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REPORT OF ALI/GU CONSULTATION TO

USAID/INDONESIA

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Submitted by

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BACKGROUND

USAID/Jakarta requested the services of Ms. Suzanne M. Peppin, Director of the American Language Institute, Georgetown University, Washington, D.C. for three weeks TDY to assess English language training programs in Indonesia currently being utilized to prepare USAID participants for overseas training. The following is a condensed scope of work:

- a) review English language training problems associated with USAID sponsored participants training;
- b) assess English teaching facilities with attention to teaching methods, philosophy, staff qualifications, curriculum costs and results;
- c) review other donor English language programs and possible use of their programs to meet projected USAID needs; and
- d) compare merits of English training in Indonesia and the USA.

CRITERIA FOR EVALUATION

Within the field of English as a Foreign Language, there is substantial agreement upon a set of minimal standards which successful teaching programs meet. In any evaluation of such programs, it is useful to have these criteria clearly delineated. Following is a discussion of the criteria used by the writer fulfilling her mission.

1. Curricula must be shaped to meet the training requirements. Since AID participants are studying English in order to enter academic (or training) programs, the curricula must provide a program to develop students' skills in listening, speaking, reading and writing for academic purposes. A traditional intensive program focusing on developing oral communication skills is not sufficient for these participants. Further, it is important that all parts of the program be integrated and unified by a sound pedagogical rationale. A well-designed intensive program of 25 hours per week will yield far better results than a less integrated program of 10 or even 15 hours more per week. The well-designed program will be based

on a set of performance objectives which will determine the pedagogy, texts, and materials selected. At this stage in its development, the EFL field offers a variety of good texts which focus on acquisition of academic skills, i.e., analytical skills in reading and writing, which are essential for successful functioning in a university environment. The good program will provide instruction on different levels of proficiency using sequenced materials so that students may progress systematically toward the required level of English language competence. TOEFL preparation courses may help students raise their scores, but the end result is to shortchange the students because essential training in academic skills is neglected.

2. Faculty must be experienced and trained in EFL methodology. Experienced teachers trained in EFL methodology are essential to a successful language program. Teaching a second language abroad entails creating the foreign language environment for the students in the classroom. The entire responsibility for fashioning that language environment falls on the EFL teacher. To be effective, the teacher needs to be qualified in EFL with training in the currently accepted methodologies resulting from many years of research and experience.

It should be noted that a well-trained Indonesian teacher of English is preferable to an untrained native English speaker. The day is long past when being a native speaker of a language is sufficient qualification for employment as a language teacher. Inexperienced teachers or those transferring from other fields should go through an orientation or training program and teach only under the close supervision of experienced instructors.

3. Cultural orientation should be an important component of the program preparing participants for an experience in the USA. Activities which become part of the curriculum serve as a cultural bridge and with careful employment serve to lessen student anxiety and the strain of the unknown. Utilizing the knowledge of paralinguistics systems implicit in broader communication - gestures, proxemics,

social customs, language conventions - with an attitude which does not involve value judgments - can create an awareness and an appreciation of the cultural diversity, thus enhancing the social and educational experience of the participant in the USA.

4. Facilities should provide good learning environments. Good physical facilities are desirable and can make the teacher's task of providing stimulating instruction easier. It must be recognized, however, that excellent instruction need not depend on brightly painted and well lit classrooms. Therefore, for this criterion, the key factor is to determine whether the facilities available are being used in the best possible way, i.e., is the maximum potential for instruction being realized. A program with a modern language lab poorly used might well receive a poorer rating in use of AV than one in which a cassette recorder is used imaginatively in the classroom.
5. Cost Effectiveness programming is when language training goals are met within the time and budgetary limits set. Cost effectiveness of a language training program must be measured both by the length of time needed to prepare a participant for departure and the extent to which overseas training programs are completed successfully without extensions of the training period. Success measured by length of time to a given proficiency test score, e.g., TOEFL 475, is probably misleading because "success" on TOEFL is a very poor indicator of probable success. In different language programs, the quality of units of instruction may vary widely so that more hours at a cheaper cost may in fact be less cost effective than fewer hours in an intensive well-integrated program. Students progress at a much more rapid pace in a program with well-developed curricula providing for small classes at appropriate levels of proficiency.

Success is also dependent upon the ease with which the participant makes the transition from being a "stranger" to becoming a student in a foreign country. A good program will prepare the student both culturally and academically for the study abroad experience. Cram

courses to achieve entry level test scores will leave participants ill-prepared to cope with the demands of living and studying at a U.S. institution.

ENGLISH LANGUAGE PROGRAMS IN JAKARTA

The British Council English Language Centre

The British Council operates an English Language Centre that is similar to intensive programs in the U.S. Having been involved in English language teaching overseas for more than 40 years, the British Council English Centres have developed an expertise and support system that is unparalleled. The British Council is able to provide the most consistent and professional English language training in the Jakarta area. Presently, the Centre accepts only students working for the Indonesian government plus professional people working in development and technical cooperation projects. The Council has, however, provided language training services under World Bank projects for candidates intending to study mainly in the USA.

The Centre is open throughout the year with the exception of two weeks at Christmas, one week during Easter and four weeks during Ramadan. General English courses are offered on a part-time basis, 20 hours a week, scheduled after office hours. The objective in the general English course, Levels I, II, and III is to concentrate on developing an all-around ability in English with special emphasis on effective oral communication. Once a student reaches the "Platform" level (equivalent to a 425-450 on TOEFL), he may enter the Centre's specialized course, which is called English for Academic Purposes (EAP). The full-time, intensive course, was designed to enable students to achieve the level of proficiency required to follow a course of academic study conducted wholly in English. This course provides 400 hours of instruction over a three month period in classes totalling 31 hours per week. On completion of the EAP course, the Centre recommends students take an additional 8 to 12 weeks of advanced language and academic skills preparation in the U.K. or the USA before matriculating into academic programs.

Staff

The Director of the Centre is on the permanent staff of the British Council and three Assistant Directors are on contract to the British Council in London. The faculty is a mixture of London-appointed and locally recruited teachers from Great Britain, America and Australia. The majority are highly qualified with experience in TESL abroad. There is an on-going staff development program and

in-service training for teachers in their initial assignments.

Facilities

The Centre is with the Council's main offices on the first and second floor of the S. Widjojo Centre and has 12 classrooms, a 24-booth language laboratory, a listening lab and a video recording studio. There are abundant teacher and commercially prepared materials. The Centre is not as restricted by GOI regulations as other language programs in bringing in texts and teaching materials. Texts are either loaned or used as class sets. The 2200 volume British Council Library adjoins the Centre and becomes an extraordinary resource for the reading and study-skills component of EAP courses.

Costs

Costs are relatively high for individual students. The fee for General English and the English for Academic Purposes (EAP) course is \$5.00 for each teaching hour. However, the fee for group classes with 18 to 20 students in each class is \$75.00 per class hour. This assumes that students in the class would be at the same level of English proficiency. Formations of such groups would require long-range planning and coordinated effort among AID project officers.

Costs by total hours and levels by individual student-hour rate

Level I (200 hours)	Level II (200 hours)	Level III (2000 hours)	EAP - (400 hours)
\$1,000.00	\$1,000.00	\$1,000.00	\$2,000.00

The administrative staff at the Centre is interested in working with AID to establish a set of admission procedures either to the general English level or to the EAP course. They welcome cooperation in establishing a curriculum for courses so there might be articulation among the different stages of the participants' training program. There was also discussion on setting up a correlation study between ALI/GU and the British Council ELPT Placement test to help AID in the screening and scheduling procedures.

International Language Programs (ILP)

International Language Programs, set up in 1977 as a private independent enterprise, is located in Kebayoran. ILP offers a graded program of General English starting at the Beginners Level and continuing to a Post Intermediate level. The teaching program is oriented toward oral fluency with little emphasis on reading and writing. The methods and program are described as "British influenced," and all 14 teachers at ILP are either from Great Britain or Australia. However, an effort is being made to recruit American teachers so that the faculty would have an equal number from each country background. Experience in TESL is the primary qualification and the minimum education requirement is equivalent to a U.S. A.B. degree. The teachers are on yearly contracts with hospitalization insurance, a local medical plan, sick leave, i.e., all the benefits associated with teaching under contract. Housing is provided. Teachers teach a maximum of 24 hours per week. The General English courses break down into two levels, Basic and Intermediate, each with 180 hours of instruction. A Post Intermediate course, called First Certificate English, prepares students for the British First Certificate English Examination and requires an additional 180 hours of instruction. There are no equivalency studies of Cambridge examinations and TOEFL; however, in discussions with the Program Director, it was estimated that accomplishing the Basic and Intermediate level plus the First Certificate English Examination course would most likely bring students to 425-450 on TOEFL. Presently, Basic and Intermediate level classes are only offered on a part-time basis.

Costs by Total Hours and Levels by Individual Student-Hour Rate

Basic Level (180 hours)	Intermediate Level (180 hours)	First Certificate English Course (180 hours)
\$690.00	\$690.00	\$810.00

At the present time, the program at Kebayoran is fully subscribed for the next two years.

However, ILP has a "sister" program at JL. Juanda where Indonesian teachers are employed using the same teaching methods and syllabi as the main branch. Teachers are recruited and put through an intensive training period before teaching in the program. The sister branch is directed by a native-speaker from Great Britain and some classes at the Intermediate level are taught by native-speakers from the main branch. Costs are considerably cheaper. It was estimated that the fee for each student hour would be approximately \$1.50. ILP is most anxious to increase the use of the Juanda program because it helps meet the established quotas set by the Government of Indonesia regarding the ratio of foreign language teachers to native language teachers. An intensive program could be designed with additional reading and writing components not usually in the Basic and Intermediate syllabi. Again, use of this program would be dependent on long range planning since "program" implies a certain number of students, generally around 50, who would be tested and placed at certain levels. Since ILP has not had extensive experience in conducting intensive English language programs, one can only speculate on the possibility of success.

Perhimpunan Persahabatan Indonesia Amerika (PPIA)

PPIA, formerly a Bi-National Center, has been financially independent since 1976. There are currently over 10,000 students enrolled at the Center, 85% of whom are part-time. The Center employs 159 teachers, three-fourths of whom teach part-time up to 16 hours per week. According to the bi-laws of the Center, only Indonesian teachers may be hired although native speakers of English can be used as models or resource persons in the classrooms. Prospective teachers are given a language competency test and required to undergo a training session before teaching in the classroom. The majority of the teachers, however, are not trained EFL teachers. There is no stipulation that teachers must be professional English teachers.

Students in the intensive program attend classes four hours a day, five days a week for a total of 20 hours per week. The program is offered three times daily - 7:00 am to 11:00 am; 11:00 am to 3:00 pm, and 5:00 pm to 7:00 pm. At present there are 160 students enrolled.

Texts and materials used in the intensive courses reflect the period when USIS was involved in the Center. The methodology is based on the "structural" model with emphasis on acquiring basic grammar rules, a method popular in the 60's and early 70's. For the Center with a student population of 10,000 to change texts to keep up with the current teaching philosophies in the field would obviously be a costly expenditure of hard currency. The Center has developed some supplementary materials, but still relies heavily on the texts available.

The elementary and intermediate levels break down into a Grammar class, a Reading and vocabulary class, a Listening class, and a Conversation and Listening Comprehension class. The teaching focus in the advanced section is primarily on practice for TOEFL and ALI/GU tests. Teachers generally use cassette recorders in the classroom since the Center does not have a language laboratory. The Center has a library which is available to the students for extensive reading practice.

Because of the large enrollment, the Center could only accommodate special groups of participants in the early morning, the 7 am to 11 am shift, although contracts for special on-location programs are available upon request. The charge is 1,000 rupiah for each teaching hour. In their experience, 6 to 9 months of instruction (depending upon entrance level) in the intensive program generally gets a student to approximately 450 on TOEFL or entrance into the British Council English for Special Purposes (EAP) program.

A cost factor

<u>hours</u>	<u>cost</u>
400 hours (20 weeks)	RP 400,000
600 hours (30 weeks)	RP 600,000

Lembaga Pengembangan Perbankan Indonesia (LPPI)

The intensive English courses connected with LPPI do not comprise an English Institute providing an articulated curriculum offering instruction at various proficiency levels. Rather, it is an ad hoc program set up in response to an internal need to provide English training for Indonesian bank employees scheduled to go abroad. In addition, LPPI has offered the program to outside organizations on a contractual basis. One such program for AID participants was just ending at the time of the writer's visit. Evaluation of the success of the program, therefore, is still to be done by the project officer.

The title of the course for this AID program, TOEFL Preparation, indicates the focus of the program. There is almost no instruction which is not geared to "passing the TOEFL". Participants are in class a total of 40 hours per week. Just two teachers, one Indonesian and one native English speaker, provide all the instruction which consists primarily of mechanical drilling on grammatical patterns and learning discrete vocabulary. Almost no time is spent on improving reading and writing skills. The texts used are mainly materials written by USIA. For example, only 1 out of 15 reading texts on the book list is a reading text designed to develop expository and analytical reading skills. The other readers distributed by USIA are generally stories or descriptions of life in the U.S. (In recent years, USIA has produced a variety of excellent texts geared for the foreign student going into academic programs, but unfortunately these were not available at the time USIA was actively involved in English language teaching in Indonesia.)

The 32 AID participants who are divided into two classes have a wide range of English proficiency. This lack of homogeneity of ability within the class results in frustration for both participants and the teacher. Some students, who fall above or below the "average" level, feel they are spending many unproductive hours in classes not suited to their particular level of English competence.

The cost of a 300 hour course for 15 students is 1,400 rupiah per teaching hour.

Australian Language Centre

An Australian Language Centre will be opened in Jakarta in August with one of its directives being provision of language training for the approximately 120 Indonesians going into academic programs in Australia each year. Indonesians will have five months of intensive study in Jakarta between July and December and two months of academic preparation in Sydney before the start of the Australian academic year. The Centre will have four classrooms, two teaching laboratories, a library and an auditorium. It will have a staff of 11 under a Director with supporting administrative, technical, and library staff. Professional EFL teachers are being recruited from Australia.

According to Richard Harman, Counsellor in Development Assistance at the Australian Embassy, the Centre will be fully engaged from July to December with the intensive program. From January to June, they plan to offer courses to counterpart staff working on cooperative development projects. There is a possibility that AID participants might join classes during this period if there are corresponding needs. This would be at no charge (in the spirit of cooperation). Some AID participants may be able to take advantage of this instruction, however, the opportunities may be limited because of the nature of the program at that time. In all probability, the Centre will also find that only 4 classrooms will restrict the number of classes that can be offered.

PROBLEM AREAS

No policies or guidelines that apply to all projects

At the present time there is no English language training policy or set of guidelines that apply to all projects funded by AID. Consequently, each project manages and funds ELT in a different fashion. There is also a wide range of attitudes toward the importance of English competency in training, from those who suggest that participants can acquire English "somehow" along with their academic training to those who hold strong convictions that all English training should be done in the U.S. There is a need to recognize that English language training is a legitimate training expense and is, in fact, a strong factor influencing the success rate of participant training programs.

Academic competency

There is a need to recognize that language competency, particularly for academic programs, requires more than a conversational ability. Participants going into academic programs face heavy demands in analytical writing and reading, instruction not usually found in basic English classes, and skills often not practiced by foreign students in their native language. Participants need to acquire these skills and know how to use a university library, how to research and write a scholarly paper, how to ask questions and how to know which questions to ask to get the kind of information needed. Studies on adjustment problems of foreign students have also shown that foreign students need orientation - the kind of orientation that prepares a student for the role of the learner in a university environment. Indonesians coming from strong community backgrounds find it difficult to adjust to the competitive "individual" approach required of university students in the U.S. Along with these skills, they need to be confident of their preparation so they can manage themselves in a new setting.

Among professionals in the field of English teaching, there is a consensus that this academic preparation can not be readily accomplished in the home country, particularly from those countries where the teaching and learning

style is quite different from that in the U.S. The British Council recommends that all Indonesians graduating out of their English for Academic Purposes Course continue in a 12 week academic skills preparation in the U.K. The Australian Language Center has also set their program up in two stages, six to eight months at the Centre in Jakarta followed by a two month course in a study center in Sydney. Experience at ALI/Georgetown and throughout the field suggests this additional preparation between the basic language program and admission to an academic program is a valid approach.

No screening process before departure

Foreign students coming to the U.S. with TOEFL scores of 450 to 500 or with minimum call-forward ALI/GU scores must be considered marginally prepared in English. The risk factor would be reduced considerably if predeparture screening were conducted and selection based on more than just objective test scores. AID policy is to select participants without reference to English language competency. This assumes that all participants have the capability of acquiring the language skills necessary to go into academic training and also assumes that the participant will be able to receive all the training he needs in-country. TOEFL reflects only passive language competency and does not indicate a person's ability to communicate (be understood) or write in English. Both of these skills are essential. If there were a screening process plus teacher evaluation/prediction and an interview with a content and language specialist, there would be far fewer cases of students plateauing in language programs in the U.S. for extended periods. This comment is made with full recognition of how important it is "to save face." From the perspective of dealing with foreign students once they arrive in the U.S., the writer is uncertain which is the worse place "to lose face", before going abroad or returning having failed to complete their programs in the manner and time anticipated.

Need for comprehensive guidelines for short-term training

There is a need to develop at the Mission a more comprehensive definition of short-term training and guidelines for programming. Short-term training programs vary considerably in nature and purpose. Some are condensed academic

courses which require a high level of English competence in all skill areas, whereas other programs may not require full academic competence but only the ability to communicate in a question-and-answer verbal setting. In programs where up-grading skills is the objective, competence in language may not be equal in importance to knowledge and background in the subject area. However, a certain level of language proficiency is necessary to function in a survival sense in the U.S. or other English-speaking countries. The recommendations in AID HANDBOOK 10 would insure that ability. However, careful consideration of other requirements for specific short-term training programs would also insure that participants receive full benefit of the program.

Lack of English language teaching programs

Discussions with English language professionals, Dr. Amran Halim, Director of the National Center for Language Development at the Ministry of Education and Culture and Dr. Kay Ikranagare at Bulog, reinforced the impression that few programs, with the exception of the British Council, offer quality English language instruction, and only the British Council offered language instruction specific to the needs of students going into academic programs. In July 1982, Dr. Halim reviewed language centers in Indonesia and determined from the survey that there was a need to create new centers for the purpose of training Indonesians going abroad. Dr. Halim has yet to meet with the Director General of Higher Education and the Director of the Council of Sciences to generate plans for implementing the program. With the recent devaluation, Dr. Halim is unsure of a time frame but "remains optimistic" the Ministry will approve the plans.

The implications are that AID has very few options in dealing with language programs at the present time. At the early stages of language learning, instruction at local institutions may suffice; however, the critical stage between 450 and 500 on TOEFL warrants careful programming. The experience of one U.S. university would support this observation. Dr. Thomas Hudak, Director of the University of Kentucky English Language Institute, reported that only "a few" of the participants coming from the intensive program

from the Western Universities Agricultural Education Project were able to get 550 TOEFL after 8 weeks in their intensive program. The majority of the Indonesian participants go into their academic programs taking concurrent English courses and experience difficulties particularly with writing assignments. He suggested that 8 weeks in an intensive program were not enough to develop the reading and writing skills necessary for academic work.

At the present time, all of the factors suggest a more cost effective approach in the long run would be to program AID participants into language programs in the U.S. once they obtain minimum call-forward ALI/GU scores or TOEFL scores from 450-475. With the recognition that ELT does take place even without inclusion in the PIOP, implementation of the training objectives would be far more expeditious if its need were explicitly recognized and provided for. Tuition costs in the U.S. are comparable to the British Council fees, and in fact, may be slightly lower. The added expense of maintenance may be off-set by other factors. Total time spent in language training would be less, plus students would not be subjected to several divergent methodologies. Removed from job responsibilities in-country and the problems of trying to maintain family income while in language training would allow participants to concentrate fully on developing language skills. This also extends the period for adjustment to the problems of adapting to a new cultural environment.

My
original
recommendation!

RECOMMENDATIONS

1. A sound Mission policy on English language training that applies to all projects funded by AID is urgently needed. Before initiating changes in the present training practices, the Mission is strongly urged to conduct a careful survey to determine
 - a) how projects with training components fund and manage pre-departure English language training as well as English training in the U.S.;
 - b) whether a coordinated effort, particularly in the initial stages of in-country English programs, would be beneficial to the projects both in the quality of language training and costs.
2. Based on the results of the survey, a coordinating committee would be set up to review plans for administering English training and to act as a clearinghouse for English training activities in Jakarta and the surrounding islands. A long range goal of the committee would be to determine if it were in the best interests of USAID and GOI to become more involved with English language programs by
 - a) strengthening a local language institute with experienced English language teachers and materials, or
 - b) setting up a regional language program in a cooperative effort with the World Bank and Asia Development Bank, or
 - c) reinstating the USAID directed English program that existed at the Mission from 1959 to 1965 and from 1968 to 1976.
3. All new USAID projects with training components should specify how English language training for participants will be funded and managed.
4. With extensive ALI/GU and TOEFL testing taking place, data could be collected to provide information that would be useful in establishing standards of language proficiency for both academic and short-term training. The part-time position of ALI/GU test administrator could be upgraded to Education Specialist with the expanded responsibility of:
 - a) compiling statistics to generate brief studies, e.g., average scores

of participants taking ALI/GU for the first time and the rate of progress in specified time periods;

b) working with the British Council to create a correlation table between ALI/GU and the British Council threshold level into the academic preparation component of their intensive program;

c) becoming familiar with the various English language programs in Jakarta and provide information to Project Officers upon request;

d) acting as coordinator for scheduling English language training among the various USAID projects;

e) organizing a 1 or 2 day orientation program to be conducted each month as a pre-departure activity.

LONG-TERM ACADEMIC

ALI/GU				<u>Group Categories</u>	<u>Explanation</u>
<u>TOEFL</u>	<u>Usage</u>	<u>List.</u>	<u>V&R</u>		
over 550	90	90	90	CATEGORY I	Fully qualified in English for training requested
475-500	80	75	65	CATEGORY II	Usually eligible for Call Forward. Eligibility dependent upon type of training. Generally require 8-12 weeks specialized (academic preparation; upgrading communicative skills for short term training)
425-475	60	50	50	CATEGORY III	Require a maximum of 3 months (360 hours) intensive English training in Indonesia; will be retested.
Lower than above minimum scores (600 hours of intensive)				CATEGORY IV	Require long term intensive English training; cannot be recommended for training at this time.

Recommendation 5

Until norms for the revised ALI/GU tests are developed, the Training Office should continue to use this revised score interpretation table.

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RECOMMENDATION 6: Given the present language training requirement for Indonesian participants in AID funded projects, a three stage program should be developed to insure adequate language preparation. At completion of each stage, participants would be carefully evaluated to determine whether they were prepared to undertake the next higher level of training. A schema presenting the chief components of such a program is offered to assist the AID Mission to formulate a policy for English language training.

English Language Training and Academic Preparation Skills

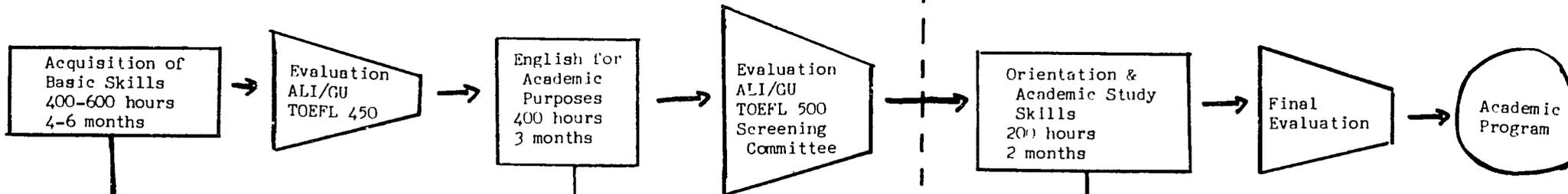
In-Country Language Program

U.S. Institutions

STAGE I

STAGE II

STAGE III



The learner will acquire a strong command of general English skills which provides the base needed on which to develop the skills for specialized programs. Emphasis is on the acquisition of good speaking and listening abilities along with the basics of reading and writing. At the end of Stage I, the learner will have sufficient command of English to continue language instruction in the medium of English.

While continuing training in communicative skills, the program focuses on reading strategies and analytical writing skills needed for academic training in English. Teaching materials are carefully chosen to meet clearly stated pedagogical objectives. At the end of Stage II, the learner will have demonstrated competence in all four language skills.

Emphasis at this stage is on applying English skills to simulated academic tasks and to familiarize the learner with the requirements for being a successful student in a U.S. university. Instruction focuses on academic skills, i.e., note-taking, oral seminar skills, analytical writing as well as library research techniques. At the end of Stage III, the learner will be able to function in a university environment with little interference caused by language deficiencies.

Note:

Stage I would be provided at local institutions in Indonesia.

Note:

Stage II is currently only available through the British Council Centre.

Note:

Stage III would take place at selected language programs in the U.S.

CONCLUSION

Until the Mission develops a language training policy that applies to projects funded by AID, the current problems with English language preparation will continue to exist and, perhaps, grow with the increasing number of participants in training. If the Mission should decide to strengthen an existing language program or set up a program of its own, ALI/Georgetown through its contract with AID/IT would be in a position to give strong advice and support.

I would like to thank the Mission for the opportunity to observe language training in the in-country stage. The visit also enables the Institute to anticipate the needs of the Indonesian participant programmed to ALI/GU.