

Models and Strategies for BIPA Teacher Training (2009–2024): A Systematic Review of Southeast Asia and the United States

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ABSTRACT

Law No. 24/2009 positions Bahasa Indonesia as a prospective international language and promotes *Bahasa Indonesia untuk Penutur Asing (BIPA)* as a strategic instrument of cultural diplomacy. However, empirical evidence on effective training models for teachers and learners across international contexts remains fragmented. This study synthesizes research on BIPA training models and their pedagogical implementation in Southeast Asia and the United States from 2009 to 2024. A systematic literature review was conducted following the PRISMA 2020 protocol. Searches in Scopus, ERIC, and Google Scholar (March 2024) yielded 312 records. After screening and eligibility assessment based on predefined criteria, 15 studies were included. Study quality was appraised using the MMAT (2018), and findings were analyzed through weighted thematic synthesis. The evidence is dominated by Indonesia-based studies with international orientation (n=9), followed by Southeast Asia (n=3), the United States (n=2), and transnational contexts (n=1). Three major thematic clusters emerged: (1) curriculum standardization, particularly CEFR adaptation; (2) technology-oriented professional development; and (3) exchange and mentoring models. Distinct contextual logics were identified, with Southeast Asia emphasizing regional integration and institutional expansion, while the United States focuses on sustaining Less Commonly Taught Languages (LCTLs). Effective internationalization of BIPA requires networked teacher professional development integrating TPACK frameworks and mentoring, alongside shared curriculum repositories aligned with CEFR and local cultural contexts. However, the limited and predominantly descriptive evidence base—especially in the U.S. context—suggests that findings remain provisional. Further empirical and comparative research is needed to strengthen global BIPA training models and policy implementation.

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1. INTRODUCTION

The strategic promotion of a national language on the global stage is a recognized instrument of soft power and cultural diplomacy, serving to enhance a nation's international profile, foster intercultural understanding, and create economic and diplomatic linkages (Hung & Lien, 2022; Nye Jr., 2008). In the context of Indonesia, this endeavour is crystallized in the teaching of *Bahasa Indonesia untuk Penutur Asing (BIPA)*, or Indonesian for Foreign Speakers. The formalization of this mission was significantly catalyzed by the enactment of *Undang-Undang Republik Indonesia Nomor 24 Tahun 2009 tentang Bendera, Bahasa, dan Lambang Negara, serta Lagu Kebangsaan* (Laws of the Republic of Indonesia No. 24/2009). This landmark legislation, particularly in Chapter III on the State Language, not only reaffirmed the status of Indonesian as the national language but also explicitly mandated the government to "enhance the function of the Indonesian language to become an international language in a gradual, systematic, and sustainable manner" (Article 44). This policy shift transformed BIPA from a purely pedagogical concern into a matter of national strategic interest, directly linking language education to broader goals of cultural diplomacy and national identity projection (Susanto et al., 2024).

Recent scholarship in language education suggests that the internationalization of a language cannot be understood solely through policy narratives, but must be situated within the frameworks of second language (L2) teacher education and the ecology of Less Commonly Taught Language (LCTL) programs (Borg, 2018; Freeman, 2016). Studies on L2 teacher education emphasize the centrality of professional preparation, mentoring systems, and institutional support in shaping classroom practice (Richards, 2020). Meanwhile, LCTL literature highlights structural challenges such as limited certification pathways, scarcity of learning resources, and program sustainability (Lo Bianco & Slaughter, 2017). These perspectives provide an essential lens for examining how BIPA training models are designed and implemented across different regions.

Institutional responsibility for executing this strategic vision was initially vested in bodies such as the *Pusat Pengembangan Strategi dan Diplomasi Kebahasaan (PPSDK)*, later reformed into the *Pusat Pengembangan Strategi dan Diplomasi Kebudayaan (PPSDK)*. This centre was tasked with developing the methodologies, curricula, and training frameworks necessary for effective BIPA instruction worldwide (Kemendikbud, 2019). However, the landscape of BIPA program implementation, particularly the models and strategies for training both educators and learners, remains critically underexplored in systematic academic literature. While studies exist on discrete aspects such as cross-linguistic challenges for learners (Permadi et al., 2022), curriculum evaluation (Ardiyanti, 2024), or the application of specific technologies like augmented reality in cultural instruction (Pratama et al., 2022), a comprehensive, comparative, and temporally situated analysis of training models and strategies is conspicuously absent.

Existing reviews have not sufficiently addressed three comparative dimensions: (1) variations of BIPA training across regions; (2) differences in teacher preparation models (workshops, certification, mentoring, transnational schemes); and (3) the manner in which post-2009 policy discourse has been translated into institutional practice. Consequently, the linkage between macro policy, meso institutional strategy, and micro pedagogical training remains weakly theorized.

This gap is especially pronounced when examining BIPA's development across different geopolitical contexts. In Southeast Asia, the teaching of Indonesian is often situated within a complex matrix of regional kinship, historical ties, labour mobility, and ASEAN community-building. The establishment of programs, such as the Indonesian Language Education study program at UIN Antasari Banjarmasin, highlights the institutional responses to this regional demand, though they face challenges in resource allocation and program development (Mufidah & Sari, 2022). Conversely, in the United States, Indonesian is categorized as a Less Commonly Taught Language (LCTL). Its instruction navigates a distinct set of challenges within the American educational ecosystem, including issues of program sustainability, teacher certification, and competition with other world languages, tensions common to Asian language bilingual education programs (Wong et al., 2023). The Fulbright Foreign Language Teaching Assistant (FLTA) program represents one key channel for pedagogical exchange and teacher development in this context, impacting participants' professional growth and intercultural competence (Velásquez-hoyos & Martinez-Burgos,

2023). Yet, the evolution of pedagogical models and institutional strategies in these two divergent contexts post-2009 has not been systematically mapped or compared.

The choice of Southeast Asia and the United States is based on contrasting language ecologies. Southeast Asia reflects a proximate ecology characterized by socio-cultural affinity and regional mobility, whereas the United States represents an LCTL environment shaped by competitive multilingual markets, federal funding regimes, and certification constraints. These differences potentially generate distinct orientations in BIPA teacher training and institutional strategy.

The absence of such a synthesis represents a significant scholarly and practical oversight. For policymakers and institutions like the former PPSDK, understanding what training models have proven effective, how they have adapted over time, and how they differ by region is essential for evidence-based program design and resource allocation. For the academic community, it leaves a void in understanding how macro-level language policy (Laws of the Republic of Indonesia No. 24/2009) translates into meso-level institutional strategies and micro-level pedagogical practices across borders. To maintain conceptual consistency, this review prioritizes BIPA teacher training as the main analytical unit, while learner training is considered only in relation to teacher competence and program design.

To address this critical gap, this study employs a Systematic Literature Review (SLR) methodology, guided by the PRISMA framework, to investigate the following research questions:

1. What are the predominant models and strategies for BIPA teacher and learner training that have been documented in the literature between 2009 and 2024?
2. How have these models and strategies developed differently in the contexts of Southeast Asia and the United States?
3. To what extent does the existing literature reflect the influence of national language policy (Laws of the Republic of Indonesia No. 24/2009) and institutional frameworks (e.g., PPSDK) on the development of BIPA training approaches?

The temporal scope of this review, spanning from 2009 to 2024, is deliberately aligned with the post-enactment era of Law No. 24/2009. This period encapsulates the policy's initial implementation, subsequent institutional adaptations, and the potential long-term effects on BIPA's international trajectory. By charting the scholarly discourse across this 15-year window, this review aims to construct a cohesive narrative of BIPA's pedagogical evolution as a tool of cultural diplomacy. The findings are expected to provide a foundational evidence base for scholars in language policy, teacher education, and Indonesian studies, while offering actionable insights for stakeholders dedicated to advancing the Indonesian language globally.

2. METHODS

This study was conducted as a systematic literature review (SLR) following the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA, 2020) guidelines to ensure methodological rigor, transparency, and reproducibility (Page et al., 2021). The review was designed to systematically investigate the development of models and strategies for Indonesian Language for Foreign Speakers (BIPA) training within Southeast Asia and the United States from 2009 to 2024, a period demarcated by the catalytic enactment of Indonesia's national language policy, *Undang-Undang Nomor 24 Tahun 2009*.

2.1 Systematic Search Strategy across Three Databases

A comprehensive, multi-stage search strategy was executed across three complementary electronic databases: Scopus, ERIC (Education Resources Information Center), and Google Scholar. This triangulated approach was deliberately designed to capture distinct dimensions of the scholarly landscape. Scopus provided access to high-impact, peer-reviewed international journals; ERIC offered specialized literature on educational methodology and teacher training; while Google Scholar ensured coverage of grey literature, regional publications, and Indonesian-language sources that might not be indexed in the former two

databases (Gusenbauer & Haddaway, 2020). The searches were conducted on December 6, 2025, with each database requiring a tailored strategy due to differences in search syntax, indexing, and scope.

The search for Scopus, an abstract and citation database of peer-reviewed literature, employed a structured Boolean query within the "Article title, Abstract, Keywords" fields. The initial unrestricted search, TITLE-ABS-KEY(("bipa" OR "indonesian for foreign" OR "indonesian language") AND ("teaching" OR "learning" OR "training" OR "education")), yielded 974 documents. A sequential filtering process was then applied. First, the publication year was limited to 2008-2024 to capture literature from the period surrounding the policy's enactment, reducing the results to 838 documents. The document type was then filtered to "Article" to prioritize original research, resulting in 447 items. To align with the geographic focus of this review, the results were filtered by the "Country" affiliation field to include only Indonesia, Malaysia, United States, Thailand, Vietnam, Philippines, Singapore, and Brunei Darussalam, yielding 425 documents. A language filter (English) was applied, resulting in 420 documents, followed by an "Open Access" filter to ensure full-text availability, which produced 299 documents. A manual screening of the titles and abstracts of these 299 documents against the inclusion criteria (Table 1) was conducted, leading to the identification of 38 potentially relevant papers. A full-text assessment of these 38 papers resulted in the final inclusion of 4 studies that met all eligibility criteria. This multi-layered filtering in Scopus reflects the database's strength in providing granular, field-coded search options for precise retrieval.

The search strategy for ERIC, the premier bibliographic database for education research sponsored by the U.S. Department of Education, required different terminology. Recognizing that the term "BIPA" is rarely used in international educational indexing, the search was broadened to capture relevant conceptual contexts. The query ("Indonesian language" OR "Asian languages" OR "less commonly taught languages") AND ("teacher education" OR "teacher training" OR "professional development") AND ("second language instruction" OR "foreign language teaching") was executed, returning 48 documents. The publication date was limited to 2007 onward to include foundational literature, resulting in 29 documents. The "Peer Reviewed Only" filter was applied, leaving 27 documents. Crucially, the "Full Text Available on ERIC" filter was used, as ERIC includes many catalog entries without attached full text, which narrowed the pool to 7 documents. A manual title and abstract screening of these 7 documents identified 4 for full-text retrieval. All 4 were available in full and met the inclusion criteria upon detailed assessment. This process underscores ERIC's value for capturing education-specific frameworks, such as teacher professional development and the context of Less Commonly Taught Languages (LCTLs), which directly inform the analysis of BIPA training models.

A parallel but distinct approach was necessary for Google Scholar, due to its expansive, non-curated index of scholarly and grey literature. The search "Indonesian for foreign speakers" OR BIPA AND training AND (Southeast Asia OR United States) was used, generating approximately 2,120 results. The built-in date range filter was set to 2009-2024, refining the results to an estimated 1,440 items. Given Google Scholar's inclusion of theses, books, and non-scholarly material, a manual scan for "artikel kajian" (research articles) was performed by looking for keywords like "jurnal," "journal," and "artikel" in titles, identifying approximately 64 candidate articles. The titles and abstracts of these 64 articles were screened, resulting in 23 articles deemed relevant for full-text assessment. After exhaustive efforts to retrieve and review the full texts of these 23 articles (utilizing institutional access, direct PDF links, and repository searches), 7 articles satisfied all inclusion criteria and were included in the review. This process highlights Google Scholar's critical role in accessing Indonesian-language scholarship and regional conference proceedings essential for a complete understanding of the BIPA landscape.

The entire study selection workflow, from initial identification to final inclusion, is depicted in the PRISMA 2020 flow diagram (Figure 1). No duplicates were found across the final selected studies from the three databases.

Table 1. Study Eligibility Criteria (PICOS Framework)

Category	Inclusion Criteria	Exclusion Criteria
Population/Problem	Programs, curricula, educators, or studies related to the teaching/training of <i>Bahasa Indonesia bagi Penutur Asing</i> (BIPA).	Studies on general Indonesian language teaching for native speakers or other languages.
Intervention/Interest	Models, strategies, methodologies, or approaches for BIPA teacher training or pedagogical instruction.	Studies focused solely on linguistic analysis, assessment, or technology without pedagogical strategy.
Context	Implemented or researched in Southeast Asian nations or the United States.	Studies conducted in Europe, Australia (unless comparative), or other regions.
Outcomes	Descriptions, analyses, or evaluations of BIPA training/teaching model development or effectiveness.	Opinion pieces, policy briefs without analysis, or promotional material.
Study Design	Peer-reviewed articles, empirical research, conference proceedings, theses, dissertations, systematic reviews.	Editorials, book reviews, news articles, blogs.
Time Frame	Published between January 1, 2009, and December 31, 2024.	Published before 2009 or after 2024.
Language	English or Indonesian.	Other languages.

For transparency, studies addressing broader LCTL/EFL issues were retained only when they explicitly discussed implications for BIPA teacher preparation or program ecology. The framing of inclusion is therefore “Indonesia and international-facing contexts relevant to BIPA training,” rather than exclusively overseas BIPA classrooms. This criterion ensured that studies with indirect yet substantive relevance to BIPA teacher development were included, while purely general EFL/LCTL papers without BIPA linkage were excluded.

2.2 Clarification of Study Design Inclusion and Quality Variability

In this review, the category of “study design” was defined broadly to capture the diverse forms of scholarly output that characterize BIPA research, particularly within Southeast Asian contexts where peer-reviewed journal articles remain limited. Eligible designs, therefore, included: (1) empirical qualitative studies, (2) quantitative or mixed-methods evaluations, (3) design-based and classroom action research, (4) theses and dissertations subjected to institutional examination, and (5) peer-reviewed conference proceedings. Conceptual papers, editorials, and descriptive program reports without systematic data collection were excluded to maintain analytical rigor.

The inclusion of theses, dissertations, and conference proceedings inevitably introduced quality variability. To address this, a two-layered strategy was implemented. First, only works that reported explicit research questions, data sources, and analytical procedures were retained. Second, all included studies—regardless of publication type—were subjected to a structured appraisal using the Mixed Methods Appraisal Tool (MMAT 2018). This approach allowed the review to remain inclusive of regionally important scholarship while still applying a consistent quality threshold.

2.3 Role of MMAT in the Synthesis Process

The MMAT was not used as a basis for mechanical exclusion but as an interpretive weighting device. Each study was rated according to criteria appropriate to its design (qualitative, quantitative, or mixed methods). The appraisal informed the synthesis in three ways: (1) credibility weighting findings from studies meeting a higher proportion of MMAT criteria were given greater interpretive prominence during thematic synthesis; (2) sensitivity analysis, themes were re-examined with lower-scoring studies temporarily set aside to ensure that conclusions were not dependent on methodologically weak evidence; (3) transparency reporting, methodological limitations identified by MMAT were explicitly noted in the narrative synthesis to contextualize claims about BIPA training models. Through this procedure, the review

balanced the need to represent the full ecology of BIPA scholarship with the requirement for methodological robustness.

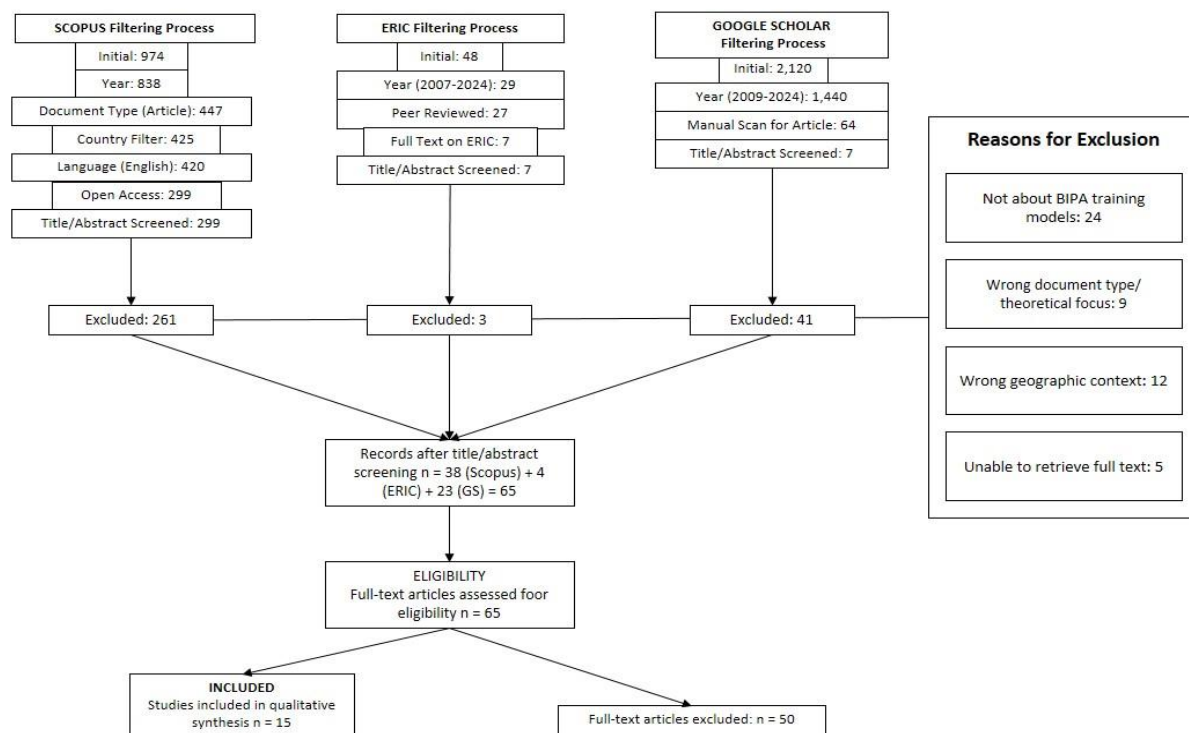


Figure 1. PRISMA 2020 Flow Diagram of the Systematic Search and Selection Process

2.4 Data Extraction and Management

Following the final selection, a standardized data extraction protocol was implemented. A pre-designed form in Microsoft Excel was used to systematically capture data from each of the 15 included studies. The extracted data included bibliographic information (authors, year, title, source); methodological characteristics (research design, context, participants); detailed descriptions of the BIPA training interventions or models under study; key findings related to model development, implementation, or effectiveness; and any explicit or implicit connections to broader language policy (Laws of the Republic of Indonesia No. 24/2009) or institutional frameworks like the PPSDK. This structured extraction facilitated consistent analysis and comparison across the heterogeneous studies.

2.5 Synthesis Methodology

Given the diversity of the included studies in scope, methodology, and context, a qualitative thematic synthesis approach was employed, as recommended when meta-analysis is not appropriate due to heterogeneity (Thomas & Harden, 2008). The synthesis proceeded in three interlinked stages. First, a descriptive analysis mapped the characteristics of the evidence base, summarizing publication trends, geographic distribution, and research methodologies. Second, an inductive thematic analysis was conducted (Braun & Clarke, 2006). The textual data from the "findings" and "discussion" sections of all studies were systematically coded. These initial codes were then iteratively grouped into descriptive themes and further refined into analytical themes that directly addressed the research questions, such as "Policy-to-Practice Translational Challenges" or "Contextual Adaptation of Pedagogical Models." Finally, a narrative synthesis wove these themes together, exploring relationships between them, comparing findings across the Southeast Asian and U.S. contexts, and tracing developmental patterns across the 2009-2024 timeline.

2.6 Quality Assessment

To critically appraise the methodological rigor of the included studies, the Mixed Methods Appraisal Tool (MMAT) version 2018 was employed (Hong et al., 2018). Each study was evaluated against criteria appropriate to its design (qualitative, quantitative, or mixed methods). The results of this appraisal are presented narratively in the synthesis, informing the interpretation of the findings by acknowledging the strengths and limitations of the collective evidence base upon which this review's conclusions are drawn.

3. FINDINGS AND DISCUSSION

3.1 Findings

In accordance with the eligibility framing described in the Methods, several studies focusing on broader LCTL/EFL contexts were included because they provided explicit implications for BIPA teacher preparation and program ecology. This systematic review identified and analyzed 15 studies that met the inclusion criteria. The descriptive characteristics of the included studies are presented in Table 2, followed by a thematic synthesis organized to answer the three research questions.

3.1.1 Analytical Boundary of Findings

The Findings section reports only what the included studies explicitly present—designs, contexts, and stated results—without theoretical interpretation. Issues of conceptual explanation, comparison with wider literature, and implications are reserved for the Discussion section to ensure analytical separation.

3.1.2 Evidence Map by Region and Study Type

The regional mapping of the 15 included studies demonstrates a clear concentration of evidence in Indonesia-oriented contexts with an international outlook, accounting for nine studies, followed by three studies addressing broader Southeast Asian regional or multi-country settings. Research situated specifically within the United States context remains limited to two studies, while one study focuses on transnational exchange between the U.S. and Indonesia, particularly through mobility-based teacher development schemes. In terms of training orientation, the literature is dominated by curriculum and standardization models (five studies), primarily involving CEFR adaptation and competency frameworks. This is followed by technology-oriented professional development approaches (four studies) such as TPACK and digital learning integration, and program establishment and management models (three studies) that emphasize institutional needs analysis and organizational design. A smaller proportion of studies report exchange and mentoring-based models (two studies), while psychological and contextual learner support appears in only one study, indicating a comparatively underexplored dimension within BIPA training research.

Table 2. Characteristics of Included Studies (N=15)

No.	Author(s) (Year)	Database Origin	Geographic Focus	Study Design	Primary Focus	Key Training Model/Strategy Identified
1	Susanto et al. (2024)	Scopus	Indonesia (International Perspective)	Qualitative / Policy Analysis	Language Policy Implementation	Policy-driven international promotion framework
2	Muliastuti et al. (2023)	Scopus	Indonesia	Model Development	Curriculum & Materials	CEFR adaptation to BISOL (BIPA) for integrative materials
3	Suyitno et al. (2021)	Scopus	Indonesia (Learners' Perspective)	Quantitative (Survey)	Learner Perception & Outcome	Holistic learner feedback for instructional design
4	Ilsnaniah & Islahuddin (2020)	Scopus	Indonesia (Islamic Institution)	Qualitative (Case Study)	Program Management	Islamic education- integrated program management

5	Mufidah & Sari (2022)	ERIC	Indonesia (South Kalimantan)	Mixed Methods (Needs Analysis)	Program Development	Needs analysis for new BIPA program establishment
6	Velásquez-hoyos & Martínez-Burgos (2023)	ERIC	International (U.S. Exchange Context)	Qualitative (Narrative Inquiry)	Teacher Exchange & Development	Fulbright FLTA model for intercultural teacher training
7	Wong et al. (2023)	ERIC	United States	Descriptive Analysis	Bilingual Education Policy	Contextual challenges framework for Asian LCTL programs
8	Kristiawan et al. (2022)	ERIC	Indonesia (Islamic Schools)	Participatory Action Research	Teacher Professional Development	TPACK-integrated CALL professional development
9	Permadi et al. (2022)	Google Scholar	Indonesia (Linguistic Focus)	Qualitative Analysis	Linguistic Challenges	Cross-linguistic awareness in instructional design
10	Pratama et al. (2022)	Google Scholar	Indonesia (Technology Focus)	Development & Evaluation	Technology-Enhanced Learning	Augmented Reality for cultural content delivery
11	Ardiyanti (2024)	Google Scholar	Indonesia	Systematic Review	Curriculum Evaluation	Strengths/weaknesses analysis of national BIPA curriculum
12	Simek & Stewart (2024)	Google Scholar	Indonesia (Int'l Education)	Systematic Review	International Student Support	BIPA as a component of int'l student recruitment ecosystem
13	Tamphu et al. (2024)	Google Scholar	Indonesia (Bibliometric)	Bibliometric Analysis	Research Trends	Mapping of AI/BIPA research intersections
14	Ady & Mardiah (2024)	Google Scholar	Southeast Asia (Regional)	Systematic Review	Learner Psychology	Foreign language anxiety context for BIPA pedagogy
15	Rochmawati et al. (2025)	Google Scholar	Indonesia (Methodology)	Systematic Review	Digital Learning Methods	Self-regulated digital learning framework

3.1.3 Quality Assessment of Included Studies

Using the (MMAT (2018), the methodological quality of the 15 included studies was appraised. Ten studies were rated as high quality (≥ 4 criteria met), four as medium (3 criteria), and one as low (2 criteria). Recurrent limitations involved small qualitative samples, limited transparency of analytic procedures, and the absence of longitudinal follow-up. Nevertheless, all studies contained explicit data relevant to BIPA training and were therefore retained for synthesis.

The MMAT was employed as an interpretive weighting tool rather than a mechanical exclusion filter. In presenting the findings, studies rated high quality constitute the primary evidentiary base, while medium- and low-quality studies are used supportively to illustrate contextual variation. Accordingly, thematic statements in the following sections signal the strength of evidence: (1) strongly supported, derived mainly from high-quality studies; (2) moderately supported, based on a mixed-quality corpus; and (3) indicative, emerging primarily from medium/low-quality studies. This procedure ensured that conclusions reflect both the breadth of the field and the relative credibility of individual studies.

3.1.4 Results for Research Question 1: Predominant Models and Strategies (2009-2024)

The analysis revealed four predominant, interconnected clusters of training models and strategies that have evolved over the review period. The first cluster centers on curriculum and pedagogical standardization, notably through the adaptation of international frameworks. A significant development documented by Muliastuti et al. (2023) is the systematic "tailoring of the Common European Framework

of Reference (CEFR) to BISOL (Bahasa Indonesia for Speakers of Other Languages)" (p. 590). This model provides a standardized yet flexible structure for competency-based material development, addressing the previously noted lack of a unified national curriculum framework. Ardiyanti (2024) systematic review of the 2018-2023 BIPA curriculum confirms this trend, identifying that while the government-issued curriculum provides an essential "teaching guideline," its main weakness is a lack of contextual adaptability, which models like the CEFR adaptation seek to address.

The second cluster involves technological and digital integration models, which gained pronounced emphasis post-2020. These range from specific tools to broader pedagogical frameworks. Pratama et al. (2022) developed and evaluated a model using "Augmented Reality (AR) to track Javanese cultural heritage," explicitly linking this technology to BIPA learning outcomes by providing immersive cultural context (p. 1). At a more comprehensive level, Kristiawan et al. (2022) documented a professional development model focused on building teachers' "Technological Pedagogical Content Knowledge (TPACK)" through participatory action research in Islamic schools. Their study found that this intervention enhanced teacher agency in material development, with one teacher noting, "I now feel confident to create digital materials that integrate our local Islamic values" (p. 35). Rochmawati et al. (2025) review further supports the efficacy of "self-regulated learning approach through digital learning media" as a strategic framework for structuring such technology-enhanced instruction (p. 1).

Third, program development and management models emerged as critical, especially for institutionalizing BIPA. Mufidah & Sari (2022) conducted a detailed needs analysis using Morrison's theory to justify establishing a new BIPA study program at UIN Antasari Banjarmasin. Their survey of 173 prospective students, 24 teachers, and 104 practitioners found that "graduates of this degree may become professional educators... as well as Indonesian for foreign speakers with distinctive qualities" (p. 333), validating a market-responsive program development model. Similarly, Isnaniah & Islahuddin (2020) analyzed the "management of Islamic education on Indonesian language learning for foreign speaker program," outlining a model that integrates religious values into administrative and curricular structures, creating a distinctive niche program identity.

The fourth cluster encompasses professional and intercultural exchange models. The Fulbright Foreign Language Teaching Assistant (FLTA) program, analyzed by Velásquez-hoyos & Martínez-Burgos (2023), serves as a key international pipeline. Through narrative inquiry with former participants, they found the program significantly impacted teaching methodologies, with one participant stating, "After being a FLTA, I became more aware of my teaching practices by implementing and adapting different teaching methodologies" (p. 13). This model prioritizes immersive intercultural experience as a core component of teacher development.

Table 3. Thematic Synthesis of BIPA Training Model Clusters (2009–2024)

Cluster	Key Strategies	Example Studies	Primary Context	Adaptation Note
Curriculum Standardization	CEFR adaptation, BISOL framework, competency-based design	Ardiyanti (2024); Muliastuti et al. (2023)	SE Asia, Indonesia	Tailored to local competency needs; addresses lack of national curriculum flexibility
Technological Integration	Augmented Reality (AR), TPACK, digital self-regulated learning, AI-enhanced tools	Kristiawan et al. (2022); Pratama et al. (2022); Rochmawati et al. (2025)	SE Asia & U.S.	Accelerated post-2020; context-driven tool selection (e.g., AR for culture, TPACK for teacher agency)
Program Development	Needs analysis, Islamic-integrated management, market-	Isnaniah & Islahuddin (2020); Mufidah & Sari (2022)	SE Asia (Indonesia)	Institutional capacity-building; niche program identity (e.g., Islamic values integration)

	responsive program design			
Professional Exchange	Fulbright FLTA, intercultural teacher training, transnational partnerships	Velásquez-hoyos & Martínez-Burgos (2023); Wong et al. (2023)	United States (LCTL context)	Dependent on external funding and exchange programs; emphasizes quality over scale

Following this synthesis, the discussion now turns to how these clusters have developed differently across geographic contexts.

3.1.5 Results for Research Question 2: Divergent Development in Southeast Asia vs. the United States

A clear dichotomy exists between the developmental trajectories in Southeast Asia and the United States, shaped by distinct contextual drivers. In Southeast Asia, the development is characterized by institutional proliferation and regional integration. Studies from this context, such as those by Mufidah & Sari (2022) and Isnaniah & Islahuddin (2020), highlight BIPA's growth within national higher education systems, often linked to specific institutional identities (e.g., Islamic universities). The region's cultural and geographic proximity acts as a catalyst. Ady & Mardiah (2024) systematic review on foreign language speaking anxiety, while not BIPA-specific, provides crucial regional context, noting that "Southeast Asian learners" often share certain sociocultural traits that influence pedagogy, a finding BIPA instructors must navigate (p. 1). The focus is often on scalability, formal credentialing, and serving adjacent markets for education and labor mobility.

Conversely, in the United States, BIPA exists within the ecosystem of Less Commonly Taught Languages (LCTLs) and faces a distinct set of strategic challenges. Wong et al. (2023) provide the most direct analysis, framing the situation as "walking a fine line" for Asian language bilingual education. They identify systemic tensions, including the "commercialization" of language instruction and the challenge of maintaining program sustainability amid fluctuating enrollment. Their analysis suggests that BIPA programs in the U.S. must navigate being perceived as both a "heritage" language for a small community and an "exotic" or strategic language for the wider populace. The development model, therefore, is less about large-scale institutional programs and more about strategic placement within university language departments, often dependent on individual faculty champions and grant funding, such as the FLTA program described by Velásquez-hoyos & Martínez-Burgos (2023). The U.S. strategy emphasizes quality, depth, and academic prestige over quantitative expansion.

The evidence indicates differential emphases rather than established regional divergence. Studies conducted in Southeast Asia (n=11) mainly report models oriented toward institution-building, curriculum localization, and technology-enabled professional development (Kristiawan et al., 2022; Mufidah & Sari, 2022). In contrast, the limited U.S.-related literature (n=2) foregrounds issues of program sustainability and exchange-based teacher training within an LCTL ecology (Velásquez-hoyos & Martínez-Burgos, 2023; Wong et al., 2023). Importantly, no included study employed a comparative design across both regions; the observed contrasts are therefore inferred from separate bodies of evidence and should be interpreted as provisional patterns. Given the small and largely descriptive U.S. evidence base, these tendencies represent directional indications rather than conclusive divergence, a limitation that is further moderated through MMAT-based weighting in the synthesis.

3.1.6 Results for Research Question 3: Influence of National Policy and Institutional Frameworks

The influence of Laws of the Republic of Indonesia No. 24/2009 is explicitly and implicitly woven throughout the literature, though its translation into practice is complex and multi-layered. Susanto et al. (2024) offer the most direct examination, analyzing "Indonesian language policy and perspectives on its implementation in promoting Bahasa Indonesia as an international language" (p. 1). They conclude that the law provided a crucial "legal umbrella" and mandate, but its effectiveness relies on coherent downstream implementation, which has been inconsistent.

The role of the *Pusat Pengembangan Strategi dan Diplomasi Kebudayaan (PPSDK)* and its predecessors is referenced as a central, though sometimes ambiguous, actor. Ardiyanti (2024) in reviewing the national curriculum, it implicitly evaluates the output of these policy bodies, noting the curriculum's strengths as an official guideline but critiquing its top-down nature. Tamphu et al. (2024) bibliometric study on AI in learning mentions BIPA educators who are "actively engaged in writing educational books," often in connection with national initiatives that can be traced to these development centers (p. 1). Simek & Stewart (2024) position BIPA within the broader "international student recruitment and support" apparatus of the Indonesian government, implying its function as a soft-power tool aligned with the diplomatic goals embedded in the 2009 law.

However, a significant theme across studies is the "implementation gap." While the policy (Laws of the Republic of Indonesia No. 24/2009) sets a grand vision of internationalization, the on-the-ground models documented, such as the localized needs analysis by Mufidah & Sari (2022), the classroom-level TPACK development by Kristiawan et al. (2022), or the CEFR adaptation by Muliastuti et al. (2023) are largely driven by grassroots academic initiative and practical necessity. The policy is cited as a justification and motivator, but the operational strategies are predominantly devised by educators and institutions responding to immediate contextual challenges and opportunities, suggesting a decentralized model of policy enactment.

Overall Synthesis

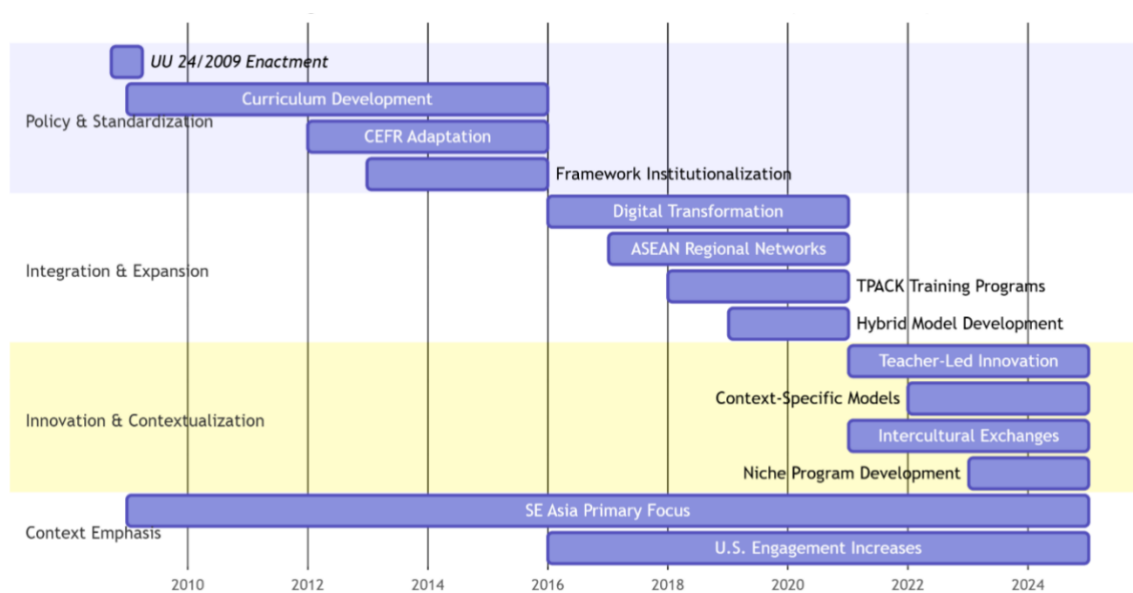


Figure 2. BIPA Model Evolution Timeline (2009-2024)

The timeline illustrates three overlapping developmental phases:

- (1) Policy & Standardization (2009-2015) driven by UU 24/2009;
- (2) Integration & Expansion (2016-2020) emphasizing digital tools and regional networks;
- (3) Innovation & Contextualization (2021-2024) characterized by teacher-led adaptation.

SE Asia context is dominant throughout; U.S. engagement increases notably from Phase 2 onward.

This temporal progression—from policy-driven standardization (2009-2015) through technological and regional integration (2016-2020) to teacher-led contextualization (2021-2024) is visualized in Figure 2. The phases overlap and influence one another, reflecting BIPA's adaptive development across changing educational landscapes. The development of BIPA training models from 2009 to 2024 reveals a field in a dynamic state of professionalization and contextual adaptation. The catalytic effect of UU 24/2009 is evident, providing a legitimizing policy foundation that spurred activity. However, the strategic pathways have diverged significantly: Southeast Asia exhibits a model of institutional expansion and regional integration, whereas the United States represents a model of niche sustainability

within the LCTL framework. The predominant training strategies have evolved from foundational curriculum development (e.g., CEFR adaptation) toward greater technological integration and emphasis on teacher professional development (e.g., TPACK, FLTA). A consistent thread is the agency of practitioners in translating broad policy mandates into workable pedagogical models, indicating that the most effective strategies are those that are responsive to localized needs, whether in Banjarmasin, Islamic boarding schools, or American university language departments. The evidence suggests that the future development of BIPA training will continue to hinge on this balance between top-down policy support and bottom-up, innovative pedagogical adaptation.

3.2 Discussion

This section interprets the above findings through the lenses of L2 teacher education, professional development (PD) models, and program sustainability. As Figure 2 illustrates, BIPA's evolution has been neither linear nor uniform. Rather, it represents accumulating layers of response: first to policy mandate, then to technological opportunity, and finally to localized pedagogical necessity. This phased development explains the current coexistence of standardized frameworks with highly contextualized teaching models. This systematic review offers the first comprehensive synthesis of the development of BIPA training models and strategies across two critical geographic contexts Southeast Asia and the United States—during the pivotal post-2009 policy era. The findings illuminate a dynamic, multi-layered process of professionalization wherein a top-down national language policy (Laws of the Republic of Indonesia No. 24/2009) has intersected with, and been substantially reinterpreted by, bottom-up pedagogical innovation and contextual necessity. The theoretical lens of language policy and planning (LPP) (Ricento, 2009; Spolsky, 2004) is instrumental in unpacking these dynamics. While the 2009 law represents a clear act of status planning—elevating Indonesian's aspirational function as an international language—the evidence reveals that the substantive development has occurred in the realms of acquisition planning (how the language is taught) and corpus planning (through frameworks like the CEFR adaptation). This disjunction between policy rhetoric and practical strategy aligns with Johnson (2017) concept of the "implementation gap," where the enacted curriculum and daily pedagogies often diverge from officially mandated plans. The models documented, from needs-based program development Mufidah & Sari (2022) to TPACK-focused teacher training (Kristiawan et al., 2022), represent the "on-the-ground" creation of acquisition plans by educators and institutions, effectively filling the void left by broad, non-specific policy directives.

The stark divergence in developmental trajectories between Southeast Asia and the United States underscores the profound influence of socio-educational context on language program ecology (Hornberger, 2002). In Southeast Asia, BIPA's growth reflects a model of regional linguistic integration and educational commodification, driven by geographic proximity, cultural affinity, and intra-ASEAN mobility. This aligns with studies on the role of national languages in regional identity-building (Kirkpatrick, 2010). The establishment of formal study programs at universities like UIN Antasari (Mufidah & Sari, 2022) mirrors the institutionalization patterns of other regional languages. Conversely, the U.S. context, where BIPA is situated within the challenging ecosystem of Less Commonly Taught Languages (LCTLs) (Wong et al., 2023), exemplifies a strategy of academic niche-sustainability. This finding resonates with broader literature on LCTL programs in Anglophone contexts, which often struggle with cycles of funding vulnerability and rely heavily on individual advocacy (Carreira & Kagan, 2011). The Fulbright FLTA program (Velásquez-hoyos & Martinez-Burgos, 2023) emerges as a critical, yet externally dependent, support structure, highlighting a reliance on transnational exchange rather than domestic institutionalization. This comparative analysis reveals that BIPA does not follow a universal development model but rather adapts to the political economy of language education in each setting.

A central, and perhaps the most significant, contribution of this review is its synthesis of the translational layer between macro-policy and micro-practice. While prior literature has either analyzed UU 24/2009 as a legal document or examined isolated pedagogical experiments, this review connects these dots. It demonstrates that the policy's greatest impact may not be in dictating specific methods but

in legitimizing the field and motivating a diverse array of stakeholders—from university departments to individual teachers—to create actionable models. The proliferation of technological integration strategies (Pratama et al., 2022; Rochmawati et al., 2025) and professional development frameworks (Kristiawan et al., 2022) post-2010 represents a grassroots response to the policy's call for "development" and "enhancement." This aligns with theories of teacher agency in curriculum making (Priestley et al., 2015), where educators are not passive implementers but active designers who interpret and operationalize broad mandates based on their contextual knowledge and resources.

Nevertheless, this review also exposes critical gaps and tensions. First, there is a notable absence of longitudinal outcome studies. While many studies describe model design or initial implementation (Muliastuti et al., 2023; Pratama et al., 2022), robust empirical data on long-term learner proficiency gains, teacher competency development, or program sustainability is scarce. Second, the voice of BIPA learners themselves remains relatively muted, with Suyitno et al. (2021) being a notable exception. A deeper understanding of learner motivations, experiences, and outcomes across different contexts is essential for model refinement. Third, the dissolution of the PPSDK during the review period creates a strategic ambiguity about the future central coordination of BIPA development, suggesting a possible shift towards even more decentralized, network-based growth.

The practical implications of these findings are multifold. For Indonesian policymakers and ministry officials, the evidence argues for a supportive, facilitative role rather than a prescriptive one. Investment should focus on enabling conditions: funding for teacher professional development networks, grants for contextual model innovation (especially in LCTL contexts like the U.S.), and the development of open-access resource repositories. For university administrators and program directors, the review underscores the necessity of conducting localized needs analyses before establishing programs and highlights the strategic value of forging international partnerships, such as FLTA linkages, to ensure quality and sustainability. For BIPA educators and curriculum developers, the synthesis validates the importance of context-sensitive adaptation—whether integrating local culture via AR, aligning with international standards via CEFR, or incorporating religious values in Islamic settings. They are encouraged to document and share their practical models to build a more robust, collective knowledge base.

In conclusion, this systematic review charts the 15-year evolution of BIPA from a policy declaration into a vibrant, if heterogeneous, field of practice. It uniquely contributes to the literature by mapping the complex interplay between Indonesia's national language ideology and the pragmatic realities of teaching Indonesian abroad, comparing its institutionalization in linguistically proximate versus distant contexts. By synthesizing disparate studies, it reveals that the strength of BIPA's development lies not in a monolithic, centrally-dictated strategy, but in the aggregate of numerous localized, innovative responses to the opportunity created by Laws of the Republic of Indonesia No. 24/2009. The future trajectory of BIPA as an international language will likely depend on continuing to nurture this ecosystem of practitioner-led innovation while building stronger mechanisms for strategic coordination, quality assurance, and evidence-based evaluation across its diverse global manifestations.

Despite the rigorous methodology employed, this systematic review is subject to several limitations that should be acknowledged. First, the linguistic bias inherent in the inclusion criteria—restricting sources to English and Indonesian—may have excluded relevant studies published in other languages, particularly those from Southeast Asian nations where local languages are used in academic publications. Second, the reliance on grey literature and regional publications from Google Scholar, while necessary for comprehensiveness, introduces variability in the methodological quality of included studies, despite the use of the MMAT appraisal tool. Third, the temporal endpoint of 2024 may not capture very recent developments or policy shifts occurring in early 2025, which could influence the trajectory of BIPA training models. Fourth, the geographic scope was limited to Southeast Asia and the United States; thus, findings may not be generalizable to other regions where BIPA is taught, such as Europe or Australia. Finally, the predominance of qualitative and descriptive studies in the evidence base limits the ability to draw causal conclusions about the effectiveness of specific training models. Future systematic reviews

could benefit from broader linguistic and regional inclusion, as well as a greater emphasis on longitudinal and outcome-focused research.

4. CONCLUSION

This review identifies three decisive findings. First, BIPA training has evolved through educator-driven adaptation rather than uniform policy implementation; CEFR-based curricula, technology-oriented PD, and exchange models emerged primarily from local institutional needs. Second, development follows two distinct ecologies: Southeast Asia emphasizes institutional expansion and curriculum localization, while the United States operates within an LCTL sustainability logic reliant on partnerships and mobility schemes. Third, the evidence base remains methodologically fragile, with limited longitudinal evaluation and only two U.S.-specific studies.

Actionable recommendations are therefore prioritized. (1) Establish national and transnational PD networks that integrate mentoring, TPACK-based design, and communities of practice. (2) Invest in longitudinal evaluation metrics learner proficiency growth, teacher competency trajectories, and program retention as standard indicators for BIPA funding. (3) Develop partnership strategies linking Indonesian universities, U.S. language departments, and regional ASEAN institutions to reduce reliance on short-term exchanges. (4) Create an open curriculum repository aligned with CEFR and local cultures to support scalable quality. Future research agenda should align with education standards by: conducting comparative studies using parallel designs across regions; testing the impact of specific PD models on teacher agency and learner outcomes; and examining governance mechanisms following the dissolution of PPSDK. Sustainable internationalization of Indonesian will depend on evidence-based teacher development, not policy rhetoric alone.

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