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Challenges in Managing Bilingual Schools: A Solution Through Higher Education for Prospective Leaders

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Abstract: This qualitative study is part of a feasibility study conducted by State University of Malang (SUM), Indonesia, to determine stakeholder needs for a study program specializing in managing bilingual education. The study participants included one SUM lecturer who held a managerial position in the division of SUM laboratory schools and twelve teachers/leaders of bilingual schools in some cities in East Java and South Sulawesi. Data were collected using an online questionnaire and in-depth interviews with two selected participants. The results indicate issues related to teachers' English competencies, materials development, and integrating an internationally-oriented curriculum into the national curriculum. Teachers' low English competencies prevented them from conducting teaching and learning bilingually and developing instructional materials in appropriate English. In addition, the combination of national and international curricula was identified as the biggest challenge for bilingual schools. The teachers/leaders were never trained to manage the bilingual program. They learned based on their experiences, and it took years to figure out how to manage bilingual programs successfully. Therefore, the establishment of a new program of study is needed.

Keywords: *Bilingual education, management education, prospective leader.*

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Introduction

As there is increasing awareness of the importance of mastering English in education, English has been taught since the earliest levels of education. In Indonesia, many kindergartens and elementary schools offer bilingual programs that allow students to learn English early (Jayanti & Sujarwo, 2019). Indonesian parents generally believe that bilingual education benefits their children. However, despite the great interest in bilingual schools in society, a preliminary study of the literature of current research shows that managing a bilingual school program is difficult due to the numerous problems that practitioners experience during the implementation of the program (Abduh, 2018; Fauziah et al., 2021; Jayanti & Sujarwo, 2019; Purwanti et al., 2020; Sugiarto, 2014; Surdyanto, 2018). This study attempts to capture the challenges faced by schools with bilingual programs in Indonesia. It is part of the necessary empirical evidence for a feasibility study at State University of Malang (SUM) to establish a graduate-level bilingual education management program.

SUM presents that the new program can equip its graduates with skills to manage bilingual school programs. To date, no teacher education program in higher education addresses the need to equip graduates with competencies for the administration of bilingual schools. In this context, SUM sees an urgency to establish a specific program for bilingual school management at the graduate level. The expected attributes of graduates will be a combination of competencies in professional educational management and bilingual education. This novelty is the distinctive competence of the graduates of the future graduate-level bilingual education management program. The program's establishment requires a strong and well-established academic foundation in higher education; essentially, unique content and curriculum must be developed. The program will be named the master in bilingual education management (MBEM) program.

The development of this new study program is also intended to address the skills necessary for the bilingual education workforce. For example, the study program would help bilingual schools train their staff to become program coordinators

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or principals. Similar expectations can be placed on fresh graduates of bachelor's degree programs interested in careers in bilingual schools. Prediger and Schüler-Meyer (2017) noted that trends in professional development research are based on similar issues across many different research contexts of instructional and professional development levels, as well as the processes of learners and teachers in each situation. Therefore, this study elaborates the needs assessment findings as the basis for establishing the MBEM program to explore the challenges and opportunities of bilingual education in Indonesia, which will be considered in designing the curriculum for the new study program.

Literature Review

Concept of Content and Language Integrated Learning

In its initial development, the goals of bilingual education were formulated based on content and language integrated learning (CLIL). CLIL principles promote the preservation of linguistic and cultural heritage, the support of immigrant acculturation in a new environment, the development of academic achievement, and the encouragement of native speakers to learn a second or foreign language (Baker, 2011; Coyle et al., 2010; Dale & Tanner, 2012; Ozfidan & Toprak, 2019). Considering these principles, the specific goal of bilingual education in Indonesia is to promote the country's national identity, Bahasa Indonesia (hereafter Indonesian), and to meet the need for current internationalization through the English language (Surdyanto, 2018). Therefore, teachers in bilingual schools should have a good understanding of the subject matter and the instructional media used in both Indonesian and English. For example, teachers with a degree in mathematics education cannot teach in bilingual schools if they do not have sufficient knowledge of English.

In addition, a bilingual teacher should recognize the culture underlying the two languages used (Surdyanto, 2018). Most of the time, the program and activities in a bilingual class are inappropriate for local cultures because the assumptions and practices of the program are adapted to Western culture (Astika, 1999). Therefore, bilingual courses need to be equipped with appropriate media, materials, and technology to promote students' understanding and ability to communicate in the foreign language(s) and the local/national language (Garcia et al., 2010; Garcia & Puig, 2011). All of these features are found in Indonesian bilingual schools.

In the context of bilingual schools in Indonesia, teachers must be able to use both English and Indonesian when actively teaching content. This use is consistent with the principle of CLIL, which is often referred to as English as a medium of instruction (EMI) in Indonesia (Baker, 2011; Coyle et al., 2010; Dale & Tanner, 2012). The CLIL approach is an educational approach that uses a variety of language support approaches to provide dual-focus instruction that focuses on both language and content. Bilingual teachers must be fluent in English to introduce, review, and evaluate issues in a second or foreign language. Very few switch to the first language to describe specific linguistic features of the topic or vocabulary. Implementing CLIL will be challenging from a communicative and cognitive perspective if teachers do not have an adequate level of basic interpersonal communicative skills and cognitive language skills (Hapsari, 2012). The following sections provide an overview of the implementation of bilingual education in Indonesia and discuss issues identified in previous research.

The Pilot Project of Bilingual Education in Indonesia

Bilingual schools gained greater public attention in Indonesia when the government enacted the policy of the pilot project for international standard schools (PPISS) and the International Standard School (ISS), based on the Law of National Education System of 2003, Chapter 50, Verse 3. Based on this policy, the government selected schools to learn according to the international standards of schools in developed countries that are members of the Organization for Economic Cooperation and Development (OECD) (Depdiknas, 2008). The schools selected as PPISS/ISS were instructed to promote students' English language proficiency through bilingual instruction.

Unfortunately, many teachers did not have sufficient skills to teach two languages, English and Bahasa Indonesia (Zein, 2016). In addition, PPISS/ISS was criticized as a program that was not based on extensive research. Other criticisms include the unclear concept of the program and the view that the government pays more attention to the PPISS/ISS program than to regular schools. Thus, PPISS/ISS was perceived as a system that leads to discrimination regarding school facilities, academic, and support programs.

Another issue in implementing the PPISS/ISS program was inappropriate English due to the teachers' low English proficiency in teaching the content. Then, it was alleged that this proficiency affected the students' language acquisition (Ma'ruf & Sari, 2020). It has also appeared as a detrimental factor in the national examination that students must take in their final year of elementary and secondary school. Mukminin et al. (2013) found that local English teachers were negative about the practices and accuracy of the national examination policy and its implementation on curriculum and instruction, teaching and learning, and teacher and student motivation. In another aspect, Jayanti and Sujarwo (2019) show why bilingual schools were unsuccessful under the PPISS program. They found factors such as the limited number of professional bilingual teachers, an unfavorable environment, and the high cost required to implement the programs. Due to the drawbacks of PPISS/ISS, the Supreme Court of Indonesia conducted a judicial review and withdrew the policy that addressed PPISS/ISS in 2013.

Issues about the English Competencies of Teachers in Bilingual Schools

Despite the rollback of the RSBI/SBI policy, bilingual education remains in high demand in Indonesia, especially today when the world has become more open due to advances in digital technology. Some schools are implementing bilingual programs by implementing internationally oriented and national curricula. The preliminary research phase of the current study involves a focused observation of bilingual schools' websites in East Java, Indonesia. We found 28 primary and secondary schools offering bilingual or multilingual education programs in Indonesian and English. However, upon further observation, it was found that teachers in these institutions are not specifically trained to teach subject materials in English.

Ideally, teachers of bilingual schools have sufficient competence in English. Following Van Canh and Renandya's (2017) statement, there is a strong relationship between teachers' target language proficiency and how they use the target language in the classroom to engage learners in the learning process (Fitriati, 2015; Fitriati & Rata, 2021; Jayanti & Sujarwo, 2019; Meyer et al., 2015). Teachers may be concerned about their English proficiency, and issues with grammar and pronunciation may affect students' ability to understand the material being taught. In addition, it is not unexpected that teachers find English difficult, frustrating, and time-consuming (Fitriati, 2015; Fitriati & Rata, 2021). Teachers indicated that English lessons took twice as long as Indonesian lessons. The repetitive presentation of content, first in English, then in Indonesian, took up a large portion of class time, leaving less time for actual instruction. Ultimately, the teachers' lack of clarity in explaining the topics due to language difficulties leads to confusion and frustration among the students, affecting their cognitive and communication competencies (Khasbani, 2019).

Previous studies of bilingual school implementation in two regions of Indonesia, Bali and Jakarta reported a lack of English proficiency among teachers and curriculum management. Purwanti et al. (2020) studied the management of a bilingual kindergarten in Bali. They found that the lesson plan did not meet the criteria for the bilingual program to be presented in both English and Indonesian. Most teachers with limited English proficiency use English only at the beginning of the lessons. When the material becomes more difficult, teachers switch to their native or local language (Purwanti et al., 2020). For example, in a mathematics lesson, the teacher will open the class with English to greet the students. However, when explaining complex material, the teacher prefers to use their native language or Indonesian. Although teachers are proficient in teaching subjects, they cannot necessarily guide them in English.

The teachers did not have the appropriate skills to teach in a bilingual program because of their communication skills. Other studies reported this case (see Abduh, 2018; Fauziah et al., 2021; Jayanti & Sujarwo, 2019; Ma'ruf & Sari (2020); Purwanti et al., 2020; Sugianto, 2014; Surdyanto, 2018) and the evaluation of learning did not match the criteria for the bilingual program. The evaluation was only conducted in the Indonesian language. Teachers become dissatisfied when students are unsure about English in class. This problem also occurs in other EFL countries, such as China, where teachers have difficulty teaching complex content in English (He & Chiang, 2016; Khasbani, 2019; Lam Hoang & Filipi, 2019; Tran & Quốc Tiến, 2020).

In addition to teachers' low English proficiency, school policies may also be a factor affecting the use of English in some subjects, as well as the belief that Bahasa Indonesia should dominate as the language of instruction to achieve good student comprehension. Sudiarmika et al. (2017) reported that teachers at SMPN 1 (Junior High School 1) Denpasar, Bali, use English at different times due to school policies. However, teachers and students support using English as the primary teaching language. The frequency with which the mathematics teacher used English was quite high. In contrast, the frequency with which the physics and biology teachers used English was extremely low. Finally, the physics teacher rated low for the frequency with which English was used in teaching and learning.

Issues about the Curriculum for Bilingual Schools

Bilingual schools work with standard national and international curricula. As a result, bilingual schools are more complex to administer than schools that use a single national standard. Some bilingual schools in Jakarta reported difficulties in combining international and national curricula. A similar problem was reported in Bergroth's (2016) study in Finland, according to which the work in a bilingual school is full of compromises, e.g., in describing specific language goals for bilingual instruction and general structuring levels of school language and target language acquisition in bilingual education. Teachers did not have sufficient knowledge and skills to design relevant curricula for bilingual schools (Mukminin et al., 2018; Surdyanto, 2018). All these problems bilingual schools face show the need for leadership competencies to manage bilingual education in the Indonesian context effectively. Therefore, this study is conducted to identify stakeholders' demands for a study program specialized in bilingual education management.

Methodology*Research Design*

This research is part of a feasibility study to obtain initial qualitative data on the need to establish a new study program specializing in bilingual educational management. The qualitative data needed relates to the issues and challenges of managing bilingual schools. The results of this study will serve as the basis for formulating competencies relevant to

graduates of the MBEM program. The needs assessment approach (Grant, 2002; Lin et al., 2012; Ratnapalan & Hilliard, 2002) was used to identify the gap between the issues and challenges of managing bilingual schools and the competencies of existing human resources in bilingual schools.

Sample and Data Collection

The participants in the study were 12 senior teachers assigned as managers in bilingual schools in East Java and South Sulawesi. The study also included a senior lecturer from SUM who holds a managerial position in SUM Laboratories schools.

The participant profile consisted of three English teachers, three mathematics teachers, three science teachers, one religion teacher, one physics teacher, one biology teacher, and one SUM lecturer. All twelve teachers completed the online questionnaire. These teachers had teaching experience ranging from one to twenty years. Ten of the participants were deputy principals responsible for curriculum matters. They administered the International Class Program (ICP) or bilingual program for elementary and junior high schools in some cities in East Java (Magetan, Tulungagung, Gresik, Surabaya, Sidoarjo, Malang, Ponorogo) and South Sulawesi (Makassar). Four teachers have master's degrees, and four have bachelor's degrees. These teachers have different experiences in terms of professional development and comparison with other bilingual schools in Indonesia and abroad. One of the teachers (Teacher 1) has completed a joint immersion program in Malaysia and Singapore.

One teacher (Teacher 7) has an international certificate as an online tutor. Four teachers (Teachers 1, 3, 4, and 5) have received professional development related to bilingual education from national or international institutions. The only lecturer involved in this study was the head of the school department of SUM Laboratories, who has been teaching at SUM for 32 years. The profile of the participants is shown in Table 1. Participants' names were written in numerals and their affiliations in pseudonyms, except SUM.

Table 1. Participants of the Study

Teacher	Subjects	Years of experience	Managerial Position	Institution (Pseudonyms)	Challenges faced in bilingual school	Needs for Professional Development
1	Math	5	Vice Principal for Curriculum Affairs	Junior High School (JHS) 1	Lacking in service management	-
2	Religion	1	Vice Principal for Curriculum Affairs	Elementary School 1	Lack of facility to support effective teaching during pandemic	Management of education and teacher training
3	Math	10	Vice Principal for Curriculum Affairs	Elementary School 2	Lack of facility, to support effective teaching during pandemic	Management of Curriculum that apply blended learning
4	Physics	11	International Class Program (ICP) coordinator	Elementary School 3	Lacking in quality learning in the ICP	Details of curriculum and learning method for ICP
5	Biology	14	Vice Principal for Curriculum Affairs	JHS 2	Pandemic Lack of facility, to support effective teaching during pandemic	Managing virtual learning
6	English	2	Vice Principal for Curriculum Affairs	JHS 3	Lack of human resources for ICP	Method and teaching techniques for lower secondary
7	English	20	ICP coordinator	Elementary School 4	Lack of human resources for ICP	Management
8	Science	20	Vice Principal for Curriculum Affairs	JHS 4	Lack of human resources for ICP	CLIL

Table 1. Continued

Teacher	Subjects	Years of experience	Managerial Position	Institution (Pseudonyms)	Challenges faced in bilingual school	Needs for Professional Development
9	English	5	Vice Principal for Curriculum Affairs	JHS 5	Lack of facility and resources for bilingual program	Cambridge curriculum and its learning sources
10	Homeroom teacher	5	-	Elementary School 5	Program management	Managing critical parents
11	Science	8	-	JHS 6	Lack of knowledge about bilingual education	Managing Bilingual Program
12	Math	8	ICP coordinator	JHS 7	Lack of resources for bilingual program	Learning resources and curriculum for bilingual program
13	Basic Education	32	Head of Division, SUM Lab Schools	State University of Malang (SUM)		

Data collection was conducted using an online questionnaire combined with an in-depth needs assessment interview (Creswell, 2014; Grant, 2002, 2018; Gray, 2008; Harrington & Knox, 1982; Lin et al., 2012; Ratnapalan & Hilliard, 2002). The questionnaire contained 29 open-ended questions to collect participants' demographic data, their experience in teaching bilingual classes, their experience as managers, and their desires regarding establishing the MBEM program at SUM. The questionnaire was adapted from Indrawati et al. (2017). They conducted a similar study involving the planning of a new study program specializing in the Madurese language at one of the state universities in East Java. In-depth interviews (Creswell, 2014) were conducted to gain further insights from two participants with experience in management positions. The interview questions were designed to understand the issues and challenges that bilingual schools face, how they cope with them, and what recommendations they have for graduate competencies. Before data collection, the questionnaire and interview questions were piloted on a teacher in a bilingual elementary school who held a managerial position to ensure clarity of the questions.

Data Analysis Procedure

Patton's (2015) content analysis framework was used in transcribing the interview to derive themes relevant to the challenges, needs, and requirements of teacher competency in bilingual education management. Interview data were presented as excerpts pertinent to the themes discussed. Because the study included a small number of participants, data from the questionnaire were summarized and presented descriptively. Member checking was conducted on both interviewees to ensure the trustworthiness of the data (Creswell, 2014).

Results

As mentioned earlier, this paper reports on the initial findings of the feasibility study for establishing a master's degree program in bilingual education management. The focus of the analysis at this stage is on the insights of teachers and principals regarding the challenges faced by bilingual schools that explain the importance of establishing the new study program. The content analysis of the data sets can be categorized into three main aspects: the profile of the participants, the challenges and issues in the current practice of bilingual schools, and the importance of establishing a master's in bilingual education management study program.

Challenges and Needs in the Current Practice of Bilingual Educational Institutions.

Table 1 presents the challenges faced in schools and their need for professional development. Regarding the challenges faced by the teachers, the study gained information from the participant's responses to the online questionnaire, especially on the question, "What challenge have you faced in taking on managerial responsibilities?" Participants indicated that the challenges were primarily related to managing services and facilities, teaching and learning during the pandemic, a lack of good English language skills staff, and improving the quality of instruction in international classroom programs. The participants reported challenges in service management and taking responsibility to achieve the goals as responded by Teacher 1 and Teacher 9 as follows:

"The challenge is on the [lack of] resources and teacher training [for the bilingual program], also handling student enrolment." (Teacher 1)

"There are many challenges on the preparation of the bilingual program, and [that we should] taking responsibility to parents and school to achieve education goal." (Teacher 9)

Another challenge deals with a facility always connected to the availability of relevant material for bilingual programs. This challenge was reported by Teachers 2, 8, and 12 below:

"Providing material and facility that is creative [new] and interesting for students during the pandemic is not easy." (Teacher 2)

"Adjusting the teaching to a foreign language is challenging as the facility is limited." (Teacher 8)

"There were no supporting textbooks for bilingual class." (Teacher 12)

The study also found the pandemic situation as the contextual factor that contributed to difficulties in managing bilingual classes, as told by Teacher 3 and Teacher 5:

"The pandemic has made teaching and learning too challenging to manage." (Teacher 3).

"The pandemic has made teaching, and learning cannot be accomplished completely." (Teacher 5)

The next challenge faced in managing bilingual schools was related to the availability of human resources with good English proficiency, as said by Teacher 6 and Teacher 7:

"[The problem is due to] Lack of human resources so that I need to tackle all the responsibilities." (Teacher 6)

"Preparation for high-quality teachers [is highly needed]." (Teacher 7)

Regarding the lack of human resources quality, the other challenge was raised: improving the education quality, as reported by Teacher 4 and Teacher 10.

"Improving International Class Program is challenging." (Teacher 4)

"Maintaining a conducive learning environment is hard." (Teacher 10)

Following the challenges faced in managing bilingual schools, the online questionnaire also captured data regarding the participants' need for professional development from the participants; responses to the question: "What do you need to learn further related to the management of bilingual education?" Table 1 presents the participant's answers to the question. The participants suggested that professional development should improve teachers' knowledge in leadership and management, curriculum management, material development, effective learning strategy, and CLIL. The results of the interviews are categorized and result in five points of the need for professional development, presented as follows:

(a) Training in leadership and management

"Management in education and teacher training for bilingual school." (Teacher 2)

"Managing bilingual program." (Teacher 7)

"Handling critical parents." (Teacher 10)

(b) Training in curriculum management

"Managing curriculum for blended learning." (Teacher 3)

"Details of curriculum and method for teaching international class program." (Teacher 4).

"Strengthening the international based curriculum and mastering relevant sources." (Teacher 8)

(c) Material development

"Preparing relevant material for bilingual program." (Teacher 12)

(d) The strategy of effective learning

"Designing virtual learning." (Teacher 5)

"Teaching methodology and technique for the lower secondary students." (Teacher 6)

(e) CLIL

"Teaching subject matters using a foreign language." (Teacher 8)

"Deepening knowledge on bilingual education." (Teacher 11)

These teachers' demand for professional development becomes a valuable consideration in establishing the MBEM program, especially in determining the graduate competencies. The study finding also highlights the participants' acknowledgment that they never knew or heard of any study program specializing in the management of bilingual education offered by any universities in Indonesia. Therefore, most of them (9 participants) were interested in enrolling in the new study program once it was established. Teacher 2 wrote, "it is an interesting study program, and there should be promotion and scholarship for the prospective students."

Further information was derived from an in-depth interview with Teacher 7 and the head of the division for the laboratory school of SUM. Teacher 7 was chosen because she is rich in information about the bilingual program. She is the head of the ICP program, and she is the gatekeeper of the research site. She has 20 teaching experiences and is certified as an international-based curriculum online tutor. Based on the interview, the points of the challenges she faced as the coordinator of the ICP program/bilingual education and as the vice principal for curriculum affairs are summarized as follows.

There are no competencies that match the need for bilingual classes; as told by Teacher 7, "So far, there is no teacher ready to handle bilingual classes. We hired teachers whose English is not active as they graduated from elementary school teacher training. Even if we hire English graduates, they still need training for content knowledge." Concerning this finding, she inferred that teachers must prepare their teaching materials, which is their biggest weakness. Teacher 7 said, "The next challenge is that teachers need to develop their materials and are not ready for that." In another light, job security is another challenging issue. Some teachers seek job security; Teacher 7 said, "In a private school like our school, teachers resign anytime, they find a better job, which means that our school loses teachers who have been trained and ready for bilingual programs. They have various reasons to resign; they are accepted as a public servant or move to another city following their husbands. This situation forced us to seek another teacher to substitute them." Finally, Teacher 7 also mentioned difficulty managing bilingual education: "We have difficulty combining the national and international-based curricula. We need one year to find the right formula for our curriculum, and we found it in our way to adjusting the right curriculum for our school contexts." Teacher 7 described the challenges of managing a bilingual program from her perspective as the head of the ICP program and vice principal in curriculum affairs. She highlighted the need for the capability to manage bilingual education, which she self-taught during 20 years of working.

To complement Teacher 7's data, the results of an in-depth interview with the department head of the laboratory school of SUM revealed several aspects. He explained that Indonesians are still dependent on English-speaking countries for bilingual education. He explained, "Until now, there is no special education management for bilingual education, so we just use management systems from other countries that do not fall under the curriculum in Indonesia." He said the main challenge in bilingual education in Indonesia is that "teachers have difficulties in language habituation. The language of instruction is Indonesian; during the exam, the questions are in English; when students answer questions and have difficulty, they first use Indonesian and then translate it into English. Of course, this situation is not the bilingual education we expect. The core content of learning in Indonesia and abroad is the same, but the approach and the language used certainly cannot be equated, as each country has its own culture. Therefore, we need a bilingual curriculum and teaching materials that match our country's culture." Overall, then, the new program is well worth pursuing. He stated, "The graduate of this program should be able to manage bilingual programs, develop a bilingual curriculum taking into account Indonesian culture, use foreign languages, and create textbooks that fall under the bilingual curriculum."

Discussion

Overall, the challenges related to teachers' English proficiency confirmed the problems faced by other bilingual schools in Indonesia and other EFL countries (Fitriati & Rata, 2021; He & Chiang, 2016; Jayanti & Sujarwo, 2019; Khasbani, 2019; Ma'ruf & Sari, 2020; Sudiatmika et al., 2017). The problems related to curriculum development are relevant to Purwanti et al. (2020), while the challenges related to the curriculum can also be found in previous research (Mukminin et al., 2018; Surdyanto, 2018). The new issue, which is different from the previous study, addresses the contextual factor, namely the pandemic situation that hinders online teaching and learning and limits teacher-student interaction.

All the necessary analysis results in this study form the basis for establishing the MBEM program. Current degree programs in English language teaching and educational management are inadequate to prepare graduates as future managers of bilingual educational institutions. This argument is similar to the work of Short (2017), who developed research based on the need to find ways to address the persistent problem of how teachers develop the capacity to help English language learners simultaneously develop academic language skills and subject matter knowledge. Therefore, this study focuses on the need to create a specific graduate-level bilingual education management program that prepares graduates to become managers for such schools.

The study points to another aspect of the importance of establishing a MBEM program at the graduate level. The data suggest that the main reasons for the signs are related to two factors. First, the current practice of most bilingual schools in Indonesia is conducted by human resources such as teachers and managers who are not specifically trained in bilingual education programs. Second, the general reason is related to the overall goal of introducing the MBEM program at the graduate level: to improve the quality of formal education programs in Indonesia. To this end, the considerations for establishing the program are described using the categories of management, content knowledge, and practical teaching and learning activities in a bilingual education program.

Management of practice in bilingual education programs differs from monolingual education programs. In the current practice, most bilingual schools in Indonesia are often established as a partnership between overseas institutions or organizations and Indonesian schools. The remaining bilingual schools, in our observation, are curriculum adaptations from international education providers combined and blended with the Indonesian national curriculum. In this area, the urgency of establishing a bilingual education program is important to equip graduates with the knowledge to understand

and implement the necessary documents to operate a bilingual school. For example, it is often required that the adapted curriculum be prepared in two languages, Indonesian and a foreign language, such as English. This result is also true for all other documents required for the operation of a bilingual school. In addition, study participants indicated that staff for the bilingual education program must be equipped with management skills, such as classroom management, curriculum management, and parent relations management.

The latter is particularly important because parents are the primary decision-makers in enrolling their children in bilingual schools. In Indonesia, where the bilingual education program is not implemented in public schools, the decision to enrol in a bilingual school usually rests with the parents. In this case, interview participants indicated that the parents of students in bilingual school programs belong to an educated demographic group. This group's concerns and control over school programs, including teaching and learning activities and curriculum, are intensely communicated through their children. Often, this type of parent has a higher demand for the outcome of a study in bilingual education programs. Therefore, participants suggest that there should be specific skills for communicating with students' parents in bilingual school programs.

Another importance of establishing a MBEM program at the graduate level is training human resources prepared for teaching and management roles in bilingual schools. As Lange and Meaney (2017) suggest in their study, it is important for teachers, including those in bilingual schools, to reflect on their beliefs about student success, the suggestions of experts in training programs, and students' reactions to the activities and their confidence in becoming a good teacher. In this case, these beliefs are beneficial in addition to basic pedagogical skills. For example, graduates must have the skills necessary to communicate content knowledge about the school subjects they teach. These skills are also related to testing activities in a bilingual school. In bilingual school programs, English is often used for subjects that are tested according to international standards and Indonesian for other subjects that relate to more local content. The success of testing activities depends on using a balanced range of languages for the intended design of bilingual schools.

Thus, the consistency in using two languages in a bilingual education program is reflected in the teaching and learning activities that should be conducted in two languages. There should be a clear distinction in using both tongues, e.g., English for certain subjects aligned with the international curriculum and Indonesian for subjects related to local content. When the survey was conducted, there were concerns about teaching and learning activities during the pandemic. The survey results show that teachers in bilingual education programs need to understand the management of virtual learning and the use of blended learning. This requirement may also be important for using technology in teaching and learning activities in general education.

Conclusion

The implication of this study is consistent with Hajer and Norén's (2017) study, which highlights a relationship between language and content knowledge and the role of teachers. Therefore, professional development programs for teachers should be designed accordingly. This preliminary study found an urgent need to offer graduate study as a professional development program to prepare stakeholders, such as bilingual school leaders and teachers, for careers in bilingual education by establishing a graduate program in bilingual education management. The study results also show that participants responded positively to the establishment of this new study program because of the problems faced by bilingual schools: teachers' low English competence in using English as a medium of instruction in teaching certain subjects. In addition, managing a bilingual or international instructional program requires capacities to incorporate national and international curricula, which impacts meeting educational standards that support the development of student knowledge and skills, including bilingual skills.

Recommendations

The study results indicate a new need to train bilingual school teachers to manage bilingual programs. Since this preliminary study was conducted with a small number of participants, it is recommended that future research should use a larger number of participants in a larger area of Indonesia to gain broader and deeper insights that will help in creating a curriculum relevant to the new program of study (Harden, 1999; Obadeji, 2019; Toohey, 1999). Therefore, instruments are also needed to improve to gain more insights into graduate competencies recommended by stakeholders. Following Hill (2020), further research could be developed on targeted interviews with teachers in a particular community on perspectives on the design of professional development programs considering cultural aspects (Masry-Herzallah, 2021). Another extension can be made following Schüler-Meyer's (2017) suggestion of using students' multilingual resources to participate in various subject discourses to develop identities as multilingual learners.

Limitations

The research team acknowledged some limitations of this study. First, this study involved only a small number of teachers and leaders of bilingual schools in several cities in East Java and South Sulawesi. The small number of participants did not represent the diverse contexts of all bilingual schools in Indonesia. Thus, the results of this study cannot be generalized to all bilingual schools in Indonesia. Second, whereas the MBEM program combines two study areas, bilingual education and management of education, this study did not yet involve experts in the management of education.

Therefore, future studies may also consider involving experts from the SUM management of education study program to obtain their aspirations for the MBEM program. Overall, in regard to the bilingual education in higher education contexts, specific areas of investigation are open for exploration, for example the issues on curriculum, syllabus and material development, professional development programs for lecturers, and policy making for the establishment of bilingual education programs.

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Authorship Contribution Statement

Muniroh: Concept and design, data acquisition, data interpretation, drafting manuscript, critical revision of manuscript, securing funding, admin, supervision, final approval. Febrianti: Concept and design, data acquisition, drafting manuscript, critical revision of manuscript, final approval. Kusumaningrum: Data acquisition, data analysis, drafting manuscript, statistical analysis, technical or material support, final approval. Rachmajanti: Drafting manuscript, critical revision of manuscript, supervision, final approval. Sobri: Data acquisition, drafting manuscript, statistical analysis, final approval.

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