



FOREIGN LANGUAGE PLANNING AND POLICY IN INDONESIA: PROBLEMS AND CHALLENGES

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ABSTRACT

Studies on foreign language planning and policy are still scarce because their determination is a complex process and related to various forces and interests. Foreign languages become international communication and a medium of intellectual and social actualization. However, foreign language competencies are still a problem for most academics for international publication. Thus, policies and planning for foreign languages are essential requirements to answer the challenges of this era and in the context of self-development.

INTRODUCTION

The era of globalization, which is considered a 'turning point' (Capra & March, 1982), has an impact on the development of language in a multidimensional manner (Kirkgöz, 2008). As a result, international languages, including English, dominate the world, such as politics, economy, socio-culture. Moreover, the sciences also use more English as an international language than other international languages. In the transnational context, foreign languages (English) are indeed a challenge. For example, Malaysia is conducting a review and reforming the use of English in this country (Rashid et al., 2016). The existence of language reform is inseparable from national identity and also the language of nationalism (Carter & Sealey, 2007), which is owned by each country.

Related to the linguistic context, Indonesia, as a developing country, is a multilingual nation. Indonesia has three language categorizations, namely (1) national language, (2) regional languages, and (3) foreign languages. Bahasa Indonesia is the national language and the language of the nation and serves as a means of national communication state. The function of regional languages is as a regional identity and

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communication tool within a tribe, while foreign languages are a means of communication with other countries and a tool to obtain science and technology for national development. In addition, foreign languages are used as a tool for developing Indonesian into modern languages (Agustin, 2015). Related to the function and role of foreign languages in Indonesia, in this case, the policy and language planning for foreign languages in Indonesia is needed.

Indonesia is a country that is multilingual and multicultural that needs to have language planning to ensure the continuity of social communication. Language problems, for example, choosing or determining a particular language as a communication tool, are determined through language policy. Thus, the language policy of a country is an attempt to define and observing the function and status of the language, both the local language, the national language, as well as a foreign language, so that problems do not occur related to state and national communication. This article aims to describe the challenges and problems related to the foreign language policy and planning in Indonesia, particularly the challenges and issues contained in the scope of higher education in Indonesia.

DISCUSSION

Language Policy

Language policy is a consideration of the concept, which provides political planning, directing, and many conditions that can be the basis to resolve a new linguistic problem faced by a nation nationally. Some of the examples of language policy in Indonesia is the determination of state leaders to establish Bahasa Indonesia as the official state language. In general, language policy aims, that communication, and international communication can take place properly without causing social turmoil that could potentially disrupt national stability. It is legal to adopt one language or another as a national language and as a national language as long as it does not cause political and social upheaval.

Language policy is an issue of the importance of criticism in the world today. At this time, the ASEAN community is in the AFTA, APEC, MEA, and *European Common Market* agreements, which is a form of changing patterns of international relations as a new paradigm called globalization. As a result, Indonesia needs to have a foreign language policy in order to deal with the current globalization. However, a good understanding is needed by the community of the position and function of foreign languages in Indonesia, if not, this poses a severe threat to the Bahasa Indonesian (Agustin, 2015). One of the policies that have been determined by the Indonesian government - the Ministry of Education and Culture - is the implementation of foreign language learning in Indonesia as an effort for the Indonesian people to be able to get and follow developments in science and technology in the world, as well as ways to enter the global community (Santoso, 2014).

Foreign language education policies are adjusted to the objectives of curricula from the period after independence to the present. Thus, the language education policy in Indonesia continues to change until today. These policies are due to curriculum changes that have been refined based on previous curricula (Khosiyono, 2018).

One of the language policies implemented in tertiary institutions is article number 37 paragraph (3) of Law 12/2012, article 33 paragraph (3) of Law no. 20/2003, and article 29 paragraph (2) of Law no. 24/2009, which regulates the use of foreign languages in education to support the ability of the students in the international discussions. The implementation of the law was to make the English language, for

example, in the form of TOEFL, IELTS, ITP, etc. as well as other English language exams, mandatory requirements for students in tertiary institutions. Even though students, teachers, and lecturers have sued this law, the Indonesia Supreme Court (MA) considered that the norms of the law petitioned for review are not in conflict with the 1945 Constitution, and that means that the Supreme Court rejects the lawsuit (Arfana, 2017).

Research conducted by Adyawardhani concludes that by referring to the experience of language planning in some other countries, Indonesia needs to establish language policy by reviewing and rearranging of the usage Bahasa English in order to provide benefits to the development of science, technology, and Bahasa Indonesia as a means of character development and national unity (Adyawardhani, 2018). Indonesian people need to have foreign language competencies/ skills because foreign languages are the entrance to enter the global world community and as a means to develop knowledge in the country (Santoso, 2014).

Language Planning

Language planning as an academic discipline, however, was initially developed as a branch of sociolinguistics, by developing various scientific disciplines. Language planning is seen as the background of a general theory of language (Haarmann, 1990; Neustupný, 1978) Language planning is a part of ideas, laws, policy discussion, changes in regulations, and habits that are expected to achieve a change in planning in the use of language in one or more communities (Nekvapil, 2011). Language planning is a collection of ideas, laws, and regulations (language policies), changes in rules, beliefs, and practices intended to achieve planned changes or to stop changes from happening in the use of language in one or more languages (Kaplan, 1994). From some of these definitions, it can be concluded that language planning is an attempt to bring about changes in language or linguistic activities. For example, the formation of new terms, standards for grammar standardization, which are still non-standard, the nomination of specific languages as official languages, or the policy, where and how languages will be taught in schools.

In this definition, it is stated that language policy is a part of language planning. In Indonesia, language planning is included in one of the applied linguistic studies. Language planning is an activity carried out by the government or an institution appointed by the government; in this case, the Pusat Bahasa (*Language Center*) (Yuwono & Lauder, 2005). Language planning is described as a government endorsement and conscious effort for determining language function or shape in a society that aims to solve the problem of language. Thus, language planning is about what choices are available in terms of language specifications, or expressions, or language specifications produced by an individual, a community group, or an expert (Spolsky & Hult, 2008).

Foreign Language Planning

The developments of science and technology bring a change in the order of life thought and behavior of the Indonesian people. National and national borders are powerless to prevent the rapid progress of science and technology, especially information technology so that foreign languages are carried along and break national and national boundaries. This has led to increasing the demand for the use of foreign languages, especially English and other foreign languages. The existence of foreign languages that have entered into various aspects of life can have positive and negative impacts. Foreign languages have a positive impact if foreign languages can strengthen

and develop the Indonesian language and culture and also offset the progress of science and technology. Nevertheless, on the other hand, there are also negative aspects of foreign languages, which can further erode the Indonesian language and culture. This is very worrying about the young generation's language life going forward. Many people who care about the future of the language and the nation are concerned and have been discussed at the meetings, such as congresses, conferences, seminars, workshops, and discussions in other scientific meetings.

The use of foreign languages raises problems with the Indonesian language and culture. This can be used as a basis in language planning, so the government must do it well and sustainably. Problems can have severe impacts, for example, up to the level of ideological conflict, if they are not immediately resolved as happened in Norway (Jahr, 2011). Language planning is part of the national language policy that requires efforts to handle language problems (Jahr, 2011). Language planning is part of the national language policy that requires efforts to handle language problems.

In Indonesia, the problems of languages are the national language, regional languages, and foreign languages. These three problems are interrelated, so that language planning is needed, which covers the three language groups. Planning foreign languages includes the efforts to use foreign languages in scientific publications, both written as in scientific journals, as well as orally in seminars and conferences. Besides, mastery of foreign languages by the younger generation or what is now referred to as the digital generation and community groups who have access to the international world are also planning foreign language.

Language Policy in Academic Spaces in Higher Education

The government publishes regulations through Permenristekdikti No. 20 of 2017, which requires lecturers and professors to at least three years write one book or publish one scientific paper in an international journal. The Indonesia General Director of Higher Education uses Scopus as a reference for reputable international journals. The government's policy on publications indexed Scopus or non-Scopus is to show that the capacity of doctoral students equivalent to level 9 standards of The Indonesian National Qualification Framework (KKNI) as a framework for qualifying for Indonesian human resources; and lecturer with a Ph.D. title and Professor of having levels above 9. The policy is reaping opinion of the pros and cons of considering Scopus has high standards in publicizing.

One obstacle indexed publications in Scopus for academics, both professors and lecturers, is the problem of English language skills. It is difficult for them to publish articles journal in English, although there is no denying that English has evolved into an important international communications medium and intellectually and socially medium (Sudrama & Putra Yadnya, 2017). Khosiyono's research findings concluded that in the face of globalization marked by rapid advances in information and communication technology, mastery of foreign languages (English, French, Mandarin, Japanese, German, and other foreign languages) was the main requirement for self-development to be able to compete in amid the global community. The mastery of foreign languages is an important requirement for the success of individuals to respond to the challenges of the times (Khosiyono, 2018).

The member of Commission X Djohar Arifin Husin asked the Minister of Education and Culture to stop the obligation for university researchers to publish their research in international journals indexed by Scopus. He considered that publication through Scopus did not have a significant impact on Indonesia (Wulandari, 2019).

However, in 2017 the Permenristekdikti number 20, regarding Professional Profession Allowances and Professor Honorary Allowances, has been revised. The revised version explains that based on many considerations, lecturers and professors are no longer required to publish international publications in Scopus but are still required to publish in other national and international indexed journals, namely accredited national journals B, UN-language, indexed DOAJ equivalent/recognized as an international journal. Meanwhile, national journal A accredited, in the UN-language, indexed by DOAJ, equal/recognized as an internationally reputed journal (Muthmainah, 2018).

The global outpouring of publications is inevitable, so many practitioners and academics agree with reputable international publicity policies. The author's experiences show that the publication process in journals indexed by Scopus with the Q3 level alone is already very tiring, moreover journals in the Quartile Q1, Q2 positions have a more stringent *Peer Review Process* and in the publishing process there is no *Conflict of Interest* element. Thus, a successful article published in the journal has better quality, though it is not a guarantee that the articles published and indexed in Scopus has good quality (Ahmadi, 2020).

Some positive views about reputable international publications are: 1) the results of the study did not stop in the library space and were not widely read by the public. The indexing engine offers publications, so the results of the research can bring benefits to the wider community. On the other hand, if the researcher findings do not want to be used in another country because it is the intellectual property of the Indonesian nation, a national journal can be a place for publication; 2) if scientific works of researchers in Indonesia emerged and cited many people, it proof that Indonesia can contribute to science and useful internationally. If possible, the Indonesian people, through Kemenristekdikti, need to make an indexing machine as a "Scopus." Sinta and Garuda are currently Indonesian products and are being prepared in this direction. Scopus or WoS or others are only indexing machines. Thus, research data do not belong to indexers. If researchers do not want to pay publication fees, they can send their articles to journals that do not require publication fees (article processing charge- APC).

In order to help current difficulties of academics, it is necessary to anticipate earlier by changing foreign language curriculum policies, both at a primary, secondary, and high level. The foreign language education policy in Indonesia has continued to change until now. This change is due to curriculum changes that have been refined from previous curricula (Khosiyono, 2018). The policy on the implementation of foreign language learning in Indonesia is an effort of the Indonesian people to be able to get and follow the development of science and technology in the world, as well as a way to enter into a global society (Santoso, 2014) including preparing the next generation with qualified foreign language skills so that they can write articles well scientific in reputable international journals.

Foreign Language Learning Policies and Planning

There is a dearth of studies on language policy in the journal oriented to language policy. In addition, research results can be used as stepping stones, a three-component model of Spolsky's language policy - practice, trust, and management - and can be used to guide a discussion of future research directions on language policy issues and foreign language education (Hult, 2018). Fenton-Smith and Gaura examined how the process of developing and implementing policies at the micro level was made possible by the participation of various actors and authorized at different levels (micro and macro) and each with their capacity to influence change. Results of researches indicate that the step

towards the improvement of the current situation can be reached through the language policy of the university level should be formulated by the institutions of decision-makers representing various stakeholder groups and should be sensitive to the needs of program implementation at the micro-level (Fenton-Smith & Gurney, 2016).

The language policy setting process is a complicated process, which is associated with a variety of strengths and interests and established through negotiation, interpretation, and the deal together. In Vietnam, the shift to teaching English from other languages has been noted as a phenomenon. Research by Hao teachers concluded that the transition process (from the original teaching other languages to English) has an essential role in a variety of influences on different aspects in foreign language education at the university level and in Vietnam (Hao, 2018). In order not to become hegemony in a country, foreign language learning needs to apply an ethnic-pedagogical approach because communicative and intercultural competencies in learners can be developed through intercultural approaches. It is intended that students can empathize with foreign cultures based on their own culture (Santoso, 2014).

Furthermore, Zein's research shows that in learning and acquiring a second language and Language Planning and Policy there needs to be a more pragmatic approach that emphasizes research on the benefits of teaching for children that underlie foreign language learning policies more towards increasing input and not delay (Zein, 2017).

To deal with the problem and challenges of national foreign language Weihe et al., filed five suggestions, which is projected strategic plan precise in foreign language education, monitoring of language competence constantly, optimization of national systems of education for foreign language, standard improvisation of teachers of foreign languages, and exploration of pioneering subjects and top professional training models (Weihe et al., 2016). If the five suggestions can be fulfilled, the development of foreign languages, especially in Indonesia, will not harm the national language, even bring significant benefits for the development of Indonesian.

CONCLUSION

The problems and challenges of developing foreign languages in Indonesia must be faced through foreign language planning and policies to welcome globalization. The General Directorate of Higher Education uses Scopus or non-Scopus as a reputable international journal reference. This policy is intended to show that the students, lecturers, and professors at the level of compliance with the standards KKNI. This should not be seen as a problem, but rather as a challenge in dealing with the flow of communication and global academic competition. Indonesian people, both practitioners and also academics, need to mastery foreign languages because foreign languages are a medium for entering the world community and as a means of getting knowledge. Thus, policies and planning that are directed, measurable, and comprehensive towards the learning of foreign languages in Indonesia are needed.

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