

Indonesia Language Policies on Colonial and Postcolonial: Improving the function of Indonesian language

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Abstract

Indonesia has about 650 million population and 704 regional languages. It clearly considers national languages and an official language as a tool of communication between inter-regions and governmental administration. Besides that, the Government of Indonesia attempts to improve the function of Indonesian language (Bahasa Indonesia) as Graddol's hypothesis which estimates it into the regional language by 2020. This paper discusses Bahasa Indonesia (Indonesian language) policy from the pre to colonial stage (Sriwijaya Kingdom, Portuguese, Vereenigde Oostindische Compagnie (VOC), French, England, Nederlands-Indië, and Japanese) and postcolonial stage (1945-2018), covers independence to reformation (1998-2018), regarding BIPA. The paper concludes that (1) the adoption of Bahasa Indonesia is based on sociological factor, political factor, and synthesis language factor. (2) Indonesia has formulated language policy from macro to micro levels since colonial and postcolonial stage; Then, (3) there are five strategies to improve the function of Bahasa Indonesia, namely to use it in international forums, to develop the Bahasa Indonesia teaching for foreign speakers, to improve the linguistic and literary cooperation with abroad, to develop and empower Bahasa Indonesia learning at abroad, and other efforts. To reach those strategies, Agency for National Language (Badan Bahasa Nasional) designs Indonesian Language for Foreigner Program (Bahasa Indonesia bagi Penutur Asing, abbreviated BIPA), refers to Pancasila, The Republic of Indonesia Constitution 1945, the Republic of Indonesia Act No. 24/2009, the Republic of Indonesia Governmental Regulation No. 57/2014, and other regulations. Thus, Bahasa Indonesia has both explicit and implicit language policies.

Introduction

Language policy is a collection of idea, regulation, and practice that manages the status of languages, vernacular languages, and language planning in communities and political organizations (Kaplan, 2011; Potowksi & Cameron, 2007; Orman, 2008). It has always been about far more than choosing which language to use in government, education, or law....” (Pennycook, 2002). It is also related to the overt or covert policy (explicit or implicit policy) and its implementation (Schiffman, 1996; Baldauf & Kaplan, 2008).

Language policy aims to plan and manipulate language behavior as it consists of decisions about language and the speakers in society (Shohamy, 2006; Spolsky, 2009). Furthermore, it is also used by governments to influence the public and change language status (Amara & Mar'i, 2002). So, language policy is a collection of explicit) or implicit regulation that engineer the use of language in society.

A language will not be able to develop and expand without supporting language policy and language planning (sometimes called language management or language engineering). As known, Indonesia has the largest population (244.8 million) after China, India, and United States (Yulaelawati, 2015). Indeed, Bahasa Indonesia (Indonesian language) speakers are also the largest after Chinese, English, and Spanish (Iskandarwassid & Sunendar, 2013; Rafiek, 2014), and the native speakers is about 250 million (Tadmor, 2005), has 700 regional languages (Unesco, 2011), 726 vernacular languages (Spolsky, 2004), 742 mother languages (Mahsun, 2010), 680 dialects (Yulaelawati, 2015).

Ancient Austronesians proliferate from Taiwan to other parts of the Austronesian region, and not from mainland Southeast Asia and Oceania (Adelaar, 1994). As suggested by Tryon (see Mahsun, 2010), Austronesian speakers in Indonesia (190 million), Philippines (66 million), Malaysia (18 million), Madagascar (12 million), Oceania (2 million), Vietnam (500 thousand), Taiwan (20 thousand), and also Singapore (Chua, 2011). Besides that, Indonesia is also in position 36 of 137 countries with an average economic growth of 4.68 (Schwab, 2018). Those regard that Bahasa Indonesia will play in the future role.

This encourages international students and expatriates to learn Bahasa Indonesia—the fastest growing languages in the 20th century (Sumadyo, 2013). These ecologies show that Indonesia needs language policies as the colonial stage was carried out by Sriwijaya Kingdom, Portuguese, *Vereenigde Oostindische Compagnie* (VOC), French, England, Nederlands-Indië, and Japanese. This fact claims that Indonesia requires language policy and language planning (Alwi, 2011; Badudu, 1985; Halim 1989; Alwasilah, 1997). On the other side, language policy aims to grow and improve the function of Bahasa Indonesia in global era. Graddol’s hypothesis said that Bahasa Indonesia can be a regional language by 2050 (Maurais, 2003), then considering to the number of speakers and economic growth.

Regarding these opportunities, *Badan Bahasa Nasional* (Agency for National Language) will promote Indonesian Language for Foreigner Program (called *Bahasa Indonesia bagi Penutur Asing* or BIPA) to improve the function of Bahasa Indonesia. There are many countries, colleges, institutions, and Embassies of The Republic of Indonesia hold BIPA Program and then The Minister of Education and Culture (MoEC), The Minister of Research, Technology, and Higher Education (MoRTHE), and The Minister of Foreign Affairs (MoFA) organize Darmasiswa Scholarship, *Beasiswa Seni dan Budaya Indonesia* (Indonesia Culture and Art Scholarship), and other scholarships. Besides that, some international colleges engage in

Bahasa dan Sastra Indonesia (Indonesian Language and Literature Department), e.g., University of Hawaii (USA), Tokyo University of Foreign Studies (Japan), Taras Shevchenko National University of Kyiv (Ukraine), Peking University (China), Hankuk Univeristy of Foreign Studies (Korea), University of Southern Queensland (Australia), and other colleges.

Australia also compiled the *National Asian Language and Studies Strategies for Australian Shocks* (NALSSAS) and taught in Chinese, Japanese, Korean, and the Indonesian (Hamid & Kirkpatrick, 2016). Here, teaching Bahasa Indonesia intervened by global politic factors, economic, historical, religious issues, and language status, especially around 2000 and 2005 (Slaughter, 2007; Firdaus, 2013). While Indonesia itself holds BIPA Program in many institutions, especially *Universitas Mataram* (Unram) corporates with *Asian Exchange* and *The Regional Universities Indonesian Language Initiative* (RUILI), *Mataram Lingua Franca Institute* (MaLFI) collaboration with RUILI, and *Kantor Bahasa Provinsi Nusa Tenggara Barat* (the Agency for Provincial Language). This is to promote Indonesia culture and art to improve the Indonesian to the international students (Juanda, 2018), but this program is mostly incidental and unplanned.

What Is Bahasa Indonesia?

Prior to becoming the national language and official language of the country, Bahasa Indonesia is well-known believed to have close ties with Malay. As the official language, Indonesian certainly cannot dismiss the Ancient Malay and Malay languages. These two languages are judged by scholars to have the same kinship (non-Austronesian) language as the Indonesian. This looks from the vocabulary and pattern of language and structure (Junus, 1969; Ophuysen, 1983).

There are three reasons pertaining to selection and adoption of the Indonesian, namely sociological and political factor (Dardjowidjojo 1998), and synthesis language. *First*, the adoption of Malay (now called *Bahasa Indonesia*) bases on the fact that since the 16th century Malay has been used as a lingua franca all over the archipelago (the Republic of Indonesia Constitution 1945). While the speakers is smaller (4.9%) than Javanese and Sundanese, but it is quite extensive including Sumatera, Malay Peninsula, Southern Thailand, the coast of Java, Borneo, Ambon, Ternate, Manado, Kupang, and Jayapura. The statistics of 1930 (Slametmuljana, 1959) showed that the Javanese was 27. 808.623 speakers (47.02%), Sundanese was 8.594.834 (14.53%), Malay was 1.988.648 (4.97%), and the rest divided into other languages of the archipelago. *Second*, considering the historicity, language, nationality, and the speakers. Indonesia means an archipelago inhabited by small people. It actually affirms the political of a nation, the manifestation and representation of a nation values, such as diversity and multiculturalism, and national identity. Then, the Indonesian is preserved to construct a national identity (Alisjahbana, 1976; Apter, 1982).

Even Bahasa Indonesia is a term of resistance against Nederlands-Indië (Slametmuljana, 1959; Juanda 2015). In the *Badan Persiapan Usaha Penyelidikan Kemerdekaan Indonesia* (Agency for the Indonesian Independence Preparedness Investigation), Moh. Yamin states that Indonesia consists of Sumatera, Java, Borneo, Celebes, Maluku and Papua as well as small islands around it. In addition, Tan Malaka argues that the territory of Indonesia stretches from Madagascar Island, Malay Peninsula, Philippine Islands, Nederlands-Indië, and East Timor to the eastern tip of Papua. However, Soekarno agrees with Yamin's view, then named Pan-Indonesia, including Malaya, Papua, and the Philippine Islands (Buwono, 2008).

Third, the Indonesian derived from Malay, regional languages, and foreign languages, which encounter or synthesize these various languages called *Bahasa Indonesia* (Badudu, 1985). Unlike the Indonesian is the synthesis of Malay, regional languages, and foreign languages (see Apter, 1982) and categorized it as artificial language (Blanke, 1987). Thus, Indonesian make into both an efficient and authentic language of the nation (Errington 1986).

Bahasa Indonesia Policy in Colonial

Since Sriwijaya Kingdom, Malay has been used by nobility and society, such as inscription of Talang Tuo, in Palembang (684); the inscription of Kota Kapur (688), in Bangko, Jambi; and writing on the tombstone in Minye Tujoh, Aceh (1380) (Samuel, 2008). After the royal stage, followed by Portuguese (1511-1526), VOC (1602-1800), France (1800-1811), England (1811-1816), Nederlands-Indië (1816-1942), and Japan (1942-1945) (Dardjowidjojo, 1998; Juanda, 2015). Nevertheless, the existence of Portuguese, French, and England never pay attention to language policy issues because those countries focus to the natural wealth exploitation.

Nederlands-Indië applied discriminatory to politics and education, e.g., the instruction used the Dutch (Slametmuljana, 1959), while the Indonesian is very limited. At the end of the 19th century, Nederlands-Indië allowed the Indonesian after being internationally suppressed, which was used to assist the administration of indigenous employees. In the early 20th century, Malay became two varieties, namely the Indonesian adopted *the Ophuysen Spelling* and Malay used *the Wilkinson Spelling* (Alisjahbana, 1976).

In 1908, Nederlands-Indië established the *Commissie voor de Volkslectuur* (Agency for National Language) that served in language planning. In 1916, Soerjaningrat (well-known Ki Hadjar Dewantara) introduced Malay as a native language throughout the Nederlands-Indië in the Colonial Education Congress I, Netherland (Samuel, 2008; Juanda 2015). A year later, the institution became *Balai Pustaka* (Library Office).

In 1918, it established the *Volksraad* (House of Representatives) which actually provided a chance to discuss the official language. Aware of this, Djajadiningrat requested that Malay equalized with the Dutch. For Nederlands-Indië, the Dutch showed a more prestigious speakers than Malay (Alisjahbana, 1976). However, it may be used in court and administration (Samuel, 2008).

To safeguard the Nederlands-Indië, then a colonial language policy was initiated by Nieuwenhuis. The goal was to help the Nederlands-Indië to build a future and defend the existence of the Nederlands-Indië (Slametmuljana, 1959). This achieved by alienating the students of the *Bumiputra* using Malay and encouraging the development of regional languages and open a broad and lucrative perspective of life for the Dutch (Dardjowidjojo, 1998). Further Nieuwenhuis (Juanda 2015) said that the spread of the believed to close the relationship of *Bumiputra* and the Dutch nation. The biggest challenge of this goal is the growth of Malay. Therefore, any attempt to promote Malay into lingua franca must be obstructed because it affects the spread of the Dutch, international culture, and interests.

The situation began to change in 1926. The colonial-educated nationalists of *Hollandsche Inlandsche School* (1914) started to integrate with the colonial society. Then they broke up and organized to social, cultural, and political associations. In the mid-1920s, they served in private schools (called *wilde scholen*). Those associations are still primordial, such as *Jong Java*

(1918), *Jong Sumatranen Bond*, *Jong Minahasa* (1918), *Jong Ambon*, *Jong Celebes* (1920), *Jong Islamieten Bond*, etc. In Netherlands, Indonesian students formed similar associations, such as *Indische Vereniging* (1908), *Indonesische Vereniging* (1922), and *Perhimpoeaan Indonesia* (1924) (Samuel 2008). The youths realized that the associations have to unite against the Dutch. In 1927, Soekarno united various associations into the *Partai Nasional Indonesia* (Indonesian National Party) (Samuel, 2008; Alisjahbana, 1976).

In 1928, the youth gathered in the Youth Congress I (October 27-28, 1928) then pledged the unity of *one state, one nation, and one language*. Then followed by The Indonesian Congress I (Solo, June 25-27, 1938). The decision is to take foreign words for science, language planning, arranging a new grammar, using *Ophuysen Spelling*, the media expected to play a role in improving the language, high school taught international spelling, using the Indonesian in law, founded the Indonesian institute, and the need to establish the college of Indonesian literature.

The Japanese period (1942-1945), language policy still received government attention. All language-related must be approved by Japan. *Balai Pustaka*, *Poedjangga Baroe*, and *Pandji Poestaka* are legal institutions, while the others are treason institutions. Then it established the *Kantor Pengajaran* (the Office of Teaching) which authorized to handle linguistics. The Office of Teaching dominated by Japanese and just one or two speak Malay, while *Bumiputra* is to translate Japanese-Malay or Malay-Japanese (Samuel, 2008).

Japan also formulated language policy, while the Indonesian people were only assigned to take care of cultivation and language development. It seeks to change the role of the Dutch in government and in society, e.g., the Dutch prohibited in public spaces and government administration for political interest. On April 1942, Japan issued an announcement that all names of place that used the Dutch should be changed according to the will of the people (Samuel, 2008).

Bahasa Indonesia Policy in Postcolonial

Postcolonial era is divided into two stages, namely independence stage and reformation stage. First, independence. The status and the function of Bahasa Indonesia are based on the Republic of Indonesia Constitution 1945. Indonesian is no longer used as a social language, but also as the official language of the state (Badudu, 1985). Everyone should use it in formal oral, administration, instruction, and speech. In addition, it does not regard from political (such as act, regulation, regulation, and decree), but conferences, scientific forums also determine Indonesian language policy, e.g., *Kongres Bahasa Indonesia* (Indonesian Language Congress) 1-10 (Badan Bahasa 2017) and other associations.

Before the independence, the youths held *Kongres Bahasa Indonesia I* on June 25-28, 1938. After the pledge of Independence Day (on August 17, 1945), Indonesia also established Bahasa Indonesia as the official language of the state. This is in accordance with the Republic of Indonesia Constitution 1945, Article 36 states that "The language of the state is Bahasa Indonesia ". Then, on March 19, 1947, it inaugurated the *Ejaan Republik* (Republican Spelling) as a substitute for *Ophuysen Spelling*.

It is the official language of the state, means that every state activity must use Bahasa Indonesia, such as speech, law, name of institution, etc. Besides that, it applies not only to students, but also to all government, private, and public agencies. Then the Republic of Indonesia Act

No.2/1989 on National Education System, Article 41 states that "The language of instruction in national education is *Bahasa Indonesia*." Then Article 39 Section 3 mentions the contents of the curriculum should contain *Bahasa Indonesia*.

Kongres Bahasa Indonesia II (Medan, 28 October-2 November 1954) was reorganized by the government. This congress is a manifestation of Indonesia nation and to improve *Bahasa Indonesia* that defined as the language of the state. The minutes of the ruling is to propose to create an institution governing *Bahasa Indonesia*, to approve the spelling of foreign words, to be proposed by act, to make improvements in act, to make legal terminology, to encourage *Bahasa Indonesia* as scientific language, to advocate *Bahasa Indonesia* as a social language, and the use of the language in prose and poetry, film, radio, and mass media.

On 16 August 1972, Soeharto, the President of the Republic of Indonesia, inaugurated the *Ejaan Yang Disempurnakan* (Use of Enhanced Indonesian Spelling) through a state speech before the House of Representatives session, then issued by the Republic of Indonesia Decree of Presidential No. 57/1972 on *Ejaan Yang Disempurnakan*. On 31 August 1972, the MoEC prescribed the Spelling Guidelines and the General Guidelines for the Establishment of the Official Terms throughout Indonesia.

Kongres Bahasa Indonesia III (Jakarta, October 28-November 3, 1978) decides on the cultivation and language development, such as: cultural, religious, social, political, and national security policies, education, communications (mass media), arts (literature, story, song, theater, film, etc.), linguistic fields (spelling, grammar, phraseology, and acronyms), science, and technology.

Furthermore, *Kongres Bahasa Indonesia IV* (Jakarta, November 21-26, 1983) makes decisions, such as: language teaching, language development. It is mentioned that the guidance and development of Bahasa Indonesia should be improved so that the mandate contains in the guidelines, which obliges all Indonesian people to use it properly and correctly. Indeed, *Kongres Bahasa Indonesia V* (Jakarta, October 28-November 3, 1988) produces a regulation, namely language planning, literature development and Indonesian territory at abroad. This congress is attended by approximately 700 Bahasa Indonesia experts from all Indonesia and participants from various friendly countries, such as Brunei Darussalam, Malaysia, Singapore, etc. The congress also presented the *Kamus Besar Bahasa Indonesia* (Indonesian Language Dictionary) and *Tata Bahasa Indonesia* (Indonesian Grammar) by the Agency for National Language.

Hereafter, *Kongres Bahasa Indonesia VI* (Jakarta, October 28-November 2, 1993) decides, namely the role of language and literature in nation building, language and literacy development, teaching language and literature, and the development of Bahasa Indonesia at abroad. This congress followed by 770 *Bahasa Indonesia* experts and 53 guests from overseas including Australia, Brunei Darussalam, Germany, Hong Kong, India, Italy, Japan, Russia, Singapore, South Korea, and the United States. The congress proposed that the Agency for National Language be upgraded to Bahasa Indonesia Institute, and a newly realized Indonesian Act in 2009. Subsequently, *Kongres Bahasa Indonesia VII* (Jakarta, 26-30 October 1998) concludes to strengthen the position of language in globalization and improve the quality of language and to increase literary.

Second, reformation. The Republic of Indonesia Act No.20/2003 on National Education System, Article 33 Section 1 states that Bahasa Indonesia is the language of the state and

becomes the language of instruction in national education." Then Article 37 Section 1 and 2 mentions that the curriculum of primary and secondary education and universities shall contain Indonesian. Then followed by *Kongres Bahasa Indonesia VIII* (Jakarta, October 14-17, 2003) formulates the strengthening of the role of Indonesian, namely to improve the quality of language, language use, literature, and mass media. As well-known, Bahasa Indonesia was born on October 28, 1928, then named the language month. In the lunar month agenda is the on-going Indonesian seminars in various institutions that pay attention to the Indonesian.

Furthermore, *Kongres Bahasa Indonesia IX* (Jakarta, October 28-November 1, 2008) simultaneously commemorates the 100th anniversary of the national awakening. Then the Agency for National Language designed as the language year. The congress discussed five topics, namely Bahasa Indonesia, regional languages, foreign language, language and literature teaching, and mass media language. Afterward, *Kongres Bahasa Indonesia X* (October 28-31, 2013) are held in Jakarta. The theme of the congress is "The strengthening of Bahasa Indonesia in the international world". The subtheme is Bahasa Indonesia as a defender of science and forum, language of science and technology, linguistic diplomacy as an effort of national, language and literature-based creative industry in enhancing the competitiveness of nations, regional language and foreign language, bringing Indonesian literature as citizen world, optimization of mass media in utilization of Indonesian and literature, and development of Indonesia at abroad.

In the Republic of Indonesia Act No. 24/2009 on Flag, Language, and State Symbol, and National Anthems, Article 1 states that *Bahasa Indonesia* is the official national language used throughout the territory of the unitary state of the Republic of Indonesia. The same Act, Article 25 says that *Bahasa Indonesia* as the official language of the state serves as the national identity, national pride, the means of unifying the various tribes, and the tool of communication between regions and intercultural. This provision actually reinforces the Republic of Indonesia Constitution 1945, Article 36, which states that the language of the state is Indonesian.

Hereupon the Republic of Indonesia Regulation of MoNE No. 46/2009 on General Guidelines for Enhanced *Bahasa Indonesia* Spellings, Article 1 Section 1 says "Improved Indonesian Spelling General Guidelines, used for public, private, and community agencies in the proper use of *Bahasa Indonesia*." The institute dealing with linguistic and literary matters is *Pusat Pembinaan dan Pengembangan Bahasa* (the Center for National Language) and sometimes called *Pusat Bahasa Nasional*.

This unit previously was under the Faculty of Letters and Philosophy of the University of Indonesia, namely *Instituut voor Taalen Cultuur Onderzoek* (the Research Institute for Language and Culture). Then in 1959, the unit was under the MoEc and gave a new name Institute of Language and Literature, and changed again to Directorate of Language and Literature (1966), Institute of National Language (1969) (Dardjowidjojo, 1998), and the current name is the National Center for Language Cultivation and Development or called the National Center for Language. This is in accordance with the Republic of Indonesia Decree of MoEC No. 022g/0/1980 on the National Center for Language.

The unit is in charge of preparing the concept of national language politics. Furthermore, it conducts research and language development in solving language problems (*Bahasa Indonesia*, regional language, and foreign language). Then the decree mandates that the National Center for Language establishes cooperation with Malaysia and Brunei, which aims to develop the Indonesian/Malay.

In addition to creating a National Center for Language, Indonesia also regulates the use of *Bahasa Indonesia* for state officials. The Republic of Indonesia Presidential Regulation No. 16/2010 on The Use of *Bahasa Indonesia* in the Official Speech of President or Vice President, and other State Officials is a follow-up of the Republic of Indonesia Act No. 24/2009 on Flag, Language, and State Symbol, and National Anthems, particularly Article 40.

This regulation consists of 3 Chapters and 17 Articles that govern official speech in both national and international forums. Then, the Republic of Indonesia Regulation of the MoEC No.20/2012 on Organization and Standard Operational Procedures of Agency for National Language, Article 3 states that it performs to study of language and literature, to map the language and literature, to socialize *Bahasa Indonesia* and literature, to facilitate the implementation of language and literature, to provide linguistic and literary services, to implement the cooperation in the field of language (literature), and office administration affairs.

The Republic of Indonesia Regulation of MoEC No.21/2012 on Organizing and National Center for Language Procedure, Chapter I is the regulation of the minister of substitute the Republic of Indonesia Regulation of MoEC No.20/2012, which substantially no tasks have changed. The changing occurs only at the nomenclature, e.g., the name of the institution from the language office to the agency for language as well as the organizational structure.

Improving Bahasa Indonesia through BIPA Program

The Indonesia national education grouped into 3 types, namely formal education (kindergarten, elementary school, junior and senior high school, and college), informal education (course and training), and non-formal education. In the Republic of Indonesia Act No. 20/2003 on National Education System, Article 33 Section 1 sets that the language of instruction is Indonesian. Then, the Republic of Indonesia Decree of Presidential No.121/P/2014 on Working Cabinet Period 2014-2019. However, it is possible to use regional languages in the early stages, likewise foreign languages.

Referring to the Act, BIPA Program is still informal education, although some colleges include as credit. On the other hand, it usually is organized by formal and informal education. The types of education are obliged to comply with the language policy, which is to make the Indonesian as the language of instruction. However, in many cases, BIPA Program instructors communicate with English, such as at MaLFI, Unram, and Agency for Provincial Language.

BIPA Program is actually intended to improve the function of Bahasa Indonesia into an international language. On the basis, the Agency for National Language has the duty and authority to achieve the goal. Therefore, all of the organizers must have operational permission from the Agency for National Language, but there are many institutions that do not coordinate with the Agency for Provincial Language. This is evident from the diversity of competency standards of graduates and materials learning. Actually, the Agency for National Language has set up the competency standards to be a guide for all BIPA Program organizers. In fact, this language policy has not been maximized due to the lack of monitoring and evaluation from the Agency for Provincial Language. Though this is already set in The Republic of Indonesia Act No. 24/2009 and the Republic of Indonesia Governmental Regulation No. 57/2014, Article 4 states "The Indonesian is the national language and official language of the state".

To meet the Republic of Indonesia Presidential Regulation No. 8/2012 on Indonesian Qualification Framework, the Agency for National Language sets the competency standards of graduates. This is governed by the Republic of Indonesia Regulation of the MoEC No. 0/2016 on the Standardization of BIPA Program in Improving the Function of *Bahasa Indonesia*. The graduates of BIPA Program must have spoken and written ability, covering listening, speaking, reading, and writing skill. Then, the mastery of the Indonesian divided into seven levels follow the Common European Framework Reference (CEFR).

Table 1. BIPA Level and Material

Parameter of BIPA	Material
Level 1	Sounds of language and pronunciation, pronouns, phrase structure of things, number words, negation, simple sentences, question words, pronouns, verbs, verbs, use of positions and locations, forewords, adjective verbs, adverbs, conjunction, use of phrases and greetings, and use of vocabulary related to general topics.
Level 2	Negation, question word, adjective, rephrase, sentence types, conjunction, preposition, adverbs, affixes, interjection, and vocabulary related to a particular topic.
Level 3	Conjunction and particles, repetition, sentences, affixes, vocabulary related to certain situations/topics/fields.
Level 4	Complex phrases, sentence, affixes, conjunction, repetition, vocabulary related topics/specific areas.
Level 5	Sentences, conjunction, preposition, affixes, formal and non-formal style, and vocabulary according to particular situations/topics/fields.
Level 6	Affixes, conjunction, preposition, and vocabularies that match the situation/topic/specific field.
Level; 7	Affixes and vocabularies that match the situation/topic/specific field.

Source: Directorate of Course and Training Development, 2016; the Regulation of MoEC No. 0/2016.

It is an applicable the Act and regulation that BIPA organizing must disseminate *Bahasa Indonesia* to over the world (the Republic of Indonesia Governmental Regulation No. 57/2014). The improving the function of *Bahasa Indonesia* can reached in four ways. First, to use *Bahasa Indonesia* in international forums. This act is not fully implemented by colleges, institutions, lecturers, students, bureaucrats, and society at large. Their activities, such as at international conferences and seminars, state meetings, or other international activities, the speakers and participants generally speak in English as.

The Indonesia has made *Bahasa Indonesia* policy. This is due to the provisions of the organizing committee that the keynote speakers, invited speakers, speakers, and participants are required to use English. Whereas the act and government regulations have arranged to use *Bahasa Indonesia* in international forums and it is an obligation for the president, vice president, state officials, and society in general. This policy has not been supported by means of translation communication tools, such as translation headphones or communication tools that enable listeners to be able to understand what the speaker means. In addition, there is no penalty for those who contravene it.

Second, to develop *Bahasa Indonesia* teaching program for foreign speakers. As a follow up of the Governmental Regulation, the Republic of Indonesia Regulation of MoEC No. 11/2015 on Organization and Work Standard Operational Procedure (SOP). This regulation looks different from the Regulation of Minister of Education and Culture No. 1/2012 on Organization and Work SOP. The changes took place at: (1) *the Center for Development and Protection* became *the Center for Development*; and (2) *the Center for Strategy Development and Language Diplomacy* (called *Pusat Pengembangan Strategi dan Diplomasi Kebudayaan* or PPSDK).

Thus, the National Center for Cultivation and Language Development has 3 units, namely: (1) Center for Cultivation and Language Protection; (2) Center for Language Development; and (3) PPSDK. In the Regulation of Minister of Education and Culture, article 704 mentioned that PPSDK has the duty to implement the preparation of materials of language distribution. Thus, PPSDK mandated to disseminate Indonesian both through art and culture.

Third, to cooperate with abroad in linguistics and literary study. This is in accordance with the outcome of *Kongres Bahasa Indonesia VI* which the point is to increase cooperation with foreign parties. This regulation is widely implemented by colleges, course institutions, language agencies, the MoEC, and the MoRTHE. For example, the Unram collaborates with the RUILI and Asian Exchange (It renamed *the Lombok International Study Program/LISP*).

RUILI followed by Charles Darwin University, University of Sunshine Coast, University of New England, and University of Tasmania. The demand continues to increase, such as in 2010 (74 students), 2011 (63 students), 2012 (53 students), 2013 (80 students) and 2014 (100 students) and 2015 (125 students). (Source: Language Center of Unram, 2018). After finishing on the Unram, RUILI continues to cooperate with MaLFI from 2015 to 2019. The number of applicants in 2015 (50 students), 2016 (37 students), 2017 (15 students), and 2018 (25 students) (Source: MaLFI, 2018).

The student's number of BIPA Program is very potential and be a soft diplomacy for Indonesia and other countries. Of course, the opportunities to improve the function of the *Bahasa Indonesia* into an international language. However, BIPA Program has similar vision and the implementation of *Bahasa Indonesia* language policy. It should also have curriculum, material, requirement of instructor, and cost standards to ensure to the Republic of Indonesia Act No. 24/2009.

Fourth, to develop and empower of *Bahasa Indonesia* learning abroad. Since 1974 (New Order), Bureau of Planning and Foreign Cooperation MoEC has held diplomacy of *Bahasa Indonesia* by giving Darmasiswa Scholarship, but just admitting to ASEAN. Then in 1976, the Darmasiswa was expanded and also offered to other countries.

Entering the reformation (from 2003 to 2015), the Darmasiswa Scholarship has been attended by 5719 students from 89 countries and 54 colleges. Then from 2016 to 2017, the government returned to provide it to 1292 students from 95 countries. In 2018, Darmasiswa Scholarship offered to 72 overseas colleges (Suharti 2017). In addition, since 2003-2016, the Minister of Foreign Affairs (MoFA) awarded the Indonesian Culture and Art Scholarship to 776 students from 69 friendly countries. In 2018, MoFA also offer this scholarship to 66 international students and 6 national students (MoFA, 2017).

BIPA Program organizers are very strategic to play the role, especially with the growing number of foreign students and expatriates (Goebel, 2002). The addition of them who work and continue their studies in Indonesia should be a special encouragement for the Agency for Cultivation and Language Development as well as BIPA organizing institutions to improve *Bahasa Indonesia* function and linguistic diplomacy.

BIPA Program expected to be a tool to improve the function of *Bahasa Indonesia* into an international language that is done in gradually, systematically, and sustainably. It usually carries out by the Agency for National Language, but it is also organized by the MoRTHE, named *Scheme for Academic Mobility and Exchange BIPA* (SAME-BIPA). This program also aims to give *Bahasa Indonesia* teachers the opportunities to teach it because language is social capital, to introduce Indonesian culture at abroad (Harwood & Lai 2017), and to bring economic affects (Reagan 1983).

Currently there are 219 universities/institutions from 29 countries that organize BIPA (Kusmiatun, 2016). There are also those who call 251 colleges from 40 countries, such as: Australia, Austria, Azerbaijan, Bulgaria, Canada, Chile, Czech, China, Denmark, Egypt, France, Germany, Hongkong, India, Iraq, Italy, Japan, Netherlands, Norway, Papua New Guinea, Philippines, Poland, Russia, Saudi Arab, South Korea, Suriname, Sweden, Switzerland, United Kingdom, USA, Vatican, Vietnam, etc. While there are 104 BIPA organizers in the country, spread across several provinces (Sumadyo, 2013).

Fifth, other efforts is suitable to provisions of legislation. The Governmental Regulation states that the improving the function of *Bahasa Indonesia* through BIPA Programs. Then, the President issued the Republic of Indonesia Presidential Regulation No. 20/2018 on the Use of Expatriate. This regulation governs the use of expatriate by requiring them to have *Bahasa Indonesia* ability. This is a consequence of the Asean Economic Community (AEC) which seeks and facilitates skilled labor and part of the Republic of Indonesia Act. No. 38/2008 on the Charter of the Association of Southeast Asian Nations.

Prior to the issuance of the Presidential Regulation, *Bahasa Indonesia* Proficiency Test for Foreign Speakers (the Republic of Indonesia Regulation of MoEC No.1/2012) which had been drafted by the Agency for National Language are almost eliminated as it could hinder foreign investors. Whereas the Republic of Indonesia Regulation of the MoM No. 12/2013 on the Procedures of Expatriate, Article 26 states that one of the requirements of the expatriate is able to communicate with *Bahasa Indonesia*. ASEAN (2009) actually also supports the language teaching of member countries

The expatriate issues provoked the local labors and then they demonstrate on May 1, 2018 (Labor Day). They shouted Mayday, Mayday, Mayday, and demanded the revocation of the Republic of Indonesia Governmental Regulation No. 78/2015 on Wages. It is indeed full of political and related to the presidential election in 2019. President Joko Widodo signed the Republic of Indonesia Presidential Regulation No. 20/2018 on the Usage of Expatriate, Article 26 Section 1 states that "To facilitate the education and training of *Bahasa Indonesia* to expatriate". However, Indonesian Labor Union Confederation rejects this regulation, but on the contrary, some unions approved it. This suggests that *Bahasa Indonesia* policies are close to socio-cultural, economic, political, legal, and security factor.

Conclusion

The adoption of *Bahasa Indonesia* language as the national language and the official language based on three factors, namely sociological factors, political factors, and synthesis language. It used as a lingua franca since the 16th century. According to the statistics of 1930, Javanese speakers (47.02%), Sundanese (14.53%), and Malay (4.97%). Despite the small number of speakers, Malay is spread totally in Indonesia.

Bahasa Indonesia possesses language policies in both explicit and implicit since Sriwijaya Kingdom, e.g., the use of the various inscription or relics of the kingdom. Subsequently following colonial stage consists of Portuguese, VOC, France, England, Nederlands-Indië, and Japan. The Nederlands-Indië participates in language policies, such as the use of the Dutch, Malay, and regional languages, e.g., to build the *Commission voor de Volkslectuur*, *Volksraad*, *Balai Pustaka* and dictionary compilation. Similarly, Japan (1942-1945) helps to engineer language policy, such as it builds the *Kantor Pengajaran*, the *Pusat Bahasa*, and it prohibited the use of Dutch in public spaces and government administration.

In postcolonial stage includes independence (1945-1998), reformation (1998-2009), and post-reformation (2009-2018), Indonesia adopts language policy through (1) Pancasila; (2) the Republic of Indonesia Constitution 1945, (3) the Decree of MoEC No/022g /0/1980 on Center for Cultivation and Language Development, (4) the Republic of Indonesia Act No/21989 on National Education System. Then after reformation, language policies, such as (1) the Act No/20/2003 on National Education System, (2) the Republic of Indonesia Regulation of MoNE No. 46/2009 on General Guidelines for Enhancing Indonesian Language Spellings, (3) the Republic of Indonesian Governmental Regulation No. 57/2014 on Cultivation, Development and Protection of Language and Literature and Improvement of Bahasa Indonesia Function, (4) The Republic of Indonesia Presidential Regulation No. 20/2018 on the Use of Expatriate, and (5) some other laws, rules, and regulations.

Then, to improve the function of *Bahasa Indonesia* managed five strategies, namely: the use of *Bahasa Indonesia* in international forums, the development of *Bahasa Indonesia* teaching for foreign speakers, the improvement of linguistic and literary cooperation with foreign parties, development and empowerment of *Bahasa Indonesia* learning abroad, and other efforts in accordance with regulations.

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