnel available to head up such an initiative and that the structural changes mandated by government policy in Jakarta left little room to envision and launch new programs. According to the faculty, the current national curriculum also does not accommodate MTB-MLE, and a more flexible curriculum is needed.

Concerns were expressed regarding the dual-reporting structure (elementary and tertiary) which appears at odds with having one head over both secondary (SMA) and tertiary sections. Either the secondary and tertiary sections should be led by separate people or a different structure is needed. This would help as reports now need go to multiple stakeholders (UNCEN, Province, Kabupaten).

Funding provided by the province for the tertiary section vary from year to year. If there is a shortfall, students are charged. In fact, the tertiary ‘lecturers’ are all secondary (SMA) teachers who are being paid a small honorarium to teach additional hours for the tertiary section using money from the province.

**Understanding KPG/PGSD Mimika**

The KPG/PGSD at Mimika is directed by the head of P&P Kabupaten Mimika; *there is no fulltime director for this KPG/PGSD*. The researchers found no vision for MTB-MLE, no Papuan faculty, no working computers, no students that spoke a Papuan language, and no one on the faculty had direct exposure to the MTB-MLE programs in Thailand (as compared to the other KPG/PGSDs). The campus also proved to be in much worse shape than all the other KPGs.

Given the large body of anthropological material published on the Amung Kai of Mimika by Freeport anthropologist Kal Muller, (who indicated many of the remote and rural villages still use the Amung Kai), the perceptions of all the non-Papuan faculty at KPG/PGSD Mimika appear suspect. Couple this with the fact that the KPG/PGSD had no students that spoke any Papuan

16 A Marind dictionary has been developed by the Dutch in 1933.
languages one is apt to come to the conclusion that perhaps KPG/PGSD Mimika’s recruitment pool has shrunk to the immediate urban areas of Timika. Coupling this concern about the loss of Khas Papua is the resistance to any attempt to tweak the curriculum to make it more “Khas Papua” including any attempt to follow government policy promoting MTB-MLE for rural and remote schools. This resistance may be due to a mixture MTB-MLE misunderstanding and government red tape encircling the KPG/PGSDs in their attempt to meet government accreditation standards.

The fact that this KPG/PGSD still sends its students to remote areas for their practicums, may explain why the faculty felt a need for training on language and culture acquisition. In probing the reasons for this felt need, it was pointed out that some students have experienced conflict during their practicums due to cultural and language misunderstandings with the community.

These cultural misunderstandings are common in areas where MTB-MLE needs to be practiced. Unfortunately, while the concern of the teachers has obviously been heard, the silent majority of children experiencing the same intercultural communication problems remain poorly understood by the non-Papuan faculty in Mimika. The result? A one-sided solution focusing on the teacher without factoring in the feelings and tension experienced by the rural children.

The tensions that the teachers faced because of their lack of preparedness in language and culture acquisition is being addressed by the director in a twofold manner: (a) integrating the concept of language and culture acquisition into the curriculum and (b) she is contemplating placing all practicum students under the authority of the local military commander.

Subjugating all non-Papuan practicum students to the authority of the local military commander may feel like a good solution until one realizes that the military is not present in all the rural and remote communities of Papua; such promised help therefore of but an empty placebo. A better approach may be to prepare students not only in language and culture learning, but also to go a step further: have them engage in MTB-MLE with the local children. This approach has been field tested in Kuyawage, Lanny Jaya and resulted in strong support for Non-Papuan educators among a community often hostile to non-Papuan outsiders.

17 If one looks at standard language vitality maps of the area there are many languages outside of Kabupaten Timika that register high language vitality in Papuan minority languages. Another reason for this perception may be that the faculty never took the time to survey the languages used among their student body.
Understanding KPG/PGSD Nabire

This institution restructured itself to have a principal of the SMA and a director of the PGSD who work together to support the mission of preparing teachers for remote and underserved areas. The éspírit de corps is strong among the faculty, and morale appeared high among the students. A vision for working with UNCEN to expand course offerings to include early childhood education was expressed and facilities proved to be well kept and the computer lab was one of the best among all of the KPGs.

The students studying at the KPG/PGSD have large deficits in their schooling and so extracurricular upgrading classes are provided for students unprepared for the rigors of KPG/PGSD education. Faculty members have been directed to create upgrading materials for under qualified students.

Several factors contribute to the strong support for MTB-MLE among the faculty: (a) around 50% of the students at the secondary level are native speakers of Mee and are proud of their language and heritage; (b) areas exist in the Nabire regency where the use of Mee is still strong and children do not hear Indonesian outside school; (c) the college has a Mee faculty member (who speaks a non-dominant form of Mee); (d) and one of the faculty who attended the ACDP MTB-MLE study tour to Thailand felt it revolutionized his perspective on rural and remote education.

The faculty expressed interest in moving ahead with the development of Mee curriculum materials but pointed out that there were several dialects of Mee. Unfortunately the more prestigious dialect was not represented on the faculty and that outside language experts may need to be called upon in materials production.

One of the challenges for the school is placing students in rural and remote locations for the teaching practicums. The primary hurdle appears to be financial support for the students (travel, room, board etc.). The faculty in the focus group also expressed the opinion that some faculty not present in the discussion may not support further changes in the curriculum because of a poor understanding of MTB-MLE. However, given the large population of Mee speakers (over 100,000), it may be acceptable to begin MTB-MLE development in one dialect before moving to another.

XI. Development Plan for Teacher Training Colleges

Structural Changes
Structural changes need to be addressed if the KPG/PGSDs are going to flourish. At the present each KPG/PGSD is developing its own structure to accommodate conflicting government regulations. In order to evaluate the pros and cons of some possible structural options see the table below. It is recommended that the directors of each KPG, along with the Dean of FKIP UNCEN and the SekDa MOEC Papua all go to Jakarta and meet with the Minister of Higher Education and Technology to work out an acceptable structure that retains the original mission and vision of the KPGs, while complying with government regulations, accreditation concerns, and funding streams necessary to support these institutions pivotal for the education of remote and rural Papuans.
**Figure 4: Options for Relationship of the Tertiary Sections to FKIP UNCEN**

<table>
<thead>
<tr>
<th>Option</th>
<th>Advantages</th>
<th>Disadvantages</th>
</tr>
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<tbody>
<tr>
<td>Accept separation of secondary from tertiary. Place tertiary section of all colleges under one foundation <em>(yayasan)</em> controlled by the MOEC, registered under the Department of Higher Education and Technology and treated like Bank Papua <em>(public/private structure)</em>, not accredited by UNCEN, but with its own accreditation</td>
<td>Control over curriculum, making it easier to introduce MTB-MLE components for all colleges; control over accreditation; clear reporting lines; clear accountability; clear funding source</td>
<td>Not an immediate option because legally, one foundation may not control an institution of higher education with branch campuses (although practically this is happening with the PGSDs functioning as branch campuses of UNCEN). The colleges themselves are not requesting this. Possible loss of status for graduates without UNCEN accreditation and possible loss of quality.</td>
</tr>
<tr>
<td>Place each college under a separate foundation <em>(yayasan)</em> not controlled by the MOEC and not accredited by UNCEN.</td>
<td>Control over curriculum; control over accreditation; clear reporting lines; clear accountability; preferred option for one of the colleges; more competitive, allowing good quality graduates to get jobs; easier to open an Early Childhood Teacher Education programme if curriculum is not controlled by the government. Secondary need not split from tertiary.</td>
<td>If the foundations are severed from the Government, mission and vision may change. The colleges and government may go in a different direction at some future point; government may decide, due to pressure, to no longer fund the colleges since they are private institutions. Would the institution be under the Department of Higher Education and Technology? By whom would the instructors be paid? Some teachers are government employed. For which department would they work? It might be more difficult to introduce MTB-MLE components for all colleges at once. Possible loss of status for graduates without UNCEN accreditation and possible loss of quality.</td>
</tr>
<tr>
<td>Accept separation of secondary from tertiary. The PGSD of all colleges continue to be under the auspices of UNCEN, but heads of branch campuses have discretionary budget and freedom to introduce locally-relevant content to the curriculum.</td>
<td>Clear chain of command and funding. Accreditation is secure and quality somewhat assured; would allow all college instructors to be brought under the Department Of Higher Education and Technology. Universities would compete with one another, and this might raise the quality of the universities.</td>
<td>The relationship between FKIP UNCEN and at least two of the colleges is strained. Unless strong efforts are made to make the national PGSD curriculum more flexible and promote MTB-MLE at UNCEN, it is highly likely that the colleges would be absorbed in a single educational vision and lose their mission and vision for rural and remote teacher training.</td>
</tr>
</tbody>
</table>
2.1 Curriculum Content

There was enthusiasm among the lecturers in the KPG/PGSDs for inclusion of MTB-MLE content. They felt it could either be inserted into an existing subject (which would presumably circumvent all bureaucratic difficulties, though compress or exclude existing material), or be made a subject of its own, which would pose accreditation difficulties because of the rigidity of the national curriculum for PGSD. Several suggestions were mooted for how MTB-MLE content could be included at bachelor degree level, as outlined below:

Focus Group Discussion with Staff of Merauke College

a) Include concepts of MTB-MLE in Pengkajian Bahasa
b) Include the creation of teaching aids for MTB-MLE in the existing subjects Pengembangan Media Belajar Matematika & IPA (and a similar course for Bahasa Indonesia).
c) Introduce two new credit classes (2 SKS) for MTB-MLE. The first would be Culture, Language Learning and Multilingual Education, and the second would be Curriculum Development for Remote and Rural Communities.
d) Create a new course, Mata Kuliah Dasar Khusus that integrates the theory and practice of MTB-MLE
e) Introduce MTB-MLE content into the existing course Pendidikan Bahasa dan Sastra Indonesia Kelas Rendah
f) Introduce MTB-MLE content into the existing course Sastra Anak

Other options for including MTB-MLE in teacher training for remote and rural education include the opening of study programmes for Early Childhood Teacher Education at the colleges. Unlike UNCEN, none of the three teacher training colleges has such a study programme at this time. Strong MTB-MLE programmes always start with preschool or kindergarten.

A further option could be the introduction of diploma (D2) programmes with an emphasis on MTB-MLE. Whilst by law teachers graduating from the secondary section of the colleges (KPG) may teach in grades 1-3 in remote areas, or even grades 4-6 and middle school (Sekolah Menengah Pertama, SMP) where there are no other teachers\(^\text{18}\), clearly it would be better if teachers were trained to diploma (D2) level.

\(^{18}\) Governor of Papua Province No 3 2013 Chapter IV Section 9 Point 2a, Chapter VII Section 31 Point 2, Section 36 Points 1 and 2, Section 34 Point a.
Recommendations for National Policy Makers

1. The national curriculum for the degree in Primary School Teacher Education (PGSD) must be made less prescriptive, so that elements of MTB-MLE may be included either in new modules or within existing modules.

2. The national curriculum for the degree in Early Childhood Teacher Education (PGTK) must be made less prescriptive, so that elements of MTB-MLE may be included either in new modules or within existing modules.

3. The law requiring all teachers to have a bachelor’s degree should clarify that assistant teachers (for example, those assisting through the mother tongue of the students) are not required to have a bachelor’s degree.

4. Steps by which an assistant lecturer may gain a master’s degree and achieve the status of recognized lecturer (*nomor induk dosen nasional*) must be clarified and potential for conflict of interest removed, so that there is no financial advantage to an accrediting party to delay accreditation.

5. The category for technical secondary schools (*Sekolah Menengah Kejuruan, SMK*) must be expanded to include teaching (*Keguruan*).

6. The national database for compiling educational data (*Data Pokok Pendidikan, or Dapodik*) must be made more flexible to accommodate education systems in areas with regional autonomy.

Recommendations for Provincial Policy Makers and College Management

1. The directors of the KPG/PGSDs, the Dean of FKIP UNCEN, ACDP and the SekDa MOEC Papua should be sent to Jakarta to discuss structural options for the teacher training college with James Modouw, *(Asisten Menteri Pendidikan dan Kebudayaan Bidang Hubungan Pusat dan Daerah)*. During this meeting the place of MTB-MLE in the curriculum could also be discussed.

2. Secondary and tertiary sections should consider having separate heads of school but heads should collaborate on strategic issues. The expectations of collaboration and cooperation must be clarified in the job descriptions of each, and heads be held accountable. In addition, the responsibilities of each regarding the upkeep and of facilities and the physical assets which they share must be made clear.

3. UNCEN must facilitate the accreditation of teachers who teach at tertiary level at the colleges and who hold a master’s degree so that they can become nationally recognized lecturers (*receiving a nomor induk dosen nasional*).

4. All colleges should work towards opening an *Early Childhood Teacher Education* degree program that integrates MTB-MLE in the curricular structure.

5. Colleges at Timika and Merauke should re-register as an SMK or SMA Plus.
institution rather than a simple SMA. This will allow teacher training components to continue to be included in the secondary level curriculum.

6. At the KPG/PGSDs, the teacher or teachers responsible for teaching MTB-MLE principles need not read English (in contrast to the UNCEN lecturer or lecturers). To make this a requirement would greatly limit the number of candidates and probably endanger the continuation of the program, since the evidence is that those individuals are likely to be called on to take part in other overseas training and postgraduate programs. If they do read English, they should join the MTB-MLE Working Group mailing list in order to receive free emails about MTB-MLE around the region by contacting k.bang@unesco.org.

7. Outside experts should be called upon to hold a 2-4 week training course in the theory and practice of MTB-MLE in Jayapura, and in Language and Culture Acquisition. This should be attended by two or three faculty from each college, so that if one moves on or has to attend training, teaching will continue. (FKIP UNCEN lecturers responsible for MTB-MLE content must also attend.) Funding should be provided for those who have not yet undertaken a study tour to Thailand (or other country) to undertake one.

8. All KPG/PGSDs should make efforts to recruit reliable and qualified Papuan teaching staff (especially in Timika) who understand the need for special approaches such as MTB-MLE, when training teachers for to serve in remote areas of Papua.

9. The colleges at Merauke and Timika are to be applauded for sending students to remote and rural areas on their practicum, and the college at Nabire must change its budgetary policy or be granted funds from the provincial government in order accomplish this.

10. The provincial government should investigate how to solve the problems resulting in the closure of the dormitory at Nabire and the reduced service at Timika’s dormitory (no food, no remedial lessons).

11. Colleges should continue to offer modules in language and culture acquisition to train their students for their practicum and life in a remote and linguistically foreign area.

12. In all three institutions, there was a lack of awareness of the existence of any orthography for the language which could become the language of the pilot MTB-MLE project in the area.

Recommendations for KPG/PGSDs

1. Funding should be found for a linguist and a MTB-MLE specialist to travel to the locations and hold orthography workshops on all four languages. These workshops should aim to test the acceptability of the existing orthography, to reach agreement on difficulties, to discuss dialectal differences and create dialect maps and to report back on difficulties. Materials development should not be completed until this has been done.

2. Merauke and Nabire colleges should provide native speaker staff to assist or lead teams developing materials for MTB-MLE programs in workshops organized by the provincial government; however, they do not have personnel qualified to develop materials in multiple
languages and are facing too many other hurdles to become hubs for materials development themselves. Since Timika does not have any Papuan teaching staff, it is recommended that another partner be found in Timika for materials development, such as the Foundation for the Development of the Amungme and Kamoro people (Lembaga Pengembangan Masyarakat Amungme dan Kamoro, LPMAK).

3. Mother tongue primary materials could be piloted in the remedial classes for basic skills at secondary level in the colleges themselves.

4. In the longer-term, materials developed in collaboration with the provincial government should be used at the colleges specifically to train those students for whom the language of the materials (Marind, Amung Kal, Mee, Sentani) is the mother tongue. Those students should then be sent to village areas where the target language is spoken to implement MTB-MLE during their practicum.

5. It is not recommended that KPG/PGSDs ask students to develop their own MTB-MLE materials in the villages. It is difficult enough to persuade teachers to remain in remote areas without laying the additional burden on them of developing their own teaching materials, especially if they are not a native speaker of the language in the village to which they are assigned. The less ambitious aim of encouraging such cross-culturally assigned teachers to master the spoken language and to use it in the classroom should be adopted. (This is the task of the lecturer in Language and Culture Acquisition.)
Appendix

A PLAN FOR CAPACITY DEVELOPMENT OF LECTURERS AT CENDERAWASIH UNIVERSITY RELATING TO MOTHER TONGUE-BASED MULTILINGUAL EDUCATION

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Abbreviations and Definitions

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<th>Abbreviation</th>
<th>Indonesian</th>
<th>English</th>
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<tbody>
<tr>
<td>UNCEN</td>
<td>Universitas Cenderawasih</td>
<td>Cenderawasih State University</td>
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<tr>
<td>FKIP</td>
<td>Fakultas Keguruan dan Ilmu Pendidikan</td>
<td>School of Teaching and Education Studies</td>
</tr>
<tr>
<td>MTB-MLE</td>
<td>Pendidikan Multibahasa Berbasis Bahasa Ibu</td>
<td>Mother Tongue-Based Multilingual Education</td>
</tr>
<tr>
<td>FGD</td>
<td>FGD atau Diskusi Kelompok Terarah</td>
<td>Focus Group Discussion</td>
</tr>
<tr>
<td>PGSD</td>
<td>Pendidikan Guru Sekolah Dasar</td>
<td>Primary School Teacher Education. This refers to both the department which offers the course and the course itself.</td>
</tr>
<tr>
<td>PG-PAUD</td>
<td>Pendidikan Guru Pendidikan Anak Usia Dini</td>
<td>Early Childhood Teacher Education. This refers to both the department which offers the course and the course itself.</td>
</tr>
<tr>
<td>Teacher Training College</td>
<td>Kolese Pendidikan Guru dan PGSD</td>
<td>Refers to both the secondary and tertiary sections of the teacher training institutions in Merauke, Timika and Nabire. If only one or other section is in view, this is stated.</td>
</tr>
</tbody>
</table>
II. Introduction

The Department of Teaching and Educational Science at Cenderawasih University

Cenderawasih State University (Universitas Cenderawasih, or UNCEN) is Papua’s leading university. Its School of Education (Fakultas Keguruan dan Ilmu Pendidikan, or FKIP) is the university’s largest. The school comprises four academic departments; one of which, the Department of Educational Science (Jurusan Ilmu Pendidikan) includes the study programmes for Primary School Teacher Education (Pendidikan Guru Sekolah Dasar, or PGSD) and Early Childhood Teacher Education (Pendidikan Guru Anak Usia Dini, or PG-PAUD). In the current academic year, there are over 500 students studying to be primary school teachers and over 200 studying to be Early Childhood Education teachers.

FKIP UNCEN trains teachers for the whole of Papua and beyond. Although Papua is the most language-rich region of Indonesia, with 267 languages, FKIP UNCEN is located in the urban centre of Abepura in Jayapura, where Indonesian is widely spoken. Moreover, no single local language predominates among Papuan FKIP UNCEN students or lecturers, and the students undertake their practicum in the schools surrounding UNCEN rather than in remote and rural areas. This situation, along with other constraints discussed in this review, has probably slowed the introduction into the curriculum of content related to mother tongue-based multilingual education.

FKIP UNCEN and Mother Tongue Based Multilingual Education (MTB-MLE)

Mother tongue-based multilingual education (MTB-MLE) is an educational approach by which kindergarten and primary students learn to read and write first in the language they best speak and understand. This is followed by a graduated introduction of second and third languages. In this way, students are able to understand the teacher and the lesson content and connect this to their existing knowledge, thus gaining new knowledge.

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19 Ethnologue editor, personal communication, 2014
The Government of Indonesia and the Government of the Province of Papua, have passed legislation supportive of MTB-MLE. For example, the Act of Parliament of the Republic of Indonesia Relating to the National Education System, Number 20, 2003\(^{20}\) ruled that:

“Indonesian, as the national language, shall be the medium of instruction in national education.

Local languages may be used as the medium of instruction in the early grades of education if necessary for the communication of knowledge and/or certain skills.”

The phrase “early grades of education” is interpreted elsewhere to mean Grades 1-3.

National policy supporting the use of the mother tongue in education provides a foundation for Papuan special regional legislation, such as the Governor of Papua’s Regional Law on the Implementation of Education: “The local language is to be used as the language of instruction in the early grades of primary school”\(^{21}\). Thus, use of local languages in the early grades education is made possible both by the 2003 Act of the national parliament and by legislation passed by the Papuan government.

Since Papua is particularly rich in languages, MTB-MLE is an approach very well suited for use in Papua. Selected lecturers at the province’s leading university need to be equipped to teach their students about the theory and research underlying MTB-MLE, to have a robust course on Second Language and Culture Acquisition\(^{22}\) and to be involved in the development of MTB-MLE materials. They must also have a dedicated location for training students to use resources available in remote villages (such as pebbles, leaves and recycled materials).

The first of the four foci of FKIP UNCEN’s mission is to “Develop [...] effective, efficient [...] learning”\(^{23}\). It aims to achieve its mission by employing three main strategies: (a) ensuring equity and expansion of access to education; (b) increasing quality, relevance and competitiveness; and (c) strengthening management systems\(^{24}\). In the Papuan context, effective learning must take into account the plethora of languages spoken across the province. For the same reason, the quality and relevance of the teacher training courses at UNCEN FKIP and its subsidiary Unit Pelaksana Programme Studi D-II PGSD (Programme Implementation Units) are very likely to increase if compulsory courses in the theory and practice of MTB-MLE are offered.

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\(^{21}\) Governor of Papua Province No 3 2013, Chapter XI, Section 38, Point 1

\(^{22}\) The proposed course relates to how teachers sent to an area where a local language other than their own is spoken can learn that language, and how they can adapt to the local culture. This is not currently taught at FKIP UNCEN.

\(^{23}\) \url{http://fkip.unicen.ac.id/index.php/profil/visi-misi/}, 2017

\(^{24}\) Ibid.
Relationship of UNCEN to the Teacher Training Colleges

In 2006, the province’s teacher training colleges in Merauke, Timika, Nabire and Sorong were registered as Implementation Units of Universitas Cenderawasih for the diploma course programme\textsuperscript{25}. UNCEN remains the accrediting authority for the bachelor’s degree courses at the colleges which have replaced the diplomas. Since UNCEN FKIP is responsible for the training and provision of competent staff for the colleges, and since the mission and vision of these colleges is to prepare teachers for service in “difficult and remote” areas\textsuperscript{26}, it is important that FKIP UNCEN has lecturers qualified to teach elements of MTB-MLE.

The Current Study

In 2014, research was undertaken as part of the ACDP 039 study to investigate whether the teacher training colleges were adequately preparing teachers for the language situations faced by teachers in interior and isolated schools. This resulted in the \textit{Rural and Remote Area Education Strategic Planning Study for Tanah Papua}\textsuperscript{27}, which included recommendations for FKIP UNCEN. Focus Group Discussions (FGDs) were again held at FKIP UNCEN and the colleges in Merauke, Timika and Nabire in 2015 as part of the ACDP 023 project, to discuss the same question and to gauge progress on recommended changes. (Sorong college had by then come under the auspices of West Papua provincial government.) On 20\textsuperscript{th} January 2017, the ACDP team for the ACDP 023A project held a focus group discussion at FKIP UNCEN to investigate the progress made to date by FKIP UNCEN leadership towards incorporating MTB-MLE into their curriculum, and to determine the capacity development needs of lecturers at FKIP UNCEN related to MTB-MLE. Follow-up visits were made to gain additional information. This study is the result of the FGD and the follow-up visits.

III. Purpose of the Study

The purpose of this study is to provide recommendations for capacity development for selected FKIP UNCEN lecturers in relation to MTB-MLE.

\textsuperscript{25} Minister of Education of the Republic of Indonesia, 2006, SK Mendiknas Pembentukan UPP-PS D2 PGSD

\textsuperscript{26} Ibid.

\textsuperscript{27} ACDP, SIL, UNCEN, UNIPA, pp. 38–44, 2014, Rural and Remote Area Education Strategic Planning Study for Tanah Papua
IV. The Sample

Those included in the FGD were key faculty members from UNCEN FKIP (left to right in photo above): The Dean of FKIP UNCEN, the head of the Primary School Teacher Education (Pendidikan Guru Sekolah Dasar, or PGSD) study programme, A PGSD lecturer in pragmatics and writing skills, a PGSD lecturer who teaches Bahasa Indonesia and Language Acquisition, and a PGSD lecturer who teaches Papuan Ethnography and anthropology and has a passion for local language development. Thus, the FGD (including the research team) was composed of two women and five men. The FGD lasted approximately three hours. On follow-up visits, questions were posed to various lecturers, including the female head of the PG-PAUD Department, and to administrative staff.

V. Assumptions

d. FKIP UNCEN continues in the future to have oversight for the accreditation of the province’s three teacher training colleges.

e. The three teacher training colleges (Merauke, Timika, Nabire) whose courses are accredited by FKIP UNCEN continue in the future to have the preparation of teachers for service in remote and rural areas as their mission.

f. The participants of the 2017 Focus Group Discussion at FKIP UNCEN were honest about their curriculum, and other aspects of the faculty, and had reliable information on these topics.

g. FKIP UNCEN website (dated 2017) contains accurate information.

VI. Delimitation

c. This review limits itself to forms of capacity development needed by FKIP UNCEN lecturers so that they can deliver courses relating to MTB-MLE, and to adjustments required within the systems of FKIP UNCEN for that capacity development to take place and have the desired impact.

d. The focus is on the present situation in the institutions, such as staff and curriculum.

VII. Limitations

d. The study is limited by its dependence on the opinions, perceptions and knowledge of those interviewed, on documents made available to the researchers, and on the FKIP UNCEN website.

e. Conclusions are limited to FKIP UNCEN.

VIII. Significance of the Study

28 This subject relates to how young children acquire their first language, not to how teachers can learn the language of the area to which they are assigned.
The primary significance of this study is to review the capacity development needs of lecturers at FKIP UNCEN in order to be able to deliver courses on MTB-MLE, since as this does not yet feature in the PGSD or PG-PAUD undergraduate degree. FKIP UNCEN also has responsibility for the accreditation of courses and students at the three teacher training colleges in Merauke, Timika and Nabire and their courses are closely modelled on those at FKIP UNCEN. It is therefore essential that FKIP UNCEN has lecturers trained in MTB-MLE and that the curriculum is adjusted to include this content.

IX. Methodology

Review of Documents

A review of previous studies conducted by ACDP was undertaken by the research team in order to familiarise themselves with the history and recommendations that should have been factored into recent developments at FKIP UNCEN. In anticipation of the visit, and based on the mandate of the ACDP-023A team to draw up a Capacity Development Plan, a series of research questions were developed.

Focus Group Discussion

The focus group discussion took place in the office of the Dean of FKIP UNCEN. It was facilitated by two members of the ACDP team. Snacks were provided by the research team. FKIP UNCEN was asked to provide documents (CVs of relevant staff members etc.) and numerical information to assist the team in its preparation of the report. The FGD began with a reiteration of the nature and purpose of ACDP, and of the MTB-MLE approach.

X. Research Questions

The questions used to elicit the information underlying this development plan included, but were not limited to the following:

1. Please describe the master’s degree course currently offered by this faculty entitled ‘Bilingualism’.
2. How are students responding to this course?
3. What are the hopes of the faculty regarding the inclusion of MTB-MLE content in courses at master’s level in the future?
4. How possible would it be to introduce components of MTB-MLE into the PG-PAUD or PGSD bachelor’s degree curriculum?
5. Who should be the master trainers in theory and principles of MTB-MLE at FKIP UNCEN?
6. Which native speaker lecturer could be the team leader for MTB-MLE materials development for Bahasa Sentani?
7. Would any lecturers be interested in developing materials in their own chosen Papuan languages?
8. Who should be the Language and Culture Acquisition lecturer at FKIP UNCEN?
9. What is the ethnicity of your current PG-PAUD or PGSD undergraduate student population? What Papuan languages do they speak?
10. Where does the extended teaching practice at undergraduate level for PG-PAUD and PGSD currently take place? Why?
11. How do you currently train students to use local resources (e.g. pebbles, leaves, recycled materials?)
12. What kind of in-service training do you currently have for faculty members at FKIP UNCEN?
13. What would be the best way to help lecturers in this department to learn more about MTB-MLE?
14. Which teaching staff at FKIP UNCEN read English well enough to be able to understand academic journals?
15. What journals does this faculty currently receive?
16. How many lecturers currently have access to a computer or laptop at work?
17. Do lecturers have access to the Internet at work?

XI. Data Analysis
In order to enhance the reliability and validity of the conclusions in this report, triangulation of data sources was employed (FGD data, written documents, questions to FKIP UNCEN lecturers and master’s students via telephone or face to face).

XII. Results

Numerical data
Data in the table below reveals that there is one lecturer for every 36 students in the PGSD Study Programme. This ratio is good. However, the data also shows that only one in seven of the PGSD lecturers is of Papuan origin. This situation is not conducive to the furtherance of MTB-MLE at FKIP UNCEN, since lecturers will not be able to lead initiatives to develop materials in Papuan languages and may have less interest in the use of Papuan mother tongues in remote and rural areas. In addition, only one lecturer in FKIP UNCEN at the present time has had significant exposure to the theory and practice of MTB-MLE, since the same individual attended both the study tour to Thailand and the study tour to Ambon. This lecturer is teaching the course entitled ‘Multilingual Learning on the Basis of the
Mother Tongue’ (see Section XIII), but he is past pension age and has been physically weakened by a stroke a year ago.

Table 1: Key Statistics

<table>
<thead>
<tr>
<th>UNCEN Characteristics</th>
<th>UNCEN Faculty of Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Students in FKIP UNCEN Primary School Teacher Education, Abepura (2016-17)</td>
<td>506</td>
</tr>
<tr>
<td>Students in FKIP UNCEN Early Childhood Teacher Education, Abepura (2016-17)</td>
<td>225</td>
</tr>
<tr>
<td>Approximate percentage of Papuan students in FKIP UNCEN Primary School Teacher Education (2016-17)</td>
<td>50%</td>
</tr>
<tr>
<td>Approximate percentage of Papuan students in FKIP UNCEN Early Childhood Teacher Education (2016-17)</td>
<td>70%</td>
</tr>
<tr>
<td>Area of Origin of Papuan students</td>
<td>30% mountains/interior</td>
</tr>
<tr>
<td>Lecturers in FKIP UNCEN Primary School Teacher Education</td>
<td>14</td>
</tr>
<tr>
<td>Papuan lecturers in FKIP UNCEN Primary School Teacher Education</td>
<td>2</td>
</tr>
<tr>
<td>Papuan Lecturers who know potential target language for MTB-MLE</td>
<td>1</td>
</tr>
<tr>
<td>Number of Lecturers in above department with Master’s in Education</td>
<td>9</td>
</tr>
<tr>
<td>Lecturers in FKIP UNCEN Early Childhood Teacher Education</td>
<td>29</td>
</tr>
<tr>
<td>FKIP UNCEN PGSD Lecturers who attended the MTB-MLE study tour in Thailand</td>
<td>1</td>
</tr>
<tr>
<td>FKIP UNCEN PGSD Lecturers who attended the MTB-MLE study tour to Ambon</td>
<td>1</td>
</tr>
<tr>
<td>FKIP UNCEN PG-PAUD Lecturers who attended the above study tours</td>
<td>0</td>
</tr>
<tr>
<td>PGSD Lecturers who can read journals in English</td>
<td>10</td>
</tr>
<tr>
<td>Working computers</td>
<td>Staff use personal laptops.</td>
</tr>
<tr>
<td>Internet</td>
<td>Yes</td>
</tr>
<tr>
<td>Is there a faculty library?</td>
<td>Yes</td>
</tr>
</tbody>
</table>

Source: FGD, Mulyadi E.S. (personal communication), FKIP UNCEN, 2017

Table 2: Pedagogical Characteristics

<table>
<thead>
<tr>
<th>UNCEN Pedagogical Characteristics</th>
<th>Answers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are the FGD participants supportive of MTB-MLE in the curriculum?</td>
<td>Yes</td>
</tr>
<tr>
<td>Is there currently an Early Childhood Teacher Education Department?</td>
<td>Yes</td>
</tr>
<tr>
<td>Do students go to remote areas for their practicum?</td>
<td>No</td>
</tr>
<tr>
<td>Reason stated for the above</td>
<td>Lack of funds</td>
</tr>
<tr>
<td>Was student safety mentioned as a concern in certain rural and remote areas?</td>
<td>No</td>
</tr>
<tr>
<td>Are students currently trained to use village resources (e.g. pebbles, leaves and recycled materials)</td>
<td>Yes</td>
</tr>
<tr>
<td>Comments on the above</td>
<td>New location needed, due to relocation of School of Education</td>
</tr>
<tr>
<td>Are faculty interested in being involved in developing MTB-MLE materials?</td>
<td>Yes</td>
</tr>
</tbody>
</table>

29 2 more are in a master’s programme. Some PGSD also teach in PG-PAUD
As can be seen from the table above, the FKIP UNCEN participants in the FGD were open to including MTB-MLE in the curriculum, but were hindered from sending students to remote and rural areas for their practicum due to a lack of funds.

Opportunities for Lecturer Capacity Development at FKIP UNCEN

FKIP UNCEN has the largest budget of all nine schools at UNCEN, as it is the biggest school. The strategic plan (Rencana Strategis or Renstra), including the year’s activities and the allocation of that budget is determined at an annual meeting attended by the Dean, Assistant Dean 2, the heads of all departments, the heads of all study programmes, the head of administration (Tata Usaha or TU), and two lecturers representing the lecturing staff. The final decision maker is the Assistant Dean 2. After this meeting, all funds for staff development remain under the control of the Assistant Dean 2.

FKIP UNCEN has two main approaches to professional development. One is to respond to letters of invitation directed to the Dean requesting the attendance of a lecturer at a conference, seminar or professional development event (for example, held by the Government or another Indonesian university). The second is to assist lecturers with the costs of furthering their education by undertaking a master’s or doctorate.

In the first case, the Dean discusses the invitation with Assistant Dean 2, who is responsible for General Administration and Finances. He then communicates the details of the invitation to the Assistant Dean 1, who is responsible for Academic affairs. In general, if the invitation is for a resource person, the request is approved and a letter written to the relevant Ketua Prodi (Head of Study Programme). He/she then selects the lecturer on the basis of expertise in the field. The inviting organisation pays transport, accommodation etc. No budget allowance is made by FKIP UNCEN for such events. The ACDP team asked two lecturers who have been working at FKIP UNCEN for more thirty years, and both stated that they had never in thirty years attended a conference or seminar fully at the expense of FKIP UNCEN.

In the second case, lecturers receive partial support from the department. They do not receive full support. At the time of writing, two lecturers from the PG-PAUD department are pursuing master’s degrees in Java on this basis.

Opportunities for professional development also come from time to time directly to the lecturers in the form of invitations to be resource persons at seminars and conferences. Again, in such cases all expenses are paid by the inviting organisation and not by FKIP UNCEN.

As regards access to new knowledge, the PGSD lecturers in the FGD admitted that they use neither the university library (which is located in a different part of town from the School of Education) nor the library of the School of Education. Instead, they rely on online information or buy journals and books for themselves (when in Jakarta), which they store at home. The School of Education subscribes to two general, non-educational journals. In addition, they receive the free journals of leading Indonesian universities (UPI, UNS, UNJ), but these are sent to the main university library, which lecturers do not use. The ACDP team was also informed that the UNCEN has helped some lecturers with the costs of purchasing laptops.
A visit to the School library confirmed that there are no modern theory books for PGSD. The PGSD collection consists largely of text books dating from the 1990s. There are a few new titles for PG-PAUD, since this is a young department. There was a large selection of linguistics books on specific Indonesian languages dating from the early 1980s, but not a single one about Papuan languages.

The ACDP team was informed that lecturers tend to teach from the course books which they get from Jakarta, rather than adapting them to the Papuan context.

This textbook on Indonesian phonology is dated 1991. It was written by a member of the department. The background shows other PGSD textbooks.

The School library holds a selection of modern theory books for PG-PAUD, including one entitled *How to Develop Communicative and Linguistic Competence in Pre-school Children* (left).
XIII. Analysis of FKIP UNCEN’s Readiness to Give Instruction on MTB-MLE

The Dean of FKIP UNCEN, the head of the Primary Teacher Education Department, and the other lecturers were supportive and engaged during the discussion of how to include MTB-MLE in the curriculum of their faculty. They enthusiastically requested collaboration with experienced outside partners in order to move forward the initiative to introduce MTB-MLE content to the PGSD curriculum. In addition, FKIP UNCEN would like to send lecturers to develop MTB-MLE materials with outside partners as the planned government MTB-MLE programme in five languages develops, and to be directly involved in other ways. Indeed, there was some sense of grievance amongst prominent staff of FKIP UNCEN against the provincial Department of Education because up to now they have not been included as key partners over the ACDP 023 and 023A programme, a status to which they feel entitled. However, the enthusiasm of leadership does not appear to be matched by a willingness to spend money. It could be argued that FKIP UNCEN leaders must take greater initiative and make more financial investment if they are to be leaders in the push for MTB-MLE in Papua.

The relative inflexibility of the national curricula for PGSD and PG-PAUD\(^\text{31}\) at undergraduate level appears to be another hindrance to the introduction of MTB-MLE-related content. At master’s level, more freedom is given to the individual institution to determine course content. For this reason, one of the main fruits of the previous FGDs at FKIP UNCEN has been the introduction in September 2016 of a compulsory course entitled Pembelajaran Multibahasa Berbasis Bhs Ibu (Multilingual Learning on the Basis of the Mother Tongue) forming part of the Master’s in Education degree courses in the subjects Bahasa Indonesia and English (see Appendix I). This course is still in a trial phase. Unfortunately, the Dean was not able to comment on how the students were responding since the evaluation he requested of the course has not yet taken place. From another source, the team heard that the material is difficult for the students of the Indonesian master’s programme to understand since it is in English.

\(^{31}\) (Minister of National Education of the Republic of Indonesia, 2000), Keputusan Tentang Pedoman Penyusunan Kurikulum Pendidikan Tinggi dan Penilaian Hasil Belajar Mahasiswa,
Additionally, the concern was voiced during the FGD that some colleagues might consider that the faculty’s efforts would be better spent on teaching English than MTB-MLE and associated subjects. This would seem to indicate that some lecturing staff are not in touch with the realities of the province which UNCEN FKIP serves, perhaps linked to the fact that many are not ethnically Papuan or are unfamiliar with the educational situation in the remote and rural areas of Papua.

On the positive side, Papuan Ethnography is a compulsory subject for all students at UNCEN in their first semester (two hours per week for 16 weeks), with the exception of PG-PAUD. Moreover, FKIP UNCEN lecturers write their own journal, which is circulated to other leading Indonesian universities, and could include articles on MTB-MLE. Furthermore, the lecturer in Language Acquisition was present at the FGD and open to further training.

The following lecturers were mooted as candidates to teach the subject Theory and Research of MTB-MLE at FKIP UNCEN: Ibu Aleda (The Ketua Program Studi Pendidikan Bahasa dan Sastra Indonesia dan Daerah\textsuperscript{32}, who is currently carrying out research in a local language), Ibu Prabani (who teaches Language Acquisition), Dr.Supardi (Writing Skills and Educational Research), Putri Handayani (Indonesian Literature), Dr. Eko (PG-PAUD) and Ibu Riska (PG-PAUD). For the development of local language materials with the Government, it was agreed that FKIP UNCEN could focus on Bahasa Sentani initially. Ibu Wigati, wife of the current assistant to the Minister for Education (Asisten Menteri Pendidikan dan Kebudayaan Bidang Hubungan Pusat dan Daerah), James Modouw, speaks Bahasa Sentani and is a lecturer at UNCEN. It was suggested that she could be an excellent candidate to lead a curriculum development team. Pak Frans Rumbraver is an enthusiastic proponent of Papuan languages and culture, and might be interested in developing MTB-MLE materials in Bahasa Biak at a later point. Furthermore, although there is no dedicated Faculty of Linguistics at UNCEN, FKIP UNCEN has several staff with a background in linguistics.

Options for how to include MTB-MLE in the PGSD curriculum are discussed in the next section.

Options for Inclusion of MTB-MLE in Curriculum Content

The Dean and lecturers at the FGD appear keen to include MTB-MLE content in their PGSD curriculum. The Dean noted that there are five bidang studi (‘study areas’) in PGSD: mathematics, science, social sciences, citizenship and Indonesian. He said that the topic of the mother tongue and other language factors must be included in all of these bidang studi.

However, he also noted that the national curriculum for PGSD is quite inflexible, and that this is a barrier. It was suggested that the theory and research underlying MTB-MLE could either made into a new subject or inserted into an existing subject or subjects (the latter would presumably circumvent

\textsuperscript{32} Head of study Programme for Language and Literature of Indonesian and Local Languages
all bureaucratic difficulties, though compress or exclude existing non-MTB-MLE material). Four suggestions were mooted at the FGD, as outlined below:

g) Create a new subject (MKDK, Mata Kuliah Dasar Khusus) integrating the theory and practice of MTB-MLE
h) Introduce MTB-MLE content into the existing course Pendidikan Bahasa dan Sastra Indonesia Kelas Rendah (which could potentially be attended by both PGSD and PG-PAUD students)
i) Introduce MTB-MLE content into the existing Prodi Bahasa dan Sastra Indonesia dan Daerah (Programme for Language and Literature of Indonesian and Local Languages)
j) Introduce MTB-MLE content into the existing course Sastra Anak

XIV. Recommendations for Capacity Development for UNCEN Lecturers in Regard to MTB-MLE

• In order to ensure upgrading takes place among all full-time faculty, professional development funds should ensure all full-time faculty benefit. A minimum amount of funding should be allocated for each faculty member every year, which s/he can use, as per their own discretion in specific domains (books, attendance at professional conferences, or research). A reimbursement system necessitating the Assistant Dean 2 sign reimbursement receipts will allow for control and proper accounting of these funds.
• Dekan 2 (Assistant Dean 2) must ensure that sufficient budget is allocated to capacity development of MTB-MLE lecturers at the three colleges responsible for MTB-MLE. Funds should also be allocated for the purchase of academic resource books in Indonesian related to multilingualism, bilingualism, second language acquisition in children and adults, working cross-culturally, Papuan languages and Papuan cultures. Running costs of the MTB-MLE course must also be covered.
• FKIP UNCEN Dean, Pembantu Dekan 1 (Assistant Dean 1), the heads of PGSD and PG-PAUD and relevant programme heads must meet to determine how best to include the theory and research underlying MTB-MLE and a course on Second Language and Culture Acquisition in the curricula (see a-d in Options for Inclusion of MTB-MLE in Curriculum Content above).
• FKIP UNCEN leaders should select two lecturers to teach the principles of MTB-MLE at undergraduate level. They must be able to understand oral and written academic English related to education. These lecturers will not only train the principles of MTB-MLE to students at UNCEN (PGSD and PG-PAUD), but also function as a Trainer of Trainers for those teachers at the colleges in Merauke, Timika and Nabire responsible for this subject.
• Outside experts should be called upon to hold a 2-4 week training course at UNCEN on the theory and practice of MTB-MLE, and on methodologies for Language and Culture Acquisition. This should be attended by both the FKIP UNCEN lecturers and
the teachers selected from the teacher training colleges to be responsible for MTB-MLE content and Language and Culture Acquisition.

- The selected lecturers from FKIP UNCEN should be sent by the Provincial Department of Education to Payap University in Chiang Mai, Thailand, to attend the three-month Multilingual Education Course: Leadership for Education in Non-Dominant Languages. (Unfortunately, this is not being offered in 2017 but may be offered in 2018 if enough interest is expressed. FKIP UNCEN leadership should contact alice_eastwood@sil.org for the 2016 schedule as an example, and diane_dekker@sil.org to request that the course be offered in 2018.)
- Once the FKIP UNCEN representatives have attended the Payap University course, they must lead a Training of Trainers session in Jayapura for the Merauke, Timika and Nabire college teachers responsible for MTB-MLE. The course must be held in Indonesian, and should be updated and repeated as the need arises (perhaps every two years).
- The FKIP UNCEN lecturers in question (and relevant officials at the Provincial Department of Education from Pendidikan Khusus dan Layanan Khusus, and teachers at the three colleges) must join the MTB-MLE Working Group mailing list in order to receive free emails about MTB-MLE around the region and upcoming conferences, seminars and webinars. Contact: k.bang@unesco.org.
- FKIP UNCEN lecturers selected to teach MTB-MLE related subjects should refer online to relevant English language articles in NABE [National Association of Bilingual Education] Journal of Research and Practice. This can be found at:

  [https://www2.nau.edu/nabej-p/ojs/index.php/njrp/about/editorialPolicies#focusAndScope](https://www2.nau.edu/nabej-p/ojs/index.php/njrp/about/editorialPolicies#focusAndScope)

- Papuan Ethnography must be included in the PG-PAUD curriculum.
- FKIP UNCEN leaders should set aside a location or laboratorium for the creation of educational resources using materials available in rural areas.
- FKIP UNCEN lecturers should write articles on MTB-MLE for their own journal, to be circulated to other leading Indonesian universities.
- FKIP UNCEN leadership should read the ACDP 023A Report on the Teacher Training Colleges (KPG/PGSD) in Merauke, Timika and Nabire, which is the companion to this report.

XV. Other Recommendations Towards Inclusion of MTB-MLE Content in FKIP UNCEN Curricula

- A meeting must be held between provincial government officials and FKIP UNCEN leadership about the plan to develop MTB-MLE materials (which will include Bahasa Sentani) to determine the role of the faculty in this.
- Enquiries should be made as to whether Ibu Wigati (wife of James Modouw and lecturer at FKIP UNCEN) would be willing and able to lead a curriculum development team for Bahasa Sentani.
• Since not many of their staff members are native speakers of Papuan languages, and materials development requires considerable investment of staff time, FKIP UNCEN should focus only on the Sentani language in the short-term.
• FKIP UNCEN must source sufficient funds to send trainee pre-primary and primary teachers to the interior on teaching practice and to monitor their progress. Not sending hundreds of teachers to the interior for one semester of each year constitutes a huge loss for remote and rural Papuan schools.
• A small team of staff dedicated to arranging student placement in the interior should be employed, as the logistics and security concerns would be considerable.
• FKIP UNCEN must endeavour to recruit qualified and experienced ethnic Papuans who speak a local language.
• FKIP UNCEN should open a School or Department of Linguistics, due to the sheer number and variety of languages in Papua.
• At the Dean’s own suggestion, outside partners should hold further discussions with the primary and Early Childhood Education lecturers to discuss how best to include MTB-MLE in the curriculum.
References
Governor of Papua Province No 3 2013 *Peraturan Daerah Provinsi Papua Tentang Pelayanan Pendidikan Bagi Komunitas Adat Terpencil*
Minister of Education of the Republic of Indonesia (2006) *SK Mendiknas Pembentukan UPP-PS D2 PGSD*
Minister of National Education of the Republic of Indonesia (2000) *Keputusan Tentang Pedoman Penyusunan Kurikulum Pendidikan Tinggi Dan Penilaian Hasil Belajar Mahasiswa*

Websites
Appendix I. Syllabus for Master’s Course: Mother Tongue Based Multilingual Learning

SILABUS

MATA KULIAH : PEMBELAJARAN MULTIBAHASA BERBASIS BHS IBU
KODE : 4234
SKS : 3
DOSEN : DR. CHRIST FAUTNGIL

PROGRAM MAGISTER (S2) PENDIDIKAN BAHASA INDONESIA
FAKULTAS KEGURUAN DAN ILMU PENDIDIKAN
UNIVERSITAS CENDERAWASIH
JAYAPURA
RENCANA PERKULIAHAN SEMESTER

I. Mata Kuliah : Pendidikan Multibahasa Berbasis Bhs Ibu
   Status Mata Kuliah : Wajib (MKK III)
   SKS : 3 SKS
   Kode Mata Kuliah : MPBI
   Semester : Gasal
   Dosen Pengasuh : Dr. Christ Fautngil, M.A
   Alokasi Waktu : 16 x pertemuan = 32 jam perkuliahan
II. Prasyarat

Untuk menempuh mata kuliah ini, Mahasiswa harus sudah lulus mata kuliah Sosiolinguistik, Penelitian Bahasa, Linguistik Bandingan, Linguistik Lanjut.

III. Tujuan

Setelah mengikuti kuliah ini, Mahasiswa diharapkan dapat memiliki dasar-dasar pengetahuan teoretis dan praktis tentang Pembelajaran Multibahasa Berbasis Bahasa Ibu.

IV. Garis-garis Besar Materi Perkuliahan

<table>
<thead>
<tr>
<th>No</th>
<th>URAIAN MATERI</th>
<th>ALOKASI WAKTU</th>
<th>PERTEMUAN KE-</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Pendahuluan</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a. Tujuan dan Manfaat Pembelajaran</td>
<td>1 Jam</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>b. Pengertian</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>c. Prinsip Dasar Pembelajaran Multi Bahasa dan Muatan Lokal</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>d. Kerangka pembelajaran</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Reviuw Mata Kuliah Prasyarat</td>
<td>2 jam</td>
<td>2 dan 3</td>
</tr>
<tr>
<td></td>
<td>a. Sosiolinguistik</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>b. Penelitian Bahasa</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>c. Pemetaan Bahasa (Ling komparatif areal: dialektologi)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>d. Linguistik Lanjut</td>
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<td></td>
</tr>
<tr>
<td>3.</td>
<td>Persiapan Pembelajaran Multi Bahasa</td>
<td>1 Jam</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>a. Masalah Bahasa. Ragam bahasa..</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>b. Masalah Lokasi/ Sarana Prasaeana</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>c. Masalah Sasaran Peserta</td>
<td></td>
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<tr>
<td></td>
<td>d. Masalah Masyarakat.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Aspek Teoretis dalam Pembelajaran Multi-bahasa:</td>
<td>2 jam</td>
<td>5 dan 6</td>
</tr>
<tr>
<td></td>
<td>a. Bilingualisme dan Multilingualisme.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>b. Prinsip-prinsip Dasar Penerjemahan</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Persiapan Materi Pembelajaran Bahasa Ibu</td>
<td>4 jam</td>
<td>7, 8, 9, 10</td>
</tr>
<tr>
<td></td>
<td>a. Masalah Kurikulum</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>b. Bahan ajar utk baca, tulis, dan berhitung.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>c. Bahan ajar untuk Mata Pelajaran lain.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>d. Aalat peraga (dpt terintegrasi dalam bahan ajar.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
6. Pelatihan Pembelajaran
   a. Pelatihan dalam kelas kecil (micro teaching).
   b. Pelatihan dalam kelas nyata (apabila memungkinkan).

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>6.</td>
<td>Pelatihan Pembelajaran</td>
<td>4 jam</td>
</tr>
<tr>
<td>7</td>
<td>Penutup</td>
<td>2 jam</td>
</tr>
<tr>
<td></td>
<td>Evaluasi Program dan Reviuw</td>
<td></td>
</tr>
</tbody>
</table>

V. Kegiata diilakukan dalam bentuk;
   a. Tatap muka dan penugasan, diskusi, dan kerja kelompok.
   b. Penugasan.

V. Evaluasi
   Dilaksanakan satu kali pada tengah semester dan akhir semester dilakukan dengan penugasan.

VI. Daftar Pustaka


Buku-buku pendukung lainnya.

Penyusun,
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Appendix 10
Example of Kabupaten School/Language Map
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