

Nadim Makarim's Speech as Minister of Education and Culture and Its Impact on the Effectiveness of Policy Information

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ABSTRACT

The bad habits of most people so far are that they do not like to read written information, are not careful to listen to comprehensive information, have low information literacy, and often judge rather than provide solutions; especially information about policies and regulations. This phenomenon is also found in education circles, both as organizers, users, and recipients; so that the policies passed down by the ministry are not well understood. As a result, educational attainment has not been effective and efficient; even this problem is not in line with the progress of IT which is already at 5.0 level. However, since the inauguration of Nadim Makarim (NM) as Minister of Education and Culture, this phenomenon has changed massively and has come out of the 'trap' not only of bureaucratic-formal and internal-linear communication traditions but also external-non-formal so that policy information reaches social media. Based on this fact, it is necessary to study the phenomenon of using NM language in linguistic content with the aim of "revealing the characteristics of NM speech acts in communicating education policies". This study uses a qualitative approach, descriptive-exploratory method, and pragmatic speech act theory. Based on the results of data analysis, the following findings were obtained. First, based on the structure and delivery of the policy, NM uses the types of (1) Assertive speech acts through the illocutionary act of *explaining* and *stating* and (2) Directive speech acts with the illocutionary illocutionary *suggesting* and *reminding* so that the policy is more effectively understood. Second, based on the delivery strategy, NM chose (1) a positive politeness strategy in an *optimistic way, intensifying the attention and needs of the target, as well as equating knowledge and dialogue involving the target*; (2) frank strategies through *direct expressions* and *respectful greetings*; and (3) a negative politeness strategy by *minimizing coercion* and presenting reasons and facts so that the policies presented are logical and difficult to refute. Third, based on the use of the illocutionary power of repetition, metaphor, hyperbole, and meiosis, the policies conveyed by NM have simple, human, and non-bureaucratic implications. Thus it can be concluded that the use of simple sentences containing reasons, facts, and rational arguments through a dialogue-consultative oral variety and delivered in a familiar, heart-to-heart, nurturing and appreciative style is very effective, adaptive, and communicative to inform education policy because able to arouse the conscience and responsibility of the targets to immediately study and implement it.

Keywords: *speech acts, characteristics, policy language*

1. BACKGROUND

Since the inauguration of Nadim Makarim (NM) as Minister of Education and Culture in 2019, the communication pattern of education policies has changed massively, not only using internal-linear patterns but also external-non-formal so that they are easily accessible, and can even be found on social media. The phenomenon of NM's 'language communication' brings fresh air for the renewal of the

world of education because from the language it uses every policy issued can be understood and implemented by the relevant parties in a relatively short time; even before the regulation reached the target legally formally, so that even in the situation and conditions of the Covid-19 Pandemic, the educational process could still be carried out in Indonesia, although in certain areas there were still limited IT facilities.

At least there are some things that are most essential from the change in the pattern of information communication that he does. First, in terms of language

use, NM seems to have come out of written formal bureaucratic languages so that in communicating NM's policies, NM prefers to use consultative spoken variety sentences that are easy to understand and convey in a familiar way, so that education circles can quickly understand them. For example, in a speech on the teacher's 74th birthday (25 Nov 2019) which immediately touched the teacher's heart to immediately make changes. Second, in terms of policy communication, it is more flexible and massive, not only delivered in written form (laws and regulations), but also in the form of discussions, webinars, and broadcast through television, radio, and even using social media, so that it can be accessed by all levels of education.

Based on this fact, it is necessary to study linguistically "How are speech acts used by NM as the Ministry of Education and Culture in communicating education policies in Indonesia". The answers to these questions will be obtained through the Pragmatic work stages with details of the research objectives as follows: (1) revealing the types of speech acts used, (2) the speech strategies chosen, and (3) the impact of the implicatures used by NM on the effectiveness of language education policies. in Indonesia.

The urgency of this research is based on the assumption that from the accuracy of the language used and the massive information channels, the understanding of the policy will be effective and communicative for the target audience. This is supported by the situation of globalization which is dominated by the rapid movement of information with the Industrial Revolution 4.0/5.0. Therefore, it is proper for bureaucrats to create an Education Revolution with a 'flexible, adaptive, and communicative policy language pattern' because IT as a means of supporting it is massively available and relevant to the development of the students themselves.

This research is based on the theory of speech acts which in Pragmatics is rooted in the language philosophy of Austin [1] and Searle [2] which have the principle that language is not only used to report events, but also to do something, such as conveying rules, suggestions, promises, warnings., threats, etc. [3]. Therefore, someone who does something at the time of speaking means that he has done a certain social act [4]. Speech act is "an action that is displayed in a communication process [5] or is an individual symptom, psychological in nature and its continuity is determined by the speaker's language ability in dealing with certain situations [6]. That is, speech acts are "saying something and at the same time doing something / action" because what is sought is

"meaning and intent and actions that will be carried out according to what is conveyed in the speech".

Many studies of the use of speech acts have been carried out, among others by Hussein, et.al [7]; Budiarsih [8]; Virginia & Olanrewaju [9]; Banikalef & Bataineh [10]; and Agustina, et al. [11] [12] [13] [14] all of which discuss the speech acts of students, students, the public, and politicians at the level of dismantling their respective types and strategies of speaking in expressing politeness. However, there is no discussion about the use of speech acts by a minister in communicating his policies and how they affect the effectiveness of information. This study takes a position in that interest, namely identifying the characteristics of the spoken (language) used so that the information conveyed is effective for the organizers (education office), users (educators), and recipients/targets (students); even the parents of students and the wider community externally

To achieve the first objective, Searle [2] used the theory of speech act types with five classifications. First, assertive speech acts, which involve the speaker to the truth of what he said and function for collaboration (collaborative), such as stating, reporting, showing, mentioning. Second, directive speech acts, asking someone to do something he mentioned, in the form of inviting, appealing, pleading, recommending which functions are convivial; except to order, to patronize, because it functions as competitive. Third, commissive speech acts, binding the speaker to carry out what he says, such as promising, swearing which has a pleasant function; except in the form of threatening, coercing, because it functions as competition. Fourth, expressive speech acts, conveyed with the intention that the speech is interpreted as an evaluation; such as: praising, thanking, and complaining that function is fun, except criticizing, sarcastic, insulting because it functions as competition. Fifth, declaration speech acts, namely speech creating new status or conditions, such as deciding, canceling, permitting, and prohibiting those carried out by special institutions with authority (leaders, judges, priests, etc.), condemns the functioning of competition.

To achieve the second objective, Brown and Levinson's [15] theory of speech strategy was used in five levels. First, the strategy is frank without further ado (bald on record) or express intent directly. Second, the strategy of speaking negative politeness is used to maintain the negative face of the addressee, namely the freedom to act without pressure from other parties with the aim of widening the social distance between the speaker and the addressee. Third, the positive politeness speech strategy is used to maintain/save the positive face of the addressee so that he is judged good by

others, with the aim of creating the same desire, solidarity, informality, and friendship so as to facilitate interaction and facilitate social relations between speakers and addressees. Fourth, the strategy of speaking vaguely (be vague), is used so that the speaker interprets the meaning of his speech. Fifth, the strategy of speaking silently (off-record), which is deliberately not done by the speaker to save the addresser's face in certain situations with the aim of anticipating/considering certain things so that the speaker does not lose face.

To achieve the third research objective, the implicature theory by Grice [16] and Yule [5] was used. Implicature is an indirect meaning or meaning that is implied or behind the speech; or desires, expressions of feelings, intentions, or goals that are hidden behind the speech conveyed by the speaker; while the conclusion -- which is logical and contextual -- from an utterance is called an implication. Therefore, drawing conclusions in the study/analysis of speech (language) cannot be separated from the ways in which implicatures work, including using figure of speech (figures of speech) in their delivery, such as repetition, metaphor, meiosis, hyperbole, etc. Grice [16] making it easier to draw meaning from the information conveyed behind the figure of speech used.

2. METHOD

The type and method of this research is Qualitative-Descriptive-Explorative which is based on existing facts and analyzed interpretively theoretically, logically, and contextually [17][18] Data in the form of speech acts expressed by NM in speeches, discussions, webinars, oral and written interviews, sourced from the Ministry of Education and Culture website, print, online, television and radio mass media, as well as from social media. Data collection is based on media review techniques downloaded from December 2019 to August 2021, and identified based on the oral and written note-taking method [19] and classified based on the qualitative-inductive analysis method and the stages of the analysis method.

3. RESULTS

The data analysis is based on three research objectives, namely (1) revealing the types of speech acts used, (2) the speech strategies chosen, and (3) the implicatures used and the implications obtained. The research findings for the three categories of Pragmatics are described in the following table.

Table 1. The Use of Pragmatic Categories in NM’s Speech Acts in Informing Education Policy

| No. | Category pragmatics | Finding subcategory pragmatics | Percentage | Findings of Illocutionary Acts Used |
|-----|------------------------|-----------------------------------|------------|---|
| 1. | Use of speech acts | 1. Assertive | 63 | explaining, declare, reporting, mention suggest, begging, remind, inviting, desire complaining, criticizing promise decide |
| | | 2. Directive | 35 | |
| | | 3. Expressive | 1 | |
| | | 4. Commisive | 0,5 | |
| | | 5. Declarative | 0,5 | |
| 2. | Use of speech strategy | 1. Speak frankly (direct) | 36 | Direct expression Mention name/title |
| | | 2. Speak with positive politeness | 63 | Pay attention to the speaker’s focus Using identity makers Equalize knowledge and attention Offer, promising, optimistic Involving speaker, giving reason |
| | | 3. Speak with negative politeness | 1 | Minimize coercion Paying respect |
| 3. | Use of implicature | 1. Conversational implicature | 47 | Utilizing figure of speech -repetition -rhetoric -meiosis -metaphor hiperbole |
| | | 2. Conversational implicature | 53 | |

3.1. Use of Speech Acts Second

In delivering educational policies, it turns out that NM uses five types of speech acts with several illocutions. The dominant type of speech act used is assertive, which serves to convey the truth by showing evidence, facts, and reasons for what is conveyed through four illocutions, namely *explaining* (1), *stating* (2), *mentioning* (3), and *report* (4).

- (1) One thing is certain, I will fight for the independence of studying in Indonesia. However, **change cannot start from the top. Everything starts and ends with the teacher...**(PHG-4:25/11/19).
- (2) **here are no comfortable changes. All of these changes have their challenges...**but it's time for Indonesia to jump forward; not just stepping; it's time to give independence to our teachers and principals to move (MB1-38:11/12/19).
- (3) **Several challenges related to the quality of the study program.** (a) Universities find it difficult to answer the needs of the industrial world.... (b) Many study program curricula have theoretical content, not many can be said to be 100% link and match with real-world needs. (c) Many study programs are good but cannot compete with world-class universities (MB2KM:16/2/19).
- (4) **urrently in Indonesia there are only 11 PTN BH universities;** only 11 universities have PTN BH status. The rest are BLU and Satker.... **All state universities will be assisted to become PTN BH.... for those who want to change into PTN BH;** but don't forget **this is not coercion** (MB2-KM:16/12/19).

In data (1), NM *explains* the reason that learning independence will be realized if it starts from the teacher as an agent of change. This explanation is confirmed by the *statement* in data (2) that the change has challenges that must be quickly carried out by teachers and school principals simultaneously. In data (3), NM *mentions* facts about the quality of study programs that are not in accordance with the needs of the industry, the real world, and cannot compete internationally. Then, in data (4), NM *reports* that only 11 universities have PTN BH status, so universities need to be assisted to immediately switch status to PTN BH.

Furthermore, NM uses the type of directive speech act, which functions to ask someone to do something that is mentioned. In this case, NM assures the relevant parties of Indonesia's future education policy by expecting an effect in the form of implementation of the policy. Therefore, NM conveys policies sympathetically

in various ways, such as *inviting* (5), *suggesting* (6), *begging* (7), *reminding* (8), *wanting*, and (9) *essence*.

- (5) Dear guests. To build the human resources of this country, we cannot fight alone. **Let's synergize, collaborate, and fight together** to face challenges and overcome the problems of this country (PHG-46:25/11/19).
- (6) **Each school must publish the receipt and use of the funds on a school information board that is easily accessible to the public.** This is part of his policy; so it's not only the ministry that can see the results of the report, but also the community around the school, the community, parents, what can the BOS funds be used for? This is to increase transparency. **Our hope is to provide flexibility and freedom for the principal to determine what he wants to finance and reporting more accurately.** (MB3:10/02/20).
- (7) Of course, the Ministry of Education and Culture cannot do this without the help of the heads of services. **So, please support, gentlemen, so that this becomes the number one priority. For schools that lack teachers, please make a good distribution, for the sake of our students, ladies and gentlemen** (MB1-37:11/12/19)
- (8) Ladies and gentlemen, before we go into the details, **just to remind you why the concept of freedom of learning is so important because only with the independence of the educational unit institutions,** only with the independence of **creativity and innovation from teachers, with that learning in the classroom could really happen** (MB3-12:10/02/20).
- (9) **What we want is mass weddings; all rectors, all deans, all heads of study programs, will compete in meetings with various foreign universities, with various world-class NGOs, with various world-class and Indonesian companies;** to create a real partnership based on these 3 frameworks ... (MB2KM-54:16/2/19)

In addition, although not dominant, NM also uses Expressive, Commissive, and Declaration speech acts. Expressive speech acts are utterances that function to express the psychological attitude of the speaker towards the conditions implied in the illocutionary speech he conveys. In this case, NM only uses two illocutions, namely *criticizing* and *complaining*. NM criticizes *the honorary teachers who serve and work so hard, but cannot get a decent income* (MB3-89:10/02/20); and complained about *the UN and USBN systems which could not measure students' abilities optimally* (MB-15:11/12/19). Then, NM also uses commissive speech acts to bind the speaker to carry out the policy he conveys with the illocutionary *promise*. NM made a promise *to review all complaints, problems, inputs, and suggestions submitted by relevant parties regarding the implementation that occurred in the field and will find a solution*. On the other hand, the use of Declaration speech acts aims to make the speakers create new things, statuses, and circumstances. In this

case, NM uses the illocutionary *decision to establish several aspects of new policies on education, both at the school level (SD, SMP, SMA/SMK) and tertiary institutions.*

3.2 Use of Speech Strategies

NM uses three speech strategies in informing education policy, namely speaking directly or frankly (10-11), speaking in positive politeness (12-13), and speaking in negative politeness (14-15).

- (10) Currently, SMK is **still difficult to answer the needs of the world of work** so this condition needs to be addressed (MB8-21:17/03/21).
- (11) **Dear Indonesian teacher. Your** task is both the noblest and the most difficult. **You** are tasked with shaping the future of the nation but are often given rules rather than help. **You** want to help students who are lagging behind in class; **but your** time is spent on administrative tasks with no apparent benefit. **You** know very well that a child's potential cannot be measured by test results; **but** was forced to chase the numbers because it was urged by various stakeholders. You want to take students outside of the classroom to learn from the world around them; but such a dense curriculum closes the door on adventure... (PHG-1:25/11/19).
- (12) **Whatever the small changes are**, if every teacher does **it simultaneously, this big ship called Indonesia will definitely move** (PHG-8: 25/11/19).
- (13) **Through student-centered learning, we will create program plans and budgets based on self-reflection**, teacher reflection, so that there is improvement in learning... (MB7-7:01/02/21).
- (14) **If the school is still not ready to make changes and if you want to use a format like last year's USBN, that's welcome.** However, for schools that want to make changes, wanting to conduct an assessment in a more holistic way is perfectly permissible... (MB1-18:11/12/19).
- (15) How is it different from today's discussion? That is (later) we will discuss, we analyze what is positive or negative, and we work as a group. It would be extraordinary if this happened in each of our schools throughout the archipelago. We format this not only so that the understanding of the four policies is stronger, stronger; **but I proved to the ladies and gentlemen that the learning process and any process requires discussion and critical thinking** (MB2KM-39:16/2/19).

In speech (10) NM uses a frank strategy to convey directly the facts about the condition of SMK graduates who are still difficult to answer the needs of the world of work; while in speech (11) NM uses the greetings *Guru Indonesia* and *you* as a sympathetic and friendly way to remind teachers of their obligations. Then, in speech (12) NM uses positive politeness strategies by *intensifying attention by involving teachers* to be optimistic

about making changes simultaneously; while in speech (13) by conveying the benefits and reasons for *the need for self-reflection-based budget planning*, positioning ourselves together with teachers through *our* identity markers to build intimacy and pay attention to the interests and needs of teachers to implement it. Furthermore, in speech (14), NM uses a negative politeness strategy by *minimizing coercion* to implement changes in assessment for schools that are not ready; while in speech (15) we use the words *we* and the greetings of gentlemen, ladies and gentlemen as a sign of respect for the heads of services when discussing freedom of learning.

3.3 Use of Implicatures and Expected Implication

In delivering policies, NM uses two types of implicatures, namely (1) Conventional implicatures contained in policies delivered in speeches and regulations and (2) Conversational implicatures contained in policies conveyed through discussions with teachers, heads of agencies, and rectors. Through these two types of implicatures, NM utilizes the illocutionary power of several figures of speech to produce implications for a careful understanding of the educational policies he conveys, such as repetition, metaphor, hyperbole, meiosis, and rhetorical figures of speech, which are contained in some of the speeches above

The use of figurative language of repetition by NM leads critically to the implications of the policies he conveys. For example, in utterance (11) *...You are assigned to shape the future of the nation; but they are often given rules rather than help, etc...*, by repeating *your* words and *but* to contrast the tasks assigned to the teacher and the *obstacles* he or she encounters as reasons, which implies that "education policy has been a dilemma". Likewise, the repetition of the word *change and it is time* for speech (2) implies "the need for hard work" and the repetition of the phrase *we want in* speech (9) implies "the need for synergy between the parties involved in realizing independent learning". Next, through the use of metaphorical figurative language... *a big ship called Indonesia will definitely move...* in utterance (12), implying "educational progress will be achieved" if all parties simultaneously make changes; Likewise, in speech (2) *...it is time for Indonesia to jump forward; not just stepping...* implies "optimistic change can be realized". Then, the use of the beloved Indonesian teacher hyperbole figure of speech.... *You are assigned to shape the future of the nation....* at the beginning of speech (11) implies that "teachers are the key to change"; while in speech (9) *mass marriage* implies "the importance of synergy between universities and industry and the world of

work"; Likewise, the phrase Indonesian higher education must be *the spearhead of moving the fastest, must innovate the fastest, and must be adaptive and always change agilely* implies "universities must be at the forefront of driving change". Furthermore, the use of meiosis figure of speech in speech (5) *Let's synergize, collaborate, and fight together* to face challenges and overcome the problems of this country implies that "cooperation can be a solution to overcome problems"; while the statement that in 2021 *the National Examination will be replaced with a minimum competency assessment and character survey* and in speech (1) *the change begins and ends from the teacher* implies that "the change is simpler and more flexible".

4. DISCUSSION

Starting from the type of speech act used, NM is more dominant in using assertive speech acts, which function to convey the truth by showing evidence, facts, and reasons for what changes are conveyed. In this case, it is an educational policy that will be implemented in his leadership era in various ways or actions, through four illocutions, namely explaining, stating, mentioning, and reporting. Then, through the directive's speech with the illocutionary illocutionary, inviting, suggesting, requesting, reminding, and wanting, NM hopes that the relevant parties as policy targets can understand it, respond to it, and implement what it conveys in accordance with the objectives of the National Education System Law.

Thus, the use of assertive and directive speech acts by NM is the right choice in conveying policies to the target because assertive speech functions for collaboration (collaborative) and aims to involve speakers in the truth of what they convey. Likewise, the use of directive types of speech that function is fun (convivial) and aims to ask someone to do something that is conveyed. This type of speech is very appropriate to use in the dialogue that NM conducts with teachers, heads of offices, and chancellors about the new education policy.

Moreover, the policy was dominantly conveyed by NM with a positive politeness strategy that functions to maintain the face of the target of his policy as being given orders, by creating the same desire, solidarity, informality, and friendship so as to facilitate interaction and facilitate social relations between speakers and speakers [15] or those who instruct and those who are instructed. Through the choice of positive politeness strategies NM really prioritizes the interests, wants, and needs of policy targets; also intensifies attention to stakeholders and policy users, especially teachers and

lecturers. In addition, NM also stated the reasons for the change with the facts of the problems experienced by teachers and lecturers so far in the field so that the changes he conveyed were more touching and quickly accepted. In this choice of delivery strategy lies the advantage of NM in communicating policies because its contents are packaged in polite language using the same identity, serving, fostering optimism so that it is convincing and pleasing to policy targets.

The next delivery strategy is direct speech delivered frankly without further ado. This strategy for certain language situations is more prone to threaten the face of the interlocutor, but for the delivery of policy content with the aim of improving the situation, it is very necessary [15] because it contains technical rules and instructions and their implementation. The purpose of using a direct strategy is to expect that what is conveyed can be understood properly and accurately. Therefore, the delivery of the message must be structured in an effective yet polite sentence.

Furthermore, although minimal NM also uses a negative politeness small talk strategy, with the aim of maintaining the negative face of the speaker, namely freedom to act without pressure from other parties [15] Therefore, this strategy is used with the aim of widening the social distance between speakers and addressees, namely NM as the minister who declares and oversees policies and the targets as implementers and recipients of policies. In delivering this policy, the minimal negative politeness method was chosen because it was only used to expect the related parties to carry out the policies they conveyed properly. However, this high expectation was accompanied by expressions of pessimism that departed from past experience that most policies were not implemented properly in the field. Therefore, NM is delivering the new policy with the expression of minimizing coercion with the aim of realizing the implementation of new policies without being influenced by less than optimal experiences in the past.

In the use of language, implicature is a meaningful functional explanation of linguistic facts that are not resolved by Semantic theory [16]. Therefore, implicature is an indirect meaning or the implied meaning of what is said; or other meaning behind the speech. So, implicatures are desires, expressions of feelings, intentions, or goals that are hidden behind the speech conveyed by the speaker. On the other hand, a logical and contextual conclusion from an utterance is called an implication. Expressing desires, intentions, and goals so that they can be implied by the recipient without coercion, really requires language packaging with the use of parables and comparisons to

maintain the positive face of the targeted parties. For this purpose, NM worked around this by using several figure of speeches to convey a new policy on education. Because, the use of figure of speech aims to represent the feelings and thoughts of the speaker in order to obtain certain effects from the information he conveys. That is, figure of speech is a technique of expressing language or figurative language whose meaning does not refer to the literal meaning of supporting words, but to the added meaning, the implied meaning [20]. Therefore, the use of figures of speech to create a richer, more effective, and more suggestive effect. Through figure of speech, the information conveyed attracts attention, creates freshness, is more alive, and creates clarity of abstract information [21]

5. CONCLUSION

The rapid development of information technology in the current era of globalization requires creative and adaptive ways of delivering information. The choice of the right information structure and strategy will greatly determine the acquisition of targeted implications, especially information about policies that must ultimately be implemented by the targets. The delivery style that is instructions from superiors to subordinates, usually for policy information so far, is no longer suitable and feasible to be applied in the era of the industrial revolution which emphasizes more on functionalist and humanist relationships with the principle that a superior or leader is not to be served and facilitated but in fact must serve, facilitate, and protect. Therefore, the use of simple sentences through dialogue-consultative oral variety and delivered in a familiar, heart-to-heart, nurturing and appreciative style is very effective, adaptive, and communicative to inform education policy because it is able to arouse the conscience and responsibility of the targets to immediately learn and implement it. In addition, policy information cannot only rely on the internal formal bureaucratic system, but also external-non-formal so that it is easily accessible not only in formal ministry channels but also in the mass media, even on social media.

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