

## **A TEXTUAL ANALYSIS ON POWER DISTRIBUTION IN THE CLAUSES OF NEW INPUTS OF NATIONAL EDUCATION POLICY DRAFT IN INDIA**

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### ***Abstract***

Power is something that is useful to make things better or even worse. Those who have more power might be able to change or create something as they wish to be. The revamped proposal on the national education policy in India structured by the Ministry of Human Resource Development in 2016 becomes one example of how the power can be distributed through a national policy to instruct how the Indian education system should be, especially for a pre-primary student. The research tries to reveal the power distribution among Indian Governmental Institutions by using a descriptive qualitative research design with a textual analysis of Systemic Functional Linguistics (SFL) approach, concerning MOOD framework using MOOD elements Adjuncts and the Modality formed by Halliday (2004). The input on the New National Education Policy draft that is assessed is the one that is related to the pre-primary student by pointing out the MOOD Framework and Modality to see different power representations distributed by the Ministry of Human Resource Development to other institutions. Besides, this research will also reveal which excerpts have the most powerful representation.

***Keywords:*** Power, Textual Analysis, Mood & Modality Analysis

### **INTRODUCTION**

There have been many discussions among scholars about how power can hold an important role in our life. Common studies state that those in power will have the capacity to rule those in a powerless position. Besides, it is most of the time understood as a tool to oppress the powerless ones. In this case, power is considered possession, as something that is supposed to be played and owned by those in such social class. It is also considered as a key to social change. However, Foucault's assessment accompanied another perspective that power is not something that is possessed. Instead, it acts and shows itself with a specific goal in mind as a system than a belonging (Balan, 2010). He concludes that power should be examined as something that circles, or as something which functions as

a chain for Foucault. Power is utilized and practiced through a net-like organisation. People are the vehicles of power, not their places of use.

As we live in an era that requires a good quality of education, all countries and their leaders are constantly seeking the best way of how the quality of education in their countries is good and well-developed to provide a better tomorrow. To have that, it demands a good and idealistic policy that fits in the multicultural environment and people. To structure this, as Foucault mentions before, it will need a power practice that an organisation represents as the vehicles of power to provide the enhancement of education standard itself.

It is not easy to address the differences among people and achieve what so-called equity in education if no power practice leads to how the nation will provide this. That is why there is an importance of implementing power in the form of policy. If there is no power practice in implementing such policy, there will be no standard regulation of how the education system must be. For example, there is an age gap among the students of the same class. It might lead to inequity in the class since there is no equal standard of how old the students must be. The curriculum of early grades differed from that of upper grades (Rodriguez, 2015). Besides, Foucault (1974) (as cited in UKEssays., 2018) tells us that schools have a hierarchical identity within a society that remains unchallenged and provides a framework for giving more space for people with more possibility of having the power to rule. From the example above, there is a need to address the standard of doing the education practices to reach the good quality and have the equality itself.

In line with that phenomenon, there is also a power distribution that contributes to providing the policy that relates to the education itself. Mwisongo (2016) states that policy making is a dynamic process involving the interplay of various factors that power and its role are core components. The example of power here is to influence other parties to do what is pointed out in the policy. Besides, Detel (1998) also mentions that the structures of power and of discourse are the forms, and to some extent also the effects, of concrete relations of power and language use. It shows us that the power can be reflected in the form of text used in the policy.

In leading this exploration, the researcher endeavours to investigate the 2016 Public Arrangement on Education in India, re-examined by adding some new points to its draft. What makes this interesting is because based on India Brand Equity Foundation in its current report on the education industry sector, India has over 250 million schools and has one of the largest networks of higher education institutions in the world. The number of colleges and universities in India reached 39,931 and 993. Besides, India had 37.4 million students enrolled in higher education in 2018-19. This draft was also controversial and generated a lot of debates over the potential frame of the new policy.

To know about the power in the draft, Systemic Functional Linguistics (SFL) is needed here. SFL is a functional language based on grammatical descriptions for creating meaning. Halliday and Hassan (1989) state that a functional language can be captured in the form of text. They mean a text that is whether in written or verbal language that can

convey social meaning in a specific and actual situation. Then, Halliday (1978) also informs that basically, what is closely related to the social and personal need is the grammatical system itself. This grammatical structure will show us the real language that is required to serve.

Moreover, according to Eggen's (2005), there are two essential functional constituents of the Mood elements of the clauses: Subject and Finite. Subject can be achieved by the tag test: the element that gets picked up by the pronoun in the tag is the Subject. It can simply be one single word (noun or pronoun), a lengthy noun phrase, a word empty of content and even a clause. Then, in terms of its functions is to make the proposition definite. It is also to anchor the proposition in a way that we can argue about it.

Next is the Residue Constituents. This component of the clause is that part of the clause which is somehow less essential to the arguability of the clause than is the MOOD component. The RESIDUE component can also contain a number of functional elements: a Predicator, one or more Complements, and any number of different types of Adjuncts. First is Circumstantial Adjuncts (Adding Ideational Meaning). These adjuncts add ideational contents to the clause, which means how we represent reality in language, by expressing some circumstance relating to the process represented in the clause. Circumstantial Adjuncts are usually expressed by either prepositional phrases or by an adverb of time, manner, place, etc.

Besides, there is a modalization. Modalization is one half of the general grammatical area of modality, a complex area of English grammar which needs to do with the different ways in which a language user can intrude on her message, expressing attitudes and judgements of various kinds. When modality is used to argue about the probability or frequency of propositions, it is referred to as modalization. It involves the expression of two kinds of meanings:

- i) probability: where the speaker expresses judgements as to the likelihood or probability of something happening or being.
- ii) usuality: where the speaker expresses judgements as to the frequency with which something happens or is.

Last is the modulation. It is the second dimension of modality which represents the use of obligation and inclination expressions. Eggen (2005) states that it is a way for speakers to express their judgements or attitudes about actions and events. As what Halliday and Matthiessen (2004) mention, there are two kinds of intermediate possibility, in this case depending on the speech function, whether obligation (command) or inclination (offer). In a command, the intermediate points represent degrees of obligation: 'allowed to/supposed to/required to'. In an offer, they represent degrees of inclination: 'willing to/anxious to/determined to'.

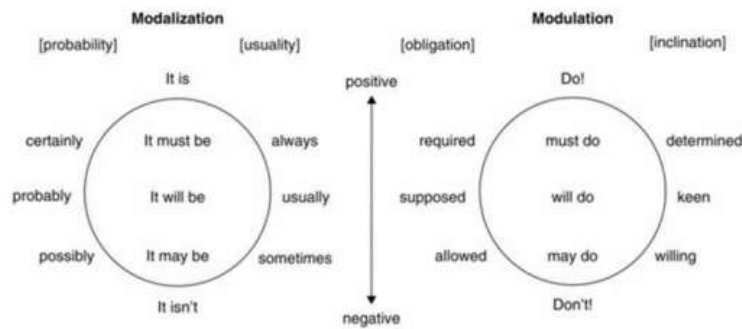


Figure 1: Modality Concepts

Therefore, to limit the study, the researcher will only focus on the clauses related to pre-primary school. Besides, the objections of this study are to reveal how the clauses of new inputs of national education policy draft in India represent power and its distribution among Indian governments and which one has the most powerful representation.

## METHOD

In this study, the researcher uses descriptive qualitative research design using a social semiotic approach, Systemic Functional Linguistics (SFL) informed by Halliday. As what Elliott (2000) (as cited in Elliot & Timulak, 2005) states that the descriptive qualitative research design discovers the varieties of phenomenon and what aspects that they have with deep understanding of the context. It suits this research because it reveals the power distribution as the result of meaning over text, exploring and understanding the power representations in the documents.

In conducting this research, the researcher begins with a phenomenon and a social or human problem towards a debatable platform or topic. This starting point is to figure out the problem first rather than to find out the preferred theories. Then it is supported by matched theories to really have an open-ended research question in the research. To conduct this research, there are some steps of finding out the data. Firstly, the researcher retrieves the official report of the new inputs of National Education Policy draft in India obtained from the Ministry of Human Resource Development of India, which is underlining the evidence which are considered the significance of the study. Secondly, the researcher reads its inputs draft of the Policy very carefully to understand the message of the draft. Thirdly, the researcher identifies the power distribution.

To finish the research, the researcher will figure out the power distribution behind the grammatical structures revealed in the inputs by using Systemic Functional Linguistics framework focusing on MOOD framework, especially on one of its RESIDU constituents called Adjuncts and its Modality informed by Halliday with Marthiessen (2004). It aims to find the details of shared or unshared powers wrapped in the discourse strategy reflected by the new inputs of National Education Policy draft in India.

## FINDINGS AND DISCUSSIONS

This part deals with a power relation analyses using Adjuncts, Modalization and Modulation found in this part. It will result on the level of power distribution by capturing the obligation and inclination expression with the level of Modalization (LOW, MEDIAN, or HIGH).

### Findings

The first point that is inputted to the National Education Policy in India is about Pre-school Education. It emphasises the importance of giving more attention to the pre-primary school since Government schools do not provide pre-primary education. It also states that The Integrated Child Development Services (ICDS) program of the Ministry of Women and Child Development is intended to provide early childhood education. Here are the excerpts of the initiatives that will be taken as the analyses.

#### *The Power is distributed but unshared with Median level to the Ministry of Women and Child Development*

Excerpt 1:

As a priority,	a programme for pre-school education for children in the age group of 4 to 5 years	will be	implemented	in coordination	with the Ministry of Women and Child Development.
Adjunct:comment	Subject	Finite:modal	Predicator	Complement:attributive	Adjunct:circumstantial
MOOD			RESIDUE		

A Comment Adjunct found in the sentence shows the Ministry of Human Resource is the most powerful one. The word “*As a priority*” is considered the Comment Adjunct in the MOOD Framework because it expresses an assessment showing how expected the Ministry of Human Resource Development of India towards the pre-school education program is. The expectation of considering the pre-school education program is on the level “*priority*”, which highly demands the Government of Schools and the Ministry of Women and Child Development to cooperate and start prioritising this program first rather than any programs organised by them.

Besides, this tense “*will be*” is also considered as Modalization “*possibility*” which represents that this will happen. It means that the Ministry of Human Resource Development represents its judgements to the probability of this programme that will be still happening, reflecting its power at level “Median” to the Government of Schools and the Ministry of Women and Child Development case.

The Comment Adjunct and Modalization found here are bringing up interpersonal meanings. Another adjunct is circumstantial which shows the “*WHOM*” or the agent that will do the coordination with the Ministry of Human Resource Development.

#### *The Power is distributed but shared with Median level to the States Government*

Excerpt 2:

Presently,	The Anganwadis under the ICDS	are not	Adequately	equipped to provide	pre-school education.
Adjunct:comment	Subject	Finite:neg	Adjunct:mood	Predicator	Complement
MOOD			RESIDUE		

Steps	will be	Taken	in consultation	with states	to frame	Curricula
Subject	Finite:modal	Predicator	Complement:attributive	Adjunct:circumstantial	Predicator	Complement
MOOD		RESIDUE				

And	Develop	learning materials	within a year,	And	provide	training to Anganwadi workers.
Adjunct:conjunctive	Predicator	Complement	Adjunct:circumstantial	Adjunct:conjunctive	Predicator	Complement
RESIDUE			RESIDUE			

The first is Comment Adjunct which is on the word “*Presently*” which represents how valid the unequipped Anganwadis to provide the pre-school education is. It means that the Ministry of Human Resource Development gives a judgment about the current condition that the Anganwadis lack equipment and are not well-trained to provide pre-school education in India.

The second Adjunct is Mood which is on the word “*Adequately*”. It represents the expression of presumption of the Ministry of Human Resource Development, which deals with its judgment towards the probability on what is happening now without providing any data.

Furthermore, the Modalization “*will be*” represents the possibility of doing these steps. It reflects the Ministry of Human Resource Development’s judgements as to the likelihood of these steps will be still happening in the future. It shows the power of the Ministry of Human Resource Development is at “*Median*”.

Besides, there are also two Conjunctive Adjuncts “*and*”, and one Circumstantial Adjunct “*within a year*” in the first excerpt. The Conjunctive Adjuncts “*and*” fall within the boundaries of logical meaning “*extension*”. The extension conjunction deals with the relationship of one sentence to another to deliver the message. They relate the framing curricula, developing materials and training process become one.

Meanwhile, the Circumstantial Adjunct which is on the word “*within a year*” deals with the preference of “*When*”, or “*Time*” showing how long to frame the curricula and develop the materials. It states that it can probably finish within a year without even mentioning the exact time to indicate when the Ministry of Human Resource Development will truly frame the curricula and develop materials for the pre-school education.

The power revealed in this part is not absolute because even though the Ministry of Human Resource Development can independently decide when all these processes will finish without even coordinating with State Governments to decide it, it still gives a space to consult with States Government.

***The Power is distributed but unshared with Median level to the States Government.***

Excerpt 3:

The transition from Anganwadi to pre-primary school				will be		gradual and seamless.	
Subject				Finite:modal		Complement:attributive	
MOOD				RESIDUE			

And	It	should be	left	to each State	to determine	the time frame	for achieving it.
Adjunct:conjunctive	Subject	Finite:modal	Predicator	Adjunct:circumstantial	Predicator	Complement	Adjunct:circumstantial
MOOD			RESIDUE				

There is a Modalization “*will be*” and Modulation “*Should*” found in the text. They show that the Ministry of Human Resource’s power is at the level *Median*. It represents both possibility and obligation towards the State Governments to finish the project at the same time. Moreover, what makes the Ministry of Human Resource Development more powerful is because it can leave the responsibility to the States, not directly finish it under its control.

Besides, there is also two Circumstantial Adjuncts “*each States*” as the “*WHOM*” or who will take the responsibility and “*for achieving it*” as the “*CAUSE*”, or what for it is supposed to determine by the States. It remains a representation of how the Ministry of Human Resource Development delivers its power to have the States finish these processes.

*The Power is distributed but unshared with Median level to all primary schools*

Excerpt 4:

In due course,		all primary schools		Will	Cover	pre-primary education	
Adjunct:comment		Subject		Finite:modal		Complement	
MOOD				RESIDUE			

For this, efforts	will be	made to locate	all Anganwadis either in the school premises, or		as close to these as possible.		
Subject	Finite:modal	predicator	Complement		Adjunct:mood		
MOOD			RESIDUE				

There are one Modulation “*will*”, Modalization “*will be*” and one Conjunctive Adjunct “*in due course*” which represent the obligation, possibility and enhancement clause of time. It remains how the Ministry of Human Resource Development showing its power by emphasising all primary schools will have to cover pre-primary education at a suitable time in the future.

There is also a Mood Adjunct “*as close to these as possible*” as an expression of showing probability which represents the possible movement of Angawidis to the primary schools. It shows the Ministry of Human Resource Development’s judgment

towards the possibility of moving the Anganwidis. This is how it represents its position as the one who has capability to move the Anganwidis.

### **Discussions**

This part deals with the discussion of the findings before of how power represented by Adjuncts, Modalization and Modulation found. This will result in finding the most power and which strongest power is distributed among the Indian government/organisation.

#### ***Power Distribution to The Ministry of Women and Child Development***

In the input of Pre-School Education, there have been revealed only one Comment Adjunct of expressing how expected and Modalization of possibility in the excerpt, which are adding the interpersonal meaning.

Besides, there is also a circumstantial adjunct *WHOM*. This is actually not a direct demand from the Ministry of Human Resource Development to other Government Institutions. Moreover, this is just reflecting the Ministry of Human Resource Development's expectation towards pre-school education and giving an information that there is a possibility of being the pre-school students. This expectation is what the Ministry of Human Resource Development wants to point out to other Government Institutions and it is not a type of obligation.

As stated in the findings, the possibility that the Ministry of Human Resource Development tries to represent is at level *Median*, which is not highly forcing other Governmental Institutions to do what it wants.

#### ***Power Distribution to The States Government***

There are two excerpts (2 & 3) revealed indicating the power distribution to the States Government. There are 4 Circumstantial Adjuncts (1 Time, 1 Agent, and 2 Cause), 2 Conjunctive (Extension and enhancement), that are adding the ideational and textual meanings found in the excerpts, there have been also examined 1 Mood (presumption), 1 Comment Adjunct (how valid), 2 Modalization (possibilities) and 1 Modulation (obligation), which tend to be interpersonal meanings. The ideational meanings presented are just reflecting how the Ministry of Human Resource Development represents the possibility. It shows that the Ministry of Human Resource Development puts more attention to the possibility of when the programs happen and what reasons are caused it happens.

Although the Ministry of Human Resource Development puts logical meanings in its textual meanings as well, it only represents other messages that it wants to construct. Hence, the ideational meanings dominate the discourse by focusing on the cause with 2 possibilities and 1 obligation at the same time. It shows that this power distribution is stronger because there is also 1 demand to the States Government.



### ***Power Distribution to All Primary Schools***

There are 1 Modulation (obligation), 1 Modalization (possibility), 1 Conjunctive Adjunct (Enhancement of time) and 1 Mood Adjunct (probability) revealed to all primary schools. These findings are showing an obligation, possibilities, textual and interpersonal meanings which are not really strong compared to the power distribution to the States Government. As what have also been stated in the findings, these possibilities and obligation are also at level Median, which are not highly forcing all primary schools to do what the Ministry of Human Resource Development wants.

### **CONCLUSION**

After revealing all adjuncts and modality, it can be concluded that the power distributed by the Ministry of Human Resource Development is both shared and unshared. But the power sharing here still show that the Ministry of Human Resource Development is the one who have more power since the how it is distributed contain judgments and obligations.

Besides, in sum, the power distribution to the States Government is the strongest one since the Ministry of Human Resource Development puts more attention to the possibility of when the program related to the primary school teacher happen and what reasons are caused it happens together with an obligation in it. This shows how the Ministry of Human Resource Development puts more eyes to what States Government does compared to other parties.

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