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## Address:

Fakultas Bahasa dan Seni, UNY. Karangmalang,  
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## Editorial

First of all, we are pleased to inform you that *Rumpun Linguistik* of Faculty of Languages and Arts in collaboration with English Language Study Program of English Education Department of Yogyakarta State University and UNY Press issues the initial volume of *Educational Linguistics Journal* (ELJ) which provides a collection of academic and articles in various fields of study relating to four determining factors: research, theory, practice, and policy to gain success in the second language teaching and learning in any level of education. This ELJ is intended to present theoretical concepts and empirical findings from research projects undertaken by national scholars and researchers under the issues of Educational Linguistics.

All the selected articles in this volume have been peer-reviewed and edited by our competent reviewers and editors as performed in the editorial board. The painstaking production of this journal confers the benefit to be reaped by specialised and lay readers. Therefore, researchers, teachers, and students in the related fields would gain insights into some issues which include understanding and responding to the change of curriculum, language assessments, discourse analysis, bilingual education, semantic mapping strategy, blended culture, portfolio assessment, binding Indonesian male transgender community, and English phonology class through students' voice recording.

Many thanks go to all the authors, who made contributions to the quality of this journal, and to all reviewers, who devoted their valuable time to the process of a reviewing session. The informed feedback provided by the editorial review board effectively led to the improved version of the published articles.

Dr. Margana, M.Hum., M.A.  
Editor-in-Chief

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## THEORETICAL JUSTIFICATION OF BILINGUAL EDUCATION PROGRAM IN INDONESIA

Margana  
[Aqana2002@yahoo.com](mailto:Aqana2002@yahoo.com)

Faculty of Languages and Arts  
State University of Yogyakarta, Indonesia

**Abstract:** The implementation of the bilingual education in Indonesia started in 2004 and gained its popularity for about 8 years establishing 1300 schools categorised as international standardised schools in 2012. Since 2011 the bilingual education program has been criticised by some parties which argue that such a program has discriminated the poor from the rich as those international standardised schools are mostly enjoyed by the rich rather than the poor. This means that a great number of students of those schools are from the rich family. Added to this, the bilingual class students are exclusively treated in terms of school facilities, academic issues compared to non-bilingual class students. This drives some opponent parties to take the case into judicial review of the Act of the Indonesian Republic Number 20 Year 2003 Article 50 Verse 3 about the implementation of the bilingual class program. With regard to this issue, the Judicial Court in Indonesian called *Makamah Konstitusi* came to the agreement that the bilingual class program has to be eradicated on the grounds that it violates the basic laws of Indonesian Constitution Year 1945. In other words, the bilingual class program has been banned to be carried out since January 2013. To counter the decision of the Judicial Court, some headmasters of the bilingual schools state that the bilingual class program is beneficial for students to face the global challenges. With regard to the issue, this paper attempts to provide theoretical justification of the bilingual education program which has currently become a controversial issue in Indonesia. It primary aims to review a theoretical framework of the bilingual education program which is believed to be an effective way to face some challenges of the global lives.

Key words: bilingualism      education      bilingual schools

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### INTRODUCTION

Along with the swing of the paradigm on Indonesian educational contexts due to the change of the role of English as the international language and the language of technology in the global era, the Indonesian government via the Ministry of National Education makes some efforts to establish the Indonesian citizens to maximally acquire English as a target language. One of the innovative efforts to deal with the above issue is that the Indonesian government has been establishing bilingual school programs which are advocated to be implemented in elementary school and secondary school levels embodying three prominent types of schools, namely junior high schools, senior high schools, and vocational high schools.

With the use of English as a means of classroom communications of some selected subjects, for example, mathematics and sciences depending on the types of schools (junior, senior, or vocational high schools), it is expected that students of secondary school levels gain high English proficiency and global perspectives which are of great importance to figure out some challenges that possibly appear in global lives

which demand high qualified citizens to survive in the global era. More specifically, the use of English as a means of classroom communication practices by the bilingual teachers of the selected subjects can facilitate students to be accustomed to the use of English in educational contexts which could generate bilingual mind on the part of students. This is of great importance for them as they have meaningful English learning process to deal with the English materials of the selected subjects and classroom communication practices. Romaine (1995) claims that the use of the two languages packed in bilingual education program strengthens the concept of meaning of the subjects learned and establishes automatic translating systems in the learners' brain.

The implementation of bilingual program above refers to the Acts of the Indonesian Republic Number 20 Year 2003 Article 50 Verse 3 which advocates that the Indonesian government and the local government have to organise at least a unit of education at all levels of education to be developed further as a unit having international standards of education. It is also mentioned on the Acts that the National Education System should perform the capability to guarantee the Indonesian citizens to get the even distribution of opportunity in education practices, the quality improvement, and the relevance and the efficiency of education management to face challenges of the local, national, and global lives. Such a program is aimed at facilitating graduates of secondary school to face global demands and at establishing students to become elite bi- or multi-linguals who are competent in dealing with use of the target language in different contexts on the grounds that being competent bilinguals, graduates of secondary school levels are expected to survive in some globalisation strands which require high English proficiency to make contacts with other people from different countries who come from social-cultural and linguistic backgrounds (Margana, 2009).

To successfully implement the program, the Indonesian government has been carrying out some challenging programs to facilitate bilingual teachers of secondary schools to be actively involved in in-service training programs and other innovative programs such as sending them to abroad, facilitating them to undertake master's degrees, and others. Such programs are primary intended to equip the bilingual teachers to be competent in handling the teaching and learning process with the use two languages, namely Indonesian and English, which take English as the dominant language to be employed as a means of classroom interactions. Beside that, the Indonesian government facilitates the bilingual schools to equip the bilingual class with modern equipment enabling both bilingual teachers and students to establish autonomous learning. All of the efforts are expected to succeed the implementation of the bilingual programs.

In terms of the progress, the implementation of the bilingual education in Indonesia started in 2006 and gained its popularity for about 6 years establishing 1300 schools categorised as international standardised schools in 2012. Since 2011 the bilingual education program was criticised by some parties which argue that such a program has discriminated the poor from the rich as those international standard schools are mostly enjoyed by the rich rather than the poor (*Edukasi.kompas.com. 08 January 2013*). This means that a great number of students of those schools are from the rich family. Added to this, the bilingual class students to some extent are exclusively treated in terms of school facilities, academic issues compared to non-bilingual class students. This drives some opponent parties to take the case into judicial review of the implementation of the bilingual class program. With regard to this, the Judicial Court came to the agreement that the bilingual class program has

to be eradicated on the grounds that it violates the basic laws of Indonesian Republic Year 1945. In other words, the bilingual class program has been banned to be carried out since January 2013.

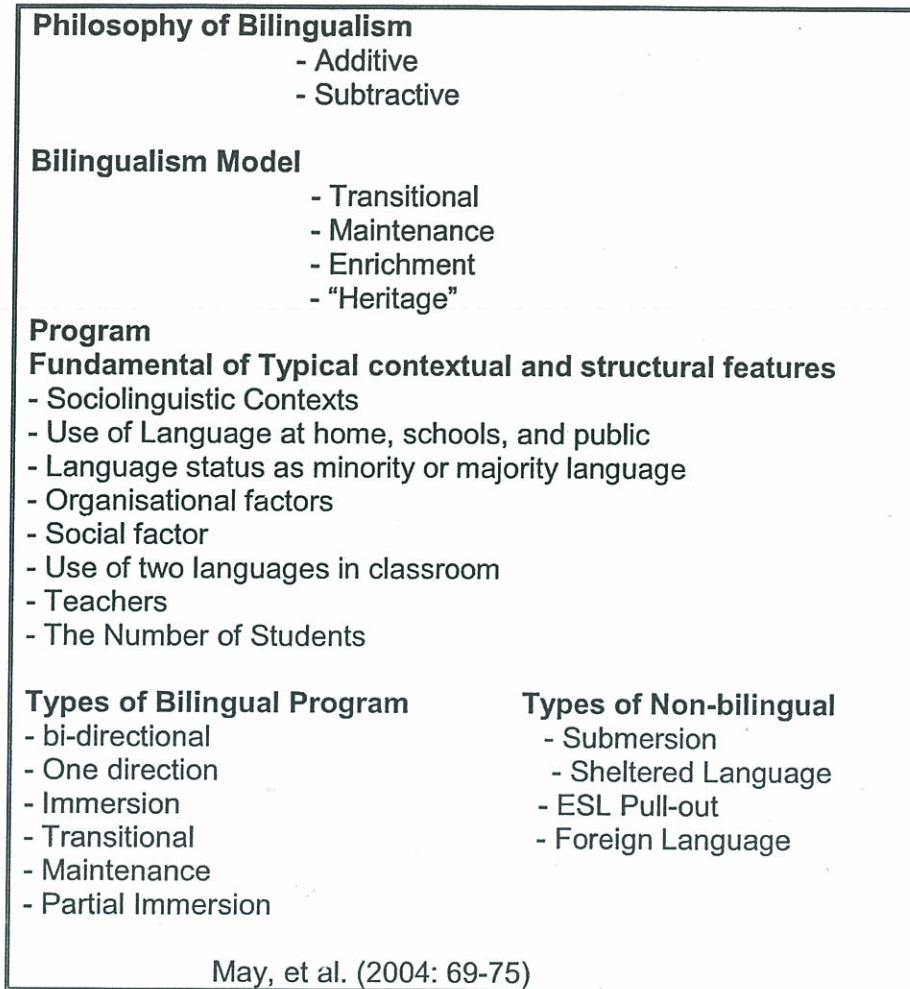
With regard to the above issue, this paper attempts to provide theoretical justification of the bilingual education program which has currently become a controversial issue in Indonesia. Its primary aim is to review a theoretical framework of the bilingual education program which is believed to be an effective way to face some challenges of the global lives on the grounds that the bilingual education program confers some benefits that can be explored from different perspectives some of which are meta-cognitive and cognitive aspects. Added to this, the theoretical justification of the bilingual education program could be used to assist dispel some of the old negative opinions and explore new outlooks on the implementation of bilingual education program.

### ***The Nature of Bilingual Program***

In a broad sense, the term *bilingual education* refers to the use of two languages as a means of classroom instructions (Anderson and Boyer in Romaine, 1995) of some selected subjects (Margana, 2009). The two languages include minor language and the major language. More clearly, May et al. (2004) advocate that bilingual education utilises two languages: first language and second language as the device of classroom instructions of some selected subjects that exist in a curriculum of any school level. Baker and Prys-Jones (1998: 466) add that bilingual education program refers to a policy of the use of the first language and the target language as a means of classroom instruction of some subjects which include natural sciences, social sciences, mathematics, and humanities.

In lieu with the notion of bilingual education above, some experts employ certain indicators to define the bilingual education. For example, Margana (2009) advocates that objectives and outcome may become indicators to limit the definition of the bilingual education. Ferguson, Houghton, and Wells in Gracia (2007) documents different aims of the bilingual education program which include the enrichment of the elite through bilingualism, assimilation, preservation of language minorities, societal integration, increased word communication, mutual-understanding, and pluralism awareness.

In support of this, May, et al. (2004) three main issues to further explain the bilingual education which include (1) philosophy, (2) model, and (3) program as presented in the following figure.



**Figure 1. Principle of Bilingual Education Program**

In terms of a philosophical perspective, bilingual education is aimed at establishing additive bilinguals in the sense that learners achieve two language proficiencies, namely the first language and target language or it is directed to substitute the first language for another language. In terms of the model, bilingual education can be divided into three, namely transitional, maintenance, and enrichment. Of these types of the bilingual education, the transitional model seems to be common on the grounds that in the teaching and learning process, bilingual teachers employ the first and target language as a means of classroom communications. Of the types of languages, the target language is dominantly used by bilingual teachers in classroom communication while the first language is dominantly used to teach basic learners. In terms of program, the bilingual education is constrained by some factors which include the curriculum, teaching methodology, the use of languages used in classroom activities, and the dominance of the number of learners to use a particular language.

With regard to the use of languages used by bilingual teachers, the following present some models of bilingual educations.

### ***Submersion***

This model accentuates the exclusive use of the target language in teaching and learning process. This implies that bilingual teachers have to utilise the target language in classroom communications. The use of the first language is forbidden because it only retards the mastery of the subjects.

### ***Sheltered instruction***

The second model is often called structured immersion. This model offers the integration of the L2 subject and the other subjects which are handled by professional teacher (native speaker) or team teaching involving the teacher of L2 and other subjects. Geenese (1999: 5) advocates that this model should give an emphasis on the collaboration of bilingual teachers and learners as this model requires the comprehensive standard of the subject content by using a particular model, demonstration, visual media, and selected texts which meet learners' characteristics.

### ***Transitional Model***

This model tolerates the use of the first language or local language as a means of classroom communication when learners have insufficiency of the target language. In line with the development of the ability of the L2 as performed by the learners, the use of L2 is dominantly used in the process of teaching and learning.

### ***Immersion Model***

This immersion model gives an emphasis on the enrichment which is targeted to deal with establishing bi-lingualism and bi-literacy on the part of learners. This model consists of eight characteristics which include (1) the use of L2 as a means of classroom interaction beside L1, (2) the use of L1 in the immersion curriculum, (3) the tolerance of the use of L1 classroom interactions, (4) establishing additive bilinguals, (5) employing class context to do with apperception, (6) the L2 similar proficiency of learners, (7) the establishment of the local culture in class, (8) Sufficient ability on the L2 and L1 on the part of bilingual teachers.

### ***Maintaining developmental and traditional language***

This model offers the use of three languages, namely mother tongue, first language, and target language. Bilingual teachers are encouraged to use the target language, but they have to use mother tongue and first language in order to always marinating those types of languages.

### ***Two-ways immersion***

This model involves L2 native speakers and L1 native speakers serving as bilingual teachers. This model is aimed at facilitating learners to acquire L2 and L1 as learners have different first language.

In reference to the above models, one-way immersion model is widely employed in some countries such as Australia, New Zealand, Canada, and others. May, et al. (2004) offer some levels of immersion model which relies on the proportional use of the first and second language in the process of teaching and learning.

- (1) 90% (L2) - 10% (L1)
- (2) 80% (L2) – 20% (L1)
- (3) 70% (L2) – 30% (L1)
- (4) 60% (L2) – 40% (L1)
- (5) 50% (L2) – 50% (L1)



With regard to the above types of bilingual program, bilingual teachers under the policy of the schools may select models of bilingual education depending on students' characteristics and the bilingual teachers' capability in carrying out it.

Similarly, Baker (2001) proposes some models of bilingual education which is basically classified into three models. They include (1) monolingual education for language minority students which leads to relative mono-lingualism (2) weak bilingual education which leads to relative mono-lingualism and limited bilingualism, and (3) strong bilingual education which leads relative bilingualism and bi-literacy. The first model is divided into 4 types, namely (a) submersion, (b) submersion and withdrawal SL, (c) structured immersion, and (d) segregationist. The second model consists of three types which include (a) transitional, (b) mainstream and withdrawal F/SL, and (c) mainstream and supplementary F/SL. The last model comprises seven types which include (a) transitional, (b) separatist + withdrawal SL, (b) two-way dual language, (c) (d) mainstream and supplementary heritage L, (e) maintenance, (f) immersion, (g) mainstream bilingual, and (h) two/multi-way mainstream bilingual/multilingual. They are performed in Figure 2.

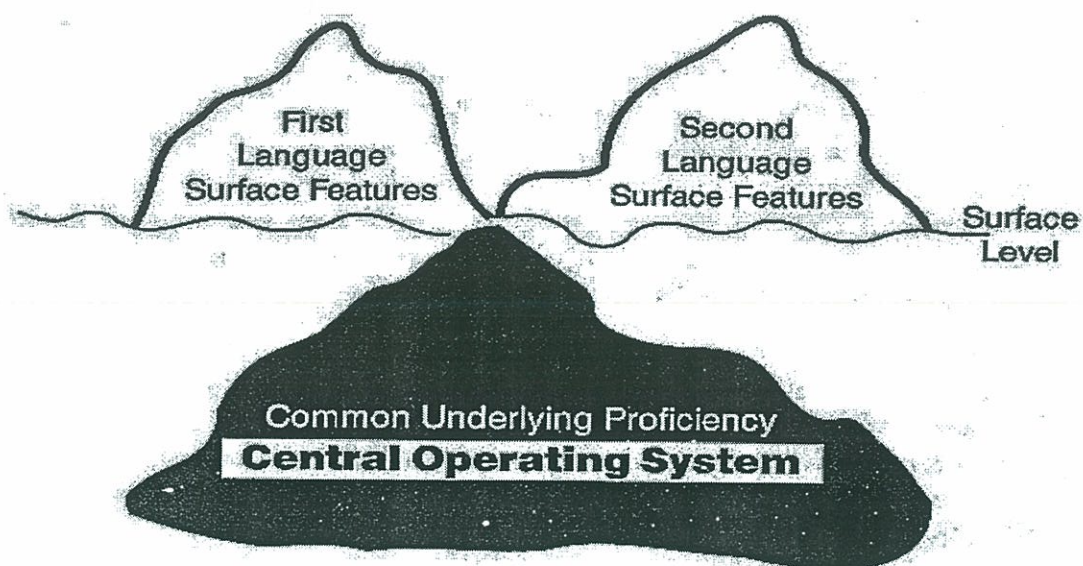
<b>WEAK FORMS OF EDUCATION FOR BILINGUALISM</b>				
Type of Program	Typical Type of Child	Language of the Classroom	Societal and Educational Aim	Aim in Language Outcome
SUBMERSION (Structured Immersion)	Language Minority	Majority Language	Assimilation	Monolingualism
SUBMERSION with Withdrawal Classes / Sheltered English)	Language Minority	Majority Language with 'Pull-out' L2 Lessons	Assimilation	Monolingualism
SEGREGATIONIST	Language Minority	Minority Language (forced, no choice)	Apartheid	Monolingualism
TRANSITIONAL	Language Minority	Moves from Minority to Majority Language	Assimilation	Relative Monolingualism
MAINSTREAM with Foreign Language Teaching	Language Majority	Majority Language with L2/FL Lessons	Limited Enrichment	Limited Bilingualism
SEPARATIST	Language Minority	Minority Language (out of choice)	Detachment/ Autonomy	Limited Bilingualism
<b>STRONG FORMS OF EDUCATION FOR BILINGUALISM AND BILITERACY</b>				
Type of Program	Typical Type of Child	Language of the Classroom	Societal and Educational Aim	Aim in Language Outcome
IMMERSION	Language Majority	Bilingual with Initial Emphasis on L2	Pluralism and Enrichment	Bilingualism & Biliteracy
MAINTENANCE/ HERITAGE LANGUAGE	Language Minority	Bilingual with Emphasis on L1	Maintenance, Pluralism and Enrichment	Bilingualism & Biliteracy
TWO-WAY/DUAL LANGUAGE	Mixed Language Minority & Majority	Minority and Majority	Maintenance, Pluralism and Enrichment	Bilingualism & Biliteracy
MAINSTREAM BILINGUAL	Language Majority	Two Majority Languages	Maintenance, Pluralism and Enrichment	Bilingualism & Biliteracy
Notes: (1) L2 = Second Language; L1 = First Language; FL = Foreign Language. (2) Formulation of this table owes much to discussions with Professor Ofelia García. This typology is extended to 14 types of bilingual education in García (1997, p. 410).				

Figure 2. Weak Forms of Education for Bilingualism

### **Benefits of Bilingual Education**

In relation to the bilingual program, many experts confer the strengths of the employment of the bilingual program. As earlier stated, the bilingual program which advocates the use of two languages in teaching and learning process strengthens the concept of the two languages and construct an automatic good translating system in learners' brain which is fruitful to establish meta-cognitive and cognitive strands (Romaine, 1995). In terms of meta-cognitive strands, the use of two or more languages as a means of classroom communication practices, students gain meta-cognitive awareness to deal with the use of the activated languages during communication practices both spoken and written communication. The term *meta-cognitive awareness*, according to Cazden in May et al. (2004:27), refers to 'the ability to make language forms opaque and attend to them in and for themselves'. This implies that meta-linguistic awareness deals with the ability to give an emphasis on the form rather than the meaning of sentences. The meta-cognitive awareness mainly concerns the awareness of the systemic knowledge of language at various different levels of language which embody phonological awareness (the understanding of sound units), morphological awareness, and syntactic awareness. More specifically, bilinguals also hold a greater awareness of meaning and structure in language because they are familiar with two languages from which they can make generalizations about the characteristics of languages instead of one. They have sufficient information about how different languages form a construction and they are commonly able to deal with other languages with less effort than it takes monolinguals (Fromkin, Rodman, and Hyams, 2007 : 350-351). Such types of awareness could reduce the possible burden of the use of language, the target language in particular, as they have been accustomed to using the target language according to the contexts.

In terms of the cognitive strengths, students could control the linguistic processes when they are involved in communication practices (Lambert in May et al., 2004; Bialystock, 1992). Added to this, the bilingual education could facilitate students to establish communicative sensitivity (Genesee et al. as quoted by Garcia, 2007). Also, with the use of the two languages, students gain the increase of cognitive development as they perform more divergent and creative thinking (Hudson in Garcia, 2007). In addition to the above cognitive advantages, students are driven to create greater knowledge and understanding of the selected subjects which activate two languages as the medium of communication practices. The following presents the common underlying proficiency model as part of cognitive advantages as illustrated by Baker (2001:165).



**Figure 3. Common Underlying Proficiency Model**

According to Baker (2001:165-166), the CUP model of bilingualism is explained in these six statements.

1. There is an integrated source of thought when a person makes language operation.
2. Bilinguals have the capacity to easily store two or more languages and also to function in two or more languages with relative ease.
3. Information processing skills and educational attainment are developed through two languages as well as through one language. Both channels feed the same central processor.
4. The language used by students in the classroom needs to be sufficiently well developed to be able to process the cognitive challenges of the classroom.
5. Speaking, listening, reading or writing in the first or the second language assists the whole cognitive system to develop. However, if students are made to operate in an insufficiently developed second language (L2) in a subtractive bilingual environment (as occurs for many bilingual students in English-language-only classes), the system will not function at its best. If children are made to operate in these classroom contexts, the quality and quantity of what they learn from complex curriculum materials, and produce in oral and written form, may be relatively weak and impoverished.
6. When one or both languages are not functioning fully (e.g., because of an unfavourable attitude to learning through the second language, or pressure to replace the home language with the majority language), cognitive functioning and academic performance may be negatively affected.

In reference to the above statements, there is no convincing reason that the bilingual education program blocks the development of the first language as each is stored in different bulks that exist in human brains. In other words, both languages are able to operate in one central processing system so that both languages can contribute to, access and use (Baker, 2001; Baker and Prys Jones, 1998; Holmes, 1984) interchangeably in communication practices. Therefore, apart from the managerial issues of the bilingual education program, it is evident that bilingual education confers a great number of benefits to the students as one of the effective

efforts of establishing bilingualism on the part of students of secondary school levels.

In support of the above advantages, Anderson and Boyer in Margana (2009) add that the use of two languages, at the same time, drives learners to flexibly alternate one language with another language which offers cognitive and socio-affective benefits on the part of learners on the grounds that it shapes the meaning of the cultural symbols and the pattern of linguistic structure of the two languages in learners' brains. In other words, the bilingual program is advantageous to students of secondary school levels.

### ***Criticisms of the Implementation of Bilingual Education in Indonesia***

As previously mentioned, the bilingual education in Indonesia has been started at secondary school level since 2004 and it gained its popularity from 2007 -2012 achieving 1.300 schools of the international standard schools (*Kedaulatan Rakyat*, 14 January 2013). In January 2013, the Judicial Court issued the strong statement urging that the implementation of the bilingual class program was against to the basic laws of Indonesian Republic Year 1945 as the bilingual class program has been only enjoyed by the rich. Only a few students of the bilingual class come from the marginal or low classes. This implies that the bilingual class program arises the social jealousy among the Indonesian society members. Added to this, the implementation of the bilingual program is believed to generate the degradation of the nationality among the young generations in the sense that they are less proud of Indonesian as the national language. Also, the label of the bilingual class program is believed to be a way of getting fund from the students' parents and other related parties which, to some extent, violates the policy of the compulsory education advocating that school fee of public elementary school to junior high school becomes the responsibility of the Indonesian government.

As far as the writer is concerned, the implementation of the bilingual program in Indonesia is very fruitful as it is targeted to establish students of secondary school level to be competent bilinguals who perform high competencies in their fields to face global challenges. It also confers some advantages as explored above. The problem here is that the implementation of the bilingual education tends to be trapped in equipping the infrastructure of the schools rather than the development of human resources. This, of course, spends a lot of money to run out the bilingual education that leads to dragging the rich to send their children to the bilingual class which is more prominent and prestigious than regular classes. In addition to this, the bilingual education is not designed for all classes of certain schools as categorised the pilot of international standard schools. A great number of schools only offer one or two classes which are categorised as the pilot of the international standard schools. This situation drags the social jealousy on the part of the students' parents as their children are not evenly treated. Such a social jealousy can be minimised when the bilingual education program is devoted to all students without any discrimination. However, it should be noted that to do so the government should provide a lot of money to cover all expenses for conducting bilingual education programs to all schools in Indonesia by selecting the appropriate model which meet the characteristics of each school.

It is evident that the bilingual education program requires some professional bilingual teachers who are competent in the first language (Indonesian) and the target language (English) to use the two languages as a means of classroom

communication of selected subjects some of which are mathematics and sciences. This implies that the Indonesian government should prepare the professional bilingual teachers before implementing programs. It is necessary that the Indonesian government cooperate with some universities which educate their graduates to be competent teachers of mathematics, sciences, and other selected subjects to teach at bilingual class programs. The main problem that exist in Indonesia is that a great number of bilingual teachers have insufficient English proficiency to utilise English as a means of classroom instructions.

To cope with the problems, the ministry of national education via the Directorate General of Management of Primary and Secondary Education and Directorate of Vocational Schools have already conducted in-service training for bilingual teachers to enhance their English proficiency and the knowledge of their fields. However, many of them still find difficulties to use English as a means of classroom communications. That is why some bilingual teachers of the pilot of the international standard schools tend to only use English for opening and closing the lessons. They also face difficulties of English technical terms, which exist in their field. In other words, they spend most of their time to use first language rather than the target language. Added to this, some bilingual teachers have little commitment to apply the bilingual program as they have become senior teachers. They also have got insufficient explanations of the main purpose of the bilingual program which discourages them to seriously implement the bilingual programs.

## **CONCLUSION**

With regard to the above explanation, there is a hot debate about the implementation of the bilingual education program in Indonesia. The proponents state that the bilingual programs applied from elementary school to secondary school level could facilitate students to face global challenges as such bilingual education programs establish qualified and competitive graduates to meet the global demands. Different to the proponents' statement, the opponents argue that the implementation of the bilingual education program creates the discrimination of the education among Indonesian society members and the degradation of the pride of being Indonesians. This comes to idea that the Act of the Indonesian Republic Number 20 Year 2003 Article 50 Verse 3 has to be judicially reviewed by the Judicial Court which leads to banning the implementation of the bilingual education program in Indonesia.

In reference to the controversial above, both proponents and opponents are encouraged to think it deeply as the bilingual education program confers some beneficial effects on students' quality on the grounds that it provides some convincing framework to establish competent bilinguals. More specifically, the bilingual education program performs some advantages which can be classified in terms of meta-cognitive awareness and cognitive development as explored above. Therefore, it is necessary to seek out an appropriate solution dealing with the problems of the bilingual education program. The possible way to do so is that both parties should conduct an empirical study on the implementation of the bilingual programs to gain the effectiveness and efficiency of the bilingual programs which accommodate all different social status which is prone to creating social jealousy among the Indonesian society members.

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