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Government-based training agencies and the professional development of Indonesian teachers of English for Young Learners: perspectives from complexity theory

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ABSTRACT

This study was conducted to identify suggestions to improve PD programmes held by government-based training agencies to help enhance Indonesian EYL teachers' instructional practice. For the purpose of the study, semi-structured interviews were conducted with 51 participants. The findings suggest the theorisation of a PD model that involves complex and dynamic interactions between actors including teacher educators, school principals, educational administrators and teachers' groups. This paper argues for the need to separate the expertise and facilitative roles between PD actors as it relates to PD accountability in terms of design, development and implementation. The implications drawn from the study may inform teacher educators and policy-makers in countries facing a shortage of properly trained EYL teachers.

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Introduction

Research findings consistently demonstrate the inadequacy of English for Young Learners (EYL) teachers in delivering instruction that meets the specific needs of children; therefore, the enhancement of teachers' instructional practice through quality professional development (PD) programmes has become a worldwide educational reform agenda (Copland, Garton, and Burns 2014; Emery 2012; Garton, Copland, and Burns 2011). PD programmes for EYL teachers have been seen as so inherently fundamental to the educational policy of introducing English to primary school children that countries spend considerable financial resources to build rigorous and effective PD programmes (see Chen 2012; Garton 2014). It is believed that teachers' instructional practice can grow through effective and continuing PD programmes and such growth is likely to contribute to the concurrent progress of students' performances (e.g. Barlow et al. 2014; Darling-Hammond et al. 2009; Goodwin and Kosnik 2013).

Nonetheless, conducting PD programmes that can enhance teachers' instructional practise is neither simple nor straightforward. A multiplicity of factors are inextricably linked to the provision of PD, ranging from contents, types and processes (e.g. Desimone et al. 2002),

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to the role of training agencies (e.g. Graham 1996), bureaucracy (e.g. Zein 2015), teacher characteristics (e.g. Cameron, Mulholland, and Branson 2013) and school conditions (e.g. Wermke 2011), sometimes to the detriment of the implementation of the relevant PD programme.

The study reported in this paper examined the role of government-based training agencies in the PD of teachers of EYL in light of the multidimensionality and non-linear dynamics of PD. It built on the work of previous research by the author (Zein 2015) that highlighted the inadequacy of PD programmes in Indonesia in enhancing EYL teachers' instructional practise. Unlike the Author's (2015) study which did not distinguish the roles of teacher educators from those of universities, private training agencies or government-based training agencies, the current study investigated participants' suggestions for improving PD programmes held by government-based training agencies aimed at EYL teachers. In doing so, it considered the multidimensional dynamics of approaches to PD that fits into the complexity theory framework in shaping teacher learning.

The study is presented in this paper with the following structure. First, the paper presents the background to the study. Second, it presents the theoretical framework regarding complexity theory for PD. Third, the methodology used for both collection and analysis of the data is elaborated. This is followed by the presentation of the findings generated from the study. The final section presents a discussion that analyses the findings and relates them to the current literature in order to draw out the study's implications.

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Background to the study

Highly proficient and pedagogically competent teachers of EYL hold vital roles in the implementation of English teaching at elementary level in Indonesia and yet many studies demonstrate a mismatch between expectations and reality (e.g. Chodidjah 2007, 2008; Hawanti 2014; Suyanto and Chodidjah 2002). Asriyanti et al. (2013) conducted a large-scale survey involving teachers in South Sulawesi in areas such as Makassar, Bantaeng, Bulukumba, Wajo, Bone, Sidrap, Soppeng, Pangkep, Parepare and Enrekang. The test performance scores verified the researchers' observations that a significant majority of the 1415 EYL teachers in their study were not proficient English users. The teachers were not confident with their English proficiency and had common difficulties in using the language for instruction. They also lacked competencies in various methodological areas such as lesson and syllabus planning, developing tasks for teaching speaking and listening and developing and administering authentic assessment for young learners. A study by the Zein (2012) demonstrated other pedagogical areas of concerns including classroom management, error correction and feedback provision and language skill integration. The findings of Asriyanti et al. (2013) corroborate the results generated in the author's and previous studies by Chodidjah (2008), Gunawan and Suharno (2008), Hawanti (2014), Suyanto and Chodidjah (2002), among others, in various provinces across the country.

In a more decentralised context of education that Indonesia is currently adopting, the duties to assist the PD of EYL teachers now lie at the local policy authorities and government-based training agencies. With the release of The Decree of Minister of National Education No. 15/2003 on Standard Minimum of Service of Primary Education at the District Level, educational administrators at the Provincial Educational Office are expected to work along with government-based training agencies to help teachers' PD. These government-based training agencies are: (1) The Centre for Development and Empowerment of Teachers and Education

Personnel (Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan, henceforth P4TK); (2) The Centre of Training and Development of Language Teachers (Pusat Pelatihan dan Pendidikan Guru Bahasa, henceforth PPPG Bahasa); and (3) The Centre of Educational Quality Assurance (Lembaga Penjaminan Mutu Pendidikan, henceforth LPMP). It is the duty of these agencies to provide training services through programmes such as short training for teachers, distance training programmes, training for teachers in remote areas, assessment for language teachers, training for writing research papers, training for teachers in non-formal education and conducting seminars and workshops.

Rahman, Hoban, and Nielsen (2014) described PD programmes developed by these government-based training agencies as typically commencing with an invitation sent out to pre-selected schools. Teachers attend the PD programmes that are usually held from one to fifteen days. Specified teaching methodologies, contents and outcomes are expected to be implemented during the programmes, leaving little room for professional reflection and practical activities.

A few of these PD programmes are considered useful to enhance teachers' theoretical knowledge and instructional practice (Gunawan and Suharno 2008), but a great majority of them are rife with problems (Chodidjah 2007, 2008; Rahman, Hoban, and Nielsen 2014; Supriatna 2011; Wati 2011; Zein 2012, 2015). The most widely cited issue is related to the inability of PD developers to deliver programmes that can cope with the needs of teachers to improve their English language proficiency and basic communicative skills (Chodidjah 2007; Wati 2011). Another issue is related to the contents of PD programmes being impractical; many developers deliver theoretically based PD programmes emphasising the use of linguistic theories in language teaching rather than pedagogical techniques relevant to teaching EYL (Chodidjah 2008). Provision of teachers' pedagogical skills and opportunities for sharing of ideas and experiences is also absent. The theoretically based PD programme developed by the West Java Education Office, for example, resulted in teachers resorting to the use of traditional teaching techniques and feeling no benefit from the programme (Supriatna 2011).

Major issues with PD programmes are also found within the management system. The Author's previous (2015) study demonstrates that the inequitable process of participant selection plays a dominant role in the design of many training programmes. Rather than proper identification of the participants' needs, bureaucrats often determine the number of participants involved and where they are from. Power wielders in the Office for Primary Education, for example, make the final selection of training participants, which more often than not, appears to be based on political interests. In other cases, it is not bureaucrats but school principals who select participating teachers at their discretion (Rahman, Hoban, and Nielsen 2014). It is no surprise that teachers' attendance to official PD programmes in provinces such as West Java is extremely low, reaching a nadir of 0.4% (Supriatna 2011).

PD and complexity theory

The problems related to teacher learning described above demonstrate the interplay of factors such as inadequate programme development, unfocused practical orientation and inequitable process of participant selection. The inability of PD programme developers to deliver programmes that cater for the specific needs of teachers as well as the exertion of

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power from bureaucrats in the implementation of PD programmes are also reflections of the complex nature of PD.

The assumption behind complex systems thinking is that multiple dynamics are at work and they interact in non-linear patterns (Opfer and Pedder 2011). This is relevant to the contemporary view that highlights education as a complex enterprise, as stated by Kuhn (2008, 128):

> Complexity and education may be brought together because in the language of complexity, such human cultural settings, productions and institutions as educational endeavour are complex and dynamic. Individual human beings (learners, educators, and administrators), various associations of individuals (classes, schools, universities, educational associations)… are multi-dimensional, non-linear, interconnected, far from equilibrium and unpredictable. (182)

Contemporary literature in PD suggests that the domain does not operate in linear and predictable ways and, as such, it evolves in 'messy' and curvilinear ways, relative to various stakeholders involved (Opfer and Pedder 2011; Rahman, Hoban, and Nielsen 2014; Richter et al. 2011). The premise of a complex perspective in PD is that pupils, teachers, teacher educators, educational administrators and policy-makers are inextricably linked in a dynamic and multi-faceted educational system. Thus, Morrison (2008) suggested that learning emerges through the complex relationships between these interconnected groups that develop and shift in a dynamic and diverse manner.

Teacher learning and change cannot be attributed to a single factor but are made possible by other elements or agents being already in place. These include the need or motivation for teachers to learn, their beliefs, prior knowledge and experiences and supports made available by principals and educational administrators as well as relevant policy geared toward a conducive environment for teacher learning and change (Cochran-Smith and Lytle 1999; Richter et al. 2011). Consequently, teacher learning inherent within PD is emergent and unpredictable. It is not a linear process of knowledge transmission and so simple decisions may be engendered by a multiplicity of factors. PD is to be seen as a complex system rather than just an activity or a process, or as both (Opfer and Pedder 2011; Rahman, Hoban, and Nielsen 2014).

Opfer and Pedder (2011) stated that teacher learning inherent in PD is 'a complex system representing recursive interactions between systems and elements that coalesce in ways that are unpredictable but also highly patterned' (379). For Davis and Sumara (2006), teacher learning inherent within PD is constituted simultaneously in the activity of independent entities (teachers), collectives (e.g. teachers of similar subjects), subsystems (e.g. schools), within systems (school systems) and within grander unities (e.g. socio-political educational contexts). These systems and subsystems are co-dependent and reciprocally influential to teacher learning; underestimating the complexity of teacher learning in these systems may lead us to focus only on the micro context (e.g. individual teachers) and exclude influences from meso- (institutional) and macro-level (school system) contexts (Bore and Wright 2009).

Davis and Sumara (2005) argued that in order to explain teacher learning, it is necessary to consider the sort of local knowledge, problems, routines and aspirations that form and are formed by individual practices and beliefs and how they are framed by the other systems involved. The relationship between these factors and the PD agents involved is highly complex, giving rise to the unpredictable outcomes of PD (Rahman, Hoban, and Nielsen 2014). Through the lens of complexity theory, PD is a system in which multiple influential factors and actors/agents interrelate and interact in non-linear ways to produce learning experiences to

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shape teacher learning, and change and benefit the individual teachers, groups or schools to the eventual improvement quality of education. It is within this multidimensional nature and complex interrelationships that PD not only encompasses teacher learning but also the enhancement of teachers' instructional practise.

Research methodology

This study was conducted in order to answer the research question, 'What are participants' suggestions for the improvement of programmes held by government-based training agencies for the PD of teachers of EYL teachers?'

Participants

Identification of insights from participants of various regional and occupational backgrounds in Indonesia was perceived important in order to allow for the emergence of a geographically diverse sample as well as the corroboration of information leading to richer data (Marshall and Rossman 2010). The 26 teachers in this study were selected based on the types of school and regional representations. Eleven teachers taught at private schools and the rest taught at public ones. Participants in areas that were not covered by previous research were interviewed. Institutional representation was the basis of selection of the other groups of participants (teacher educators, school principals and educational administrators). Therefore, there were seven principals from both public and private schools, all coming from four different provinces. In addition, all the 16 teacher educators came from six different provinces. Six of these teacher educators worked in private training institutions, six worked in public universities and four worked in government-based training agencies. Finally, the two educational administrators had extensive experience in educational administration and in providing educational consultations.

These participants were recruited by using two methods of selection, namely networking and writing a letter to institutions (Boije 2010). The networking method was in use when prospective participants were contacted using three modes of communications: email, social media and mobile phones. This was an important stage to describe the nature of the study and to enquire their willingness to participate in the study. Letter of invitation was sent out to the primary school principals requesting permission to interview their teacher(s). Following the approval letter from the principals, the teachers were further contacted for scheduling interviews.

Participants were informed that their participation was voluntary and that they had the right to refuse or to withdraw while the study was being carried out. Participants' personal identifications were removed in order to ensure confidentiality (Christians 2005). Thus, reference to the participants is made through references such as T1 (Teacher 1) and TE1 (Teacher Educator 1).

Data collection and analysis

Semi-structured interviews were conducted in order to answer the research question. The contingencies of interaction between interviewer and interviewee were influential to the meaning of information generated as well as its interpretation. The interviews were

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transcribed. Relevant excerpts from interviews conducted in English (e.g. TE1, TE4, TE8) were quoted verbatim, while those in Indonesian were translated into English.

The analysis of the data went through several stages, following the principles of Grounded Theory (Birks and Mills 2011). First, attempts to find answers to a particular question were made through reading the entire transcripts rather than in its direct answer(s). A Computer-Assisted Qualitative Data Analysis Software package, NViVo9 was used. The transcripts were entered into NViVo9 and they were broken down into different parts. These parts were coded. Some of these *initial codes* occurred once or twice, while others occurred several times. As they were refined and redefined in a constant comparative manner in order to identify the patterns of responses, they were reorganised into conceptual units called 'focussed codes'. Tables 1–5 display different categories with a number of focussed codes. Each *focussed code* has frequency, which refers to how many times all the 'initial codes' under the focused code occurred in total. For example, in Table 3, there are 23 initial codes associated with 'Training Impractical', while there are three initial codes associated with 'Technology Utilisation'.

Table 1. Development of 'content innovation' category.

Sample interview questions	Initial codes	Focused codes	Content innovation	
			Properties	Dimensions
How did you find in-service training by government-based training institutions?	Too Theoretical, Old Fashioned, Not Keeping Up with Trends, Too Generic, Unsupportive to Language Improvement, No Language Tuition, Content Limited $N=23$	Training Impractical	Reason for Innovation	Not touching EYL, Not About Teaching Children, Linguistic Theory-Focused, Too Theoretical, Old Fashioned, Not Keeping Up with Trends, Too Generic, Unsupportive to Language Improvement, No Language Tuition, Content Limited
	Not touching EYL, Not About Teaching Children, Linguistic Theory-Focused $N=7$	Training Irrelevant		
What are your suggestions to improve the situation?	Need More Practice, Practical Oriented, Practice Teaching, Teaching Practicum $N=14$	Practical Content	Characters of Innovation	Training Integration Important, Urban Different from Rural, Appropriate Lesson to the Contexts, Situational Lessons, Need More Practice, Practical Oriented
	Language & Practice, Fluency & Methodology, Training Integration Important $N=17$	Training Integrated		
	More Language, Language Practice, Language Improvement Classes $N=11$	Language Training	Content of Innovation	Practice Teaching, Teaching Practicum, More Language, Language Practice, Fluency & Methodology, Language & Practice, Language Improvement Classes
	Urban Different from Rural, Appropriate Lesson to the Contexts, Situational Lessons $N=3$	Culturally Appropriate Lesson		
	Technology for Language Practice, Technology Important, Technology for Pronunciation $N=3$	Technology Utilisation	Means of Innovation	Technology for Language Practice, Technology Important, Technology for Pronunciation

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Table 2. Codes relating to addressing teachers' needs.

Focused codes	Frequency
Teachers need skill improvement	34
Error correction & feedback provision challenging	22
Confident with giving feedback & correcting errors	6
Language skill integration difficult	30
Material selection and adaptation	27
Limited proficiency	26
Confident with proficiency	4
Needs analysis important	3

Table 3. Codes relating to content innovation.

Focused codes	Frequency
Training impractical	23
Training irrelevant	7
Language training	11
Practical content	14
Training integrated	17
Culturally appropriate lesson	3
Technology utilisation	3

Table 4. Codes relating to management innovation.

Focused codes	Frequency
Training inadequate	19
Inconsistent administration	11
Training inaccessible	37
Monitoring needed	9
Geographical issue	5
Administration improvement	24
Evaluation needed	7
Bottom up-approach	3
Educational administrators facilitate	15
Training participants involved	12

Table 5. Codes relating to effective coordination.

Focused codes	Frequency
Poor coordination	7
Stakeholders coordinate	19
Universities participate	10
Private institutions participate	12
Teachers' groups facilitate	11
Consortium needed	2

Next, the initial codes were examined for relationships in a process called axial coding in order to identify the characteristics of categories (i.e. properties) and their dimensions. For example, in Table 1 the focused codes 'Practical Content' and 'Training Integrated' had a close relationship and were classified under the property 'Characters of Innovation'. The property 'Characters of Innovation' has dimensions such as 'Training Integration Important', 'Urban Different from Rural', 'Appropriate Lesson to the Contexts', 'Situational Lessons', 'Need More Practice' and 'Practical Oriented'.

During the early stage of analysis, categories were used to construct a model to represent the data. However, following the collection of additional data and its codification, the model

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was modified to better represent the data. When contradictory data appeared, certain codes unfitting into the emerging conceptual categories were re-examined (Birks and Mills 2011). This process allowed the introduction, elimination and merging or renaming of new categories in order to ensure all initial codes were relevant and well bode with the purpose and structure of the study. The process of data collection and analysis continued until reaching theoretical saturation when probes for categories and properties yielded no further data.

Research findings

The findings of the study are presented under the following core categories: (1) Addressing teachers' needs; (2) Content innovation; (3) Management innovation; and (4) Effective coordination.

Addressing teachers' needs

Participants (11 teachers and 5 teacher educators) suggested that PD programmes for EYL teachers could be effective if they address areas in which teachers were having difficulty with. Teacher educators stated:

> We must start from the bottom, from identification of needs. (TE2)
>
> Those who give the training must be able to analyse the needs of the teachers, what the needs of the teachers are, their interests, their habits, their preferences. (TE13)

These needs of teachers are identified below.

First of all, 18 teachers felt that they were not satisfied with their current approaches to dealing with students' errors and the way they provided feedback to their students. Some suggested it was not only the technicality of error correction and feedback provision that they found challenging, but also the psychological impact of feedback and error correction on students. This was even more so with less experienced teachers (e.g. T1, T18 and T19). On the other hand, more experienced teachers did not find feedback provision and error correction demanding. The absence of such difficulty among these teachers was acknowledged by TE13 and TE14 who believed that more experienced teachers are generally better at pedagogical skills.

Second, 15 teachers stated their difficulty in selecting and adapting teaching materials. This was an issue faced by all groups of teachers, even those graduating from English major courses (e.g. T9, T10). Teacher educators provided responses that are parallel to the teachers' confession. TE11 stated:

> The main thing is because they're not trained to do it, so they just follow the course books and follow the prescribed syllabus.

Third, another pressing issue is teachers' self-confessed 'limited proficiency'. The majority of the teachers in this study (23) were not confident with their language proficiency, with most of them citing speaking as their weakest skill. This is evident in the following comments:

> Speaking, mainly. Oral fluency. That's what I need the most. (T6)
>
> Teachers' speaking is not very advanced unfortunately. (TE16)

Weak pronunciation was also identified an issue, with both teachers and teacher educators sharing the same concern. According to TE3, 'thick accents and mispronunciation are commonplace'.

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However, TE1 stated there were also teachers with good proficiency. It was noted during the interviews that three teachers (T4, T11 and T12) occasionally expressed themselves in English very precisely.

Fourth, one area of major difficulty for all teachers was integrating language skills. Despite their awareness of its importance, all teachers found it difficult to fully integrate various language skills in one lesson. T13 referred to the skill as 'a really hard task', T3 called it 'a big problem', while others settled with the word 'difficult' and admitted not knowing how to do it properly. Four teacher educators shared teachers' concerns. TE8 commented:

> Once I conducted training for EYL teachers in Sidoarjo. The focus should be on integrating languages skills, the organizers said, because many teachers don't know how to do it. When I came there, it was true. So it was a hard day (laughs).

Fifth, findings from this study also demonstrate that teaching English at elementary level requires specific kind of knowledge. Some participants stated:

> I think knowledge on how to teach English to children is important, so we can achieve our teaching goals. (T26)

> Knowledge base in EYL will help teachers adapt materials, develop teaching approaches and techniques. (TE2)

Content innovation

Evidence shown in Table 3 demonstrates the old-fashioned and theoretical nature of PD programmes developed by government-based training agencies in Indonesia.

Various suggestions generated from the participants show that contents of PD programmes should be aimed to tackle both teachers' language proficiency and language teaching methodology. In the words of TE3,

> In-service training has to be integrated. So in in-service training we need to develop a programme in which we have some portion of activities to improve their (teachers') language. For example, pronunciation drill, … a programme on how to teach, … teaching performance.

According to TE1, T9 and TE12, provision of material development, classroom management and giving instruction is necessary.

Contextually and culturally appropriate lessons received a particular emphasis from TE3, PSP5 and TE14. They argued this is of paramount importance given the geographically diverse situation of Indonesia. PSP3 added,

> If we train teachers to do this, it would result in the teaching of English here in Denpasar, for example, different from the teaching of English in Bangli. (PSP3)

Participants argued that the fact that the programmes do not support the language improvement of EYL teachers means a particular PD emphasis is needed in this area. Others such as TE12 argued teacher educators needed to focus on improving teachers' language proficiency before moving onto the methodology area.

Finally, participants highlighted the need for the utilisation of technology. TE4 pointed out:

> Language improvement, with the development of technology can be done very easily, because we have the internet, CDs and so on. We can use them all in order to improve their (teachers') language.

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Management innovation

Evidence from Table 4 demonstrates the inadequacy of the management of PD programmes held by government-based training agencies in Indonesia. Teacher educators, school principals and administrators highlighted various issues contributing to this situation. These include little follow up, inconsistent administration, poor monitoring, the unprofessionalism of teacher educators, the top–down approach, implementation being based on projects instead of teachers' needs, lack of planning, training being available only to certain groups of teachers, training being available to only teachers in certain areas of Indonesia and inaccessibility to teachers without civil servant status. For example:

> In some areas training is available and is held regularly but is limited to a certain group of teachers. In many rural areas, no training at all. (PSP10)
>
> Remember, not all teachers can go. Only civil servants can. (TE4)
>
> Many training programmes are just projects. The directors, the bureaucrats, they want to set up projects to earn more money. (EA2)

Teacher educators, principals and administrators made various suggestions on the improvement of PD management. They stated that constant monitoring and evaluation are vital for the improvement of PD programmes. TE3, for example, maintained that evaluation and monitoring can be done by involving training participants in 'the process of developing, revising, improving PD programmes through the analysis of questionnaire'. Learning activities that allow training participants to be regularly monitored such as journals and case studies were also suggested (TE12). TE7, on the other hand, emphasised the importance of supervision during the first year of teachers' teaching career.

Participants further pointed out that the educational levels in Indonesia and the vast geography of the country are major challenges to the implementation of PD programmes. TE15 and TE1 stated:

> P4TK has broad responsibilities, to train English teachers at all levels, not just elementary but also higher levels of education. (TE15)
>
> You've got to remember that Indonesia is an enormous range of islands, teachers working in isolated areas, so again, to bring the teachers in, from miles up the hills to come to a language class is very difficult. So, it needs to be done in blocks, you know, in ten day courses or something. I think, you can't all just say, 'Oh, come every Wednesday', because you know, it could be a four hour journey by motorbike for them. So, uhhmm, yeah, it would really need to be carefully planned. (TE1)

Effective coordination

Another major concern raised by participants was the lack of coordination between relevant stakeholders in Indonesia. Some teacher educators (e.g. TE5, TE7, TE11) who worked at a university and private training agencies were unaware of the involvement of government-based training agencies in delivering PD programmes to EYL teachers. These teacher educators did not know who to contact, what to do and how to deal with teacher educators from P4TK Bahasa, PPPG Bahasa or LPMP.

Teacher educators, principals and administrators suggested the need for effective coordination of relevant stakeholders. Table 5 encompasses codes that refer to effective coordination between government-based training institutions, teachers' groups and universities.

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First of all, TE2, TE3 and EA1 pointed out PD activities are viable through the contribution of teacher educators from teaching colleges:

> They (*providers*) can set up training programmes and invite teacher educators from teacher training colleges, those from English education departments. Many of us from teaching colleges are happy to do it; we are not money-oriented, because we want to do it for community service, to follow up our research. Through collective discussion, we could decide how many hours allocated for language skills, how many hours for discussion, how many hours for reflection. (TE3)

> Cross-fertilization between campuses is necessary. That's why teacher educators from universities need to work with those from the government. (TE2)

Second, participants asserted Teachers' Group Activity (*Kelompok Kerja Guru*, henceforth KKG) or school clusters could play more active roles in organising PD activities:

> Doing it with KKG will make it centralized at district level. It'd be good because teachers with limited access to meet can work together in some kind of development process. (TE13)

Third, participants also suggested the need to involve local educational office. TE2 stated that 'local governments with all their financial resources have to be involved' and TE3 stated that contributions made by bureaucrats at local government would primarily 'cover issues such as how much funds should be allocated for the training programme'.

Because there are many relevant stakeholders involved with in-service education for EYL teachers, some participants suggested the need for an umbrella organisation. For example:

> I think we need an umbrella. An umbrella organization to unite the interests of all parties involved: teachers, administrators, teacher educators and others. (TE8)

Discussion & implications

The main methodological limitation of the study is its limited scope. Only 7 out of 34 provinces in Indonesia were represented in this study, despite the representation of all types of relevant groups of stakeholders. Further research allowing the involvement of larger number of participants coming from more diverse regional backgrounds is necessary. Nevertheless, the fact that participants of different groups tended to bring with them their unique perspectives of the same issue and provided different suggestions adds to the validity of the study. This difference is complementary and corroborative in nature. Data related to content innovation that were largely generated from teachers and teacher educators, and data related to management innovation and effective coordination that were predominantly from teacher educators, school principals and educational administrators can be conceptualised to produce more holistic approach to PD implementation.

This is relevant as the conceptualised data underscore the suitability of complexity theory in explaining the nature of PD for teachers of EYL. As participants expressed problems and aspirations distinctive to their perceptions of the world, they articulated the assumption behind complex systems thinking that multiple dynamics are at work and interact in non-linear patterns (Opfer and Pedder 2011). When participants mentioned issues such as PD programmes being inaccessible to non-civil servant teachers, they highlighted the policy context that shapes the practices of teacher learning. Participants appear to have understood the holistic and complex nature of teacher learning that is situated and evolves as a nested system involving systems within systems (Davis and Sumara 2005, 2006). This is evident in participants' suggestions of teacher learning being constituted in the activity of teachers (e.g. teachers need skill improvement), collectives (e.g. teachers' groups facilitate),

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subsystems (e.g. PD programmes having inconsistent administration), system (e.g. educational administration facilitate) and grander entities (e.g. consortium needed). They seem to have maintained that those involved with PD (e.g. teachers, teacher educators, educational administrators and policy makers) are inextricably linked in a dynamic and multifaceted educational system, allowing teacher learning to emerge through the complex relationships between these interconnected groups (Morrison 2008; Wermke 2011).

Teacher-oriented PD for EYL teachers

Teacher-oriented PD for EYL teachers requires the specific identification of teachers' profile. For Luke and McArdle (2009), the process necessitates a disaggregation of the teaching professionals by age, experience, qualifications and relevant needs. PD programmes need to be cognisance of the professional identities of teachers, their dispositions, roles and the setting in which they work in order to ensure enhanced outcomes for students (King 2014). Government-based training agencies must develop activities, tasks, projects and assignments that build on the interplay of these factors in association with teachers' linguistic and pedagogical needs.

First of all, the enhancement of teachers' language proficiency must be given greater emphasis especially due to the fact that elementary English education requires the presence of teachers that can become good language models (Cameron 2003). Furthermore, focus on instructional strategies in which teacher can learn forms of English that they can use in the classroom such as giving instructions, asking questions and managing activities is necessary. Teachers can also practise analysing and practising both direct and indirect ways to encourage student participation, develop techniques to praise students and establish classroom rules (Shin 2008).

Second, an immediate shift to the practical orientation of PD programmes is vital in order to relate teachers to the everyday practicalities of the teaching environment where they operate. It is also necessary in the development of expertise of EYL teaching that encourages the creation of new learning environments that effectively integrate teachers (Harper and de Jong 2009). Expertise in EYL teaching needs to be built upon solid theorizations of the knowledge base that would enable teachers understand children's language acquisition and learning development processes. Provision of specific areas of pedagogy as identified in this study, such as error correction and feedback provision, language skill integration and material selection and adaptation is necessary. Teachers also need to be given opportunities continuously to reflect on their beliefs and enhance their pedagogical strategies on the basis of their reflection and relevant theoretical knowledge (Cirocki, Tennekoon, and Calvo 2014). The development of teachers' language proficiency as well as methodological competence may be aided by collaborative online PD using technological tools (Teras 2016).

Creating a teacher-oriented PD for teachers of EYL within the breadth of complexity theory means an articulation of linguistic, pedagogical and professional needs that ensures the fulfilment of the 'Education for All' as praxis. Specific procedures where participants are no longer selected on the basis of the status of their school or their connection with local power wielders must be created. Priorities must be given to teachers in rural and remote areas and non-civil servant teachers also deserve attention. Therefore, a systematic policy planning for PD programmes to encourage more inclusive selection and wider access of participation is needed (Moran 2008).

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The complex needs of teachers encompassing their linguistic, pedagogical and professional needs suggest some sort of vibrant perspective that emphasises the importance of teachers' inner life, motivation and resources in teacher learning. Government-based training agencies need to contribute to the development of PD programmes that cultivate teachers' inner expertise. According to Dadds (2014, 9), 'the expertise of the well-educated teacher must lie at the heart of continuing PD if the best of educational reform initiatives are to be implemented in the pursuit of educational improvement and social justice'. PD therefore needs to be predicated upon the acceleration of personal understanding, judgement and agency where teachers are aware of their simultaneous roles as educational professionals, members of society and educational policy implementers.

Model of PD for teachers of EYL

The findings generated in this study have led to the emergence of a theoretical model of PD for EYL teachers (Figure 1).

Teacher learning depends not only on the deliberate enrichment of professional skills, knowledge and attitudes but also on meaningful attention to personal learning needs. PD therefore needs to enable teachers to understand workplace interactions and further develop interpersonal skills as well as knowledge of pedagogy and curriculum (Cameron, Mulholland, and Branson 2013). Active exploration between teachers, administrators and other stakeholders is core component in the development of critical teacher learning and this exploration needs to be understood within the evolving process of needs and changes of teachers. This theoretical model places the needs of teachers at its core and considers their pedagogical, linguistic and professional needs as they are all assessed against the backdrop of their profile and sociocultural contexts to form the underpinning principles that

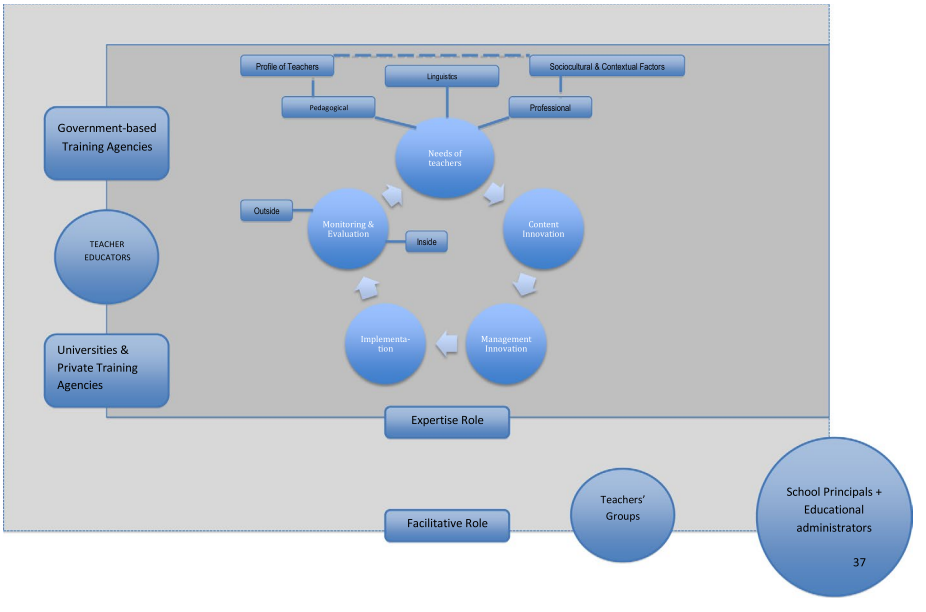


Figure 1. PD Model for EYL teachers.

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determine the design of PD programmes. This explains why the model takes into account the links between the development of individual teachers of EYL and those involved in their PD, which is in line with the contentions of complexity theory (Davis and Sumara 2005, 2006). This suggestion is relevant to the present context of PD in Indonesia where central authority's imposition of a certain activity or procedure model is offered as an instant remedy for quality improvement. This is often done without considering teachers as they interrelate and interact with others involved with PD in multidynamic fashions (Rahman, Hoban, and Nielsen 2014).

This theorised model may provide a response to the need of PD programmes development for teachers of EYL in Indonesia and other countries facing a shortage of properly trained EYL teachers. Recent studies of PD programmes for EYL teachers around the world suggests that the PD has primarily centred on meeting the needs of EYL teachers both in terms of English language proficiency and methodological competence. Studies in individual nations such as South Korea (Garton 2014), Taiwan (Chen 2012) and Vietnam (Le and Do 2012), as well as those conducted at global level (e.g. Copland, Garton, and Burns 2014; Emery 2012), provide evidence for this contention. Little evidence can be derived from these studies as to how PD programmes may address the complex nature of teacher learning in which the interplay of multiple factors and actors concomitantly influence the implementation of PD programmes. This is unfortunate given the emergence of the sociocultural approach in second language teacher education that has recently begun to examine teacher professional learning as social practise and consider the macrostructures (e.g. educational policies) of second language teacher education as one of its core tenets (Johnson 2009). It is suggested that PD programmes that only consider the micro-context (individual teachers) without addressing various factors and actors interrelating in a dynamic fashion are inadequate to explain the complexity of teacher professional learning (Bore and Wright 2009; Opfer and Pedder 2011; Rahman, Hoban, and Nielsen 2014).

It is only recently that studies on PD for teachers of EYL have taken into account the complex nature of teacher professional learning to some extent. A study by Kabilan and Veratharaju (2013) in Malaysia, for example, accentuates the fluid and dynamic nature of the PD model that requires the concentrated effort of school community (e.g. teachers, school administrators) for the success of PD programmes. On the other hand, the present Author has argued (2015) that bureaucracy plays a dominant role in the design and development of PD programme as well as its implementation and that this particular issue needs to be properly addressed. Nonetheless, neither study considers the implementation of PD programmes beyond the administrative or bureaucratic domain. It is unclear as to how they take into account the educational reform agenda involving, for example, specific policy contexts that frame PD implementation.

This study extends this body of research (Kabilan and Veratharaju 2013). First, it acknowledges the critical roles of educational bureaucracy in PD programmes to reflect the competing forces that influence the administration of teacher education. This is not an issue exclusive to Indonesia but an endemic plaguing both developed countries (Luke and McArdle 2009 and Cameron, Mulholland, and Branson 2013 for Australia; and Darling-Hammond 2010 for the USA) as much as developing ones (see Dayoub and Bashiruddin 2012 for Syria and Pakistan; and Chazema and O'Meara 2011 for Malawi). The model proposed in this study argues for the need to separate the facilitative and expertise roles between those involved with PD. Teacher educators need to play more significant roles in the identification of PD contents and tasks or components and the selection of participants. The practise-based

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pedagogy embraced in this study allows teacher educators to envision the profound knowledge of subject-specific content for EYL and the pedagogical skills corresponding with teaching the contents (Zein 2012).

The proposition to leave the decision-making of PD design, development and implementation solely to teacher educators is an innovation at both content and management levels. This is where teacher educators from government-based training institutions (P4TK Bahasa, PPPG Bahasa, LPMP), universities and private training agencies exercise their expertise role (full line) in Figure 1, as opposed to the facilitative role played by teachers' groups, school principals and educational administrators (dashed line). Because they only play a facilitative role, principals, teachers' groups and educational administrators must recognise the expertise of teacher educators in the design, development and implementation of PD programmes as well as their independence in participant selection (Elfers and Strititikus 2014).

But this is easier said than done. The tendency in Indonesia and other countries undergoing massive educational reform(s) is that the exertion of educational administrators' bureaucratic power persists, despite calls for bureaucratic reform or the implementation of decentralisation of education (e.g. Chazema and O'Meara 2011; Dayoub and Bashiruddin 2012; Zein 2015). This necessitates the curbing of administrators' bureaucratic power. This may require the creation of policy on teacher education that not only regulates teachers' qualifications but also stipulates the specific roles played by all involved in the design, development and implementation of PD programmes as well as in the selection of participants.

Second, the model encourages a better balance between the teacher-centred and context-specific models of PD that allows for the emergence of communities of enquiry based on the partnerships of stakeholders. Teacher learning is constituted at the independent entities level when PD programmes are designed, developed and implemented in the aim to meet the linguistic, pedagogical and professional needs of EYL teachers. At the collective level, teacher learning emerges when teachers are encouraged to work with other colleagues within teachers' groups such as *Kelompok Kerja Guru* in PD programmes to improve instructional practise. Studies of PD programmes in many countries such as Malaysia (Kabilan and Veratharaju 2013), the USA (Darling-Hammond and Richardson 2009) and Australia (Cameron, Mulholland, and Branson 2013) have stressed the importance of teachers' groups meetings that can be formed into professional learning communities in which continued opportunities for teachers to learn about, experiment with and reflect on new practises are made possible as much as activities for them to share their individual knowledge and experiences. Government-based training agencies need to encourage active participation of teachers' groups through supports from school principals within school cluster(s).

The reason for this is twofold: one is practical and the other functional. It is practical because it would allow for the participation of teachers in remote and hilly areas of Indonesia who might find it difficult to attend PD programmes held in a province's capital. By concentrating PD programmes on teachers' groups, in the words of PSP3, government-based training agencies can 'help prevent teachers from making unnecessary long trip to the centre of the province'. The second reason is functional because it would provide teachers with forums to disseminate best practise ideas, develop strategies to the improvement of teaching quality, develop personal and professional capacities, build school organisational capacities and create school networks (Darling-Hammond and Richardson 2009). Creating these opportunities in the Indonesian context is even more important due to the highly

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regulative climate of education that leaves little room for personal reflection, creativity and innovations (Rahman, Hoban, and Nielsen 2014).

At the subsystem and system levels, teacher educators at government-based training agencies must promote border-crossing cooperation with those from universities and private institutions that can act as independent agencies (Mitchell, Hayes, and Mills 2010). Such cooperation would be most useful when the content and management innovations, implementation and monitoring and evaluation of PD take place. For example, teacher educators from universities can act as independent agents to help teacher educators in government-based training agencies in the managerial evaluation to address questions related to the efficiency of the budget spent and as to whether a chosen venue was ideal. They can also contribute to supporting clear systems in which reports, meeting notes, presentations and programme evaluations are archived in detailed manner when communicating the evaluation results to relevant educational administrators. Such an initiative is yet to exist and it is expected to be effective to create impenetrable boundaries of a PD programme from bureaucratic forces that may hamper its implementation (Zein 2015).

Although teacher professional learning is contextually based, sustained professional work occurring in school and cluster settings needs a balanced support from centralised mandates for PD programmes (Luke and McArdle 2009). This requires PD programmes to reach the grander unity level within the particular sociopolitical and educational contexts (Davis and Sumara 2006). Government-based training agencies along with relevant stakeholders need to create this balanced power distribution in the implementation of educational reforms. Their direct and deeper involvement in both content and management innovations of PD programmes is one way to enlarge their education portfolio in the continuous reforms (Chazema and O'Meara 2011). Wider-base participation implies the need for a nationwide consortium whose aim is to connect all stakeholders and acts as the spearhead of the implementation of the various policy measures in elementary English teaching (Zein 2012). Attempts to reach this goal should be encouraged, since it is the collaborative process between relevant stakeholders where theory, policy and research combine in the design, development and implementation of PD programmes that often determines success (He, Prater, and Steed 2011).

Finally, the model proposed in this paper has provided a framework of reference for an improved procedure of EYL PD programmes aimed to enhance teachers' instructional practise (Copland, Garton, and Burns 2014; Emery 2012) that is both job-embedded and suits teachers' professional context. The model identifies a relationship with the advocacy of the sociocultural approach in second language teacher education that elucidates PD as being situated within the sociocultural and political contexts or the macro-structures in the second language teacher education profession (Johnson 2009). Nevertheless, how those involved with PD interrelate and interact within the dynamic and multidimensional subsystems and systems of second language teacher education needs specific theoretical explanation. Using a sociocultural approach may be a useful means to address this issue. But this may only do it to some extent; the absence of the important roles of government-based training agencies in teachers' PD as well as the exertion of bureaucracy in influencing PD accountability from the discussion within sociocultural approach suggests its deficiency in explaining the multidimensional nature of teacher professional learning. The use of complexity theory that has resulted in a theoretical model of PD for teachers of EYL in this study could possibly offer a significant contribution to the debate. This opens room for further research that delves into

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the breadth of second language teacher education through the lens of complexity theory to generate a comprehensive perspective of teacher learning and change.

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