

# Policy Analysis of Primary School Education Management Standards in Indonesia

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## Abstract

This study explores the analysis of management standards for primary school education in Indonesia and the analysis results. This research is qualitative research with a SWOT analysis approach consisting of (1) strengths, (2) weaknesses, (3) opportunities, and (4) threats. The subject of this research is the Minister of National Education Regulation Number 19 of 2007, which regulates the National Education Standards in Indonesia. The analysis results found several things regarding the management standard's strengths, weaknesses, opportunities, and challenges. Therefore, it is necessary to define several critical steps in primary school education management standards in Indonesia. The stages consist of: (1) school leadership, (2) effective school leadership, (3) standards of school principals in Indonesia, (4) management and information systems, and (5) legal basis for management information systems. Of course, implementing the five critical steps in the management standards of primary school education in Indonesia requires adequate supervision and guidance from various parties to achieve standardizing education management ideals in Indonesia.

**Keywords**— Policy Analysis, Standard Management, Primary School Education

## I. INTRODUCTION

Whether an institution or organization is terrible or destructive depends on its management, and management will be of good value if professional people manage it. Many opinions say that leaders bring change, and people World Health Organization always want to know why something happens. Leadership is often considered the most critical factor for an institution's success or failure [1]–[5]. The principal who leads and manages an educational institution must be competent.

Efforts to provide quality formal education are closely related to carefulness and accuracy in identifying, formulating, packaging, and describing educational, operational policies, strategies, and programs [6]–[10]. It means that school principals and professional service education personnel's managerial abilities need to be developed and function optimally. Therefore, as the central work units are directly related to real needs in education, schools need

time to have work autonomy in carrying out management in their schools. Under the leadership of professional school principals, they are expected to present and develop themselves according to their potential, improving the quality of education in their institutions [5], [7], [10]–[16]. Thus, effective schools will be created, which will increase public trust in informal educational institutions. Government Regulation of the Republic Indonesia, Number 19 of 2005 concerning National Education Standards [17], mandates that each education unit at the primary and secondary education levels compile a curriculum concerning some standards. It is Content Standards, Graduate Competency Standards, Education Management Standards, Process Standards, and Assessment Standards and refers to the guidelines prepared by the National Education Standards Agency. Generally, fulfilling this mandate (SD) has compiled a curriculum as an operational tool and framework compiled by and implemented

in each academic unit, which functions as a guideline for implementing learning activities to achieve individual educational goals [8], [10], [18], [19]. These specific objectives include national education and conformity to the regions' specifics, conditions, and potential, academic units, and students.

Implementing the curriculum that has been prepared cannot be separated from efforts to achieve the National Education Standards (SNP), adjustments to the education unit's conditions, society, and the environment. In this regard, curriculum preparation should begin with a context analysis that includes SNP analysis, academic unit conditions, and analysis of the community conditions and the school environment. It means that the curriculum must be prepared under an academic unit's needs, characteristics, and potential and be guided by national education standards [17], [20]. In this regard, before compiling the curriculum, each school must first analyze each national education standard.

One of the SNP analyses that must be carried out in analyzing education management standards under the Regulation of the Minister of National Education (Permendiknas) Number 19 of 2007 concerns Education Management Standards. Analysis of management standards includes some analysis [21]–[23]. It is the analysis of program planning, analysis of work plan implementation, analysis of supervision and evaluation, analysis of school leadership, and analysis of management information systems and educational activities at the education unit, district/ city, or national level to achieve efficiency effectiveness of education delivery [13], [21], [24]–[29]. The management of the education unit is the responsibility of the education unit head.

Management Standards are national education standards relating to the planning, implementation, and supervision of educational activities at the education unit, district/city, provincial, or national level to achieve efficiency and effectiveness in education delivery [8], [23], [29]–[31]. Education Management Standards are national education

standards related to planning, implementing, and supervising educational activities at the education unit, district/city, or national level to achieve efficiency and effectiveness in education provision. The management of the education unit is the responsibility of the head of the education unit [24], [26], [28], [31]–[37]. The Management Standard consists of 3 (three) parts: the management standard by the education unit, the management standard by the Regional Government, and the government's management standard.

As well known, every education unit must have: guidelines governing the education unit level curriculum and syllabus; Educational / academic calendar, which shows all categories of academic unit activities for one year and is broken down by semester, monthly, and week; Educational unit organizational structure; Division of tasks among educators; Division of tasks among academic staff; Academic regulations; Educational unit rules, which at least include the rules for educators, academic staff and students, as well as the use and maintenance of facilities and infrastructure; A code of ethics on the relationship between fellow citizens within the academic unit and the relationship between members of the education unit and the community, and; Educational unit operational costs [8], [15], [40]–[44], [25], [26], [28], [31], [33], [34], [38], [39]. Each of the above educational units must be managed on the basis of an annual work plan which is a detailed description of the medium-term work plan for the educational unit covering a period of 4 (four) years consisting of; (1) Educational / academic calendar which includes learning schedules, exams, exams, extracurricular activities, and holidays, (2) Schedule of curriculum preparation at the educational unit level for the following academic year, (3) Subjects or courses offered in odd semesters , even semester, and short semester if any, (4) Assignment of educators to subjects or other courses and activities, (5) textbooks used in each subject, (6) Schedule of use and maintenance of facilities and infrastructure learning, (7) Procurement, use, and minimum

supplies of consumables, (8) Quality improvement program for educators and education personnel which includes at least the type, duration, participants and program organiser, (9) Schedule of educator board meetings, meetings education unit consultation with parents / guardians of students, and education unit meetings with school / madrasah committees, for primary and secondary education, (10) Schedule of lecturers board and academic senate meetings for higher education, and (11) Education unit income and expenditure budget plans for one year of service, [5], [19], [26], [33], [36], [43], [45].

Besides, in implementing quality assurance of management standards, schools need to pay attention to two things. First, the minimum criteria that must be achieved are based on the Regulation of the Minister of National Education No. 19 of 2007, operational indicators, and criteria for achieving objectives. Second, schools need to pay attention to the indicators and criteria for excellence at the academic unit level to have higher targets than the national education standard criteria (SNP) [22]. In this matter, the school should ideally have a quality improvement program and measurement instruments. It consists of the standard, activity, performance indicators, monitoring, and evaluation.

## II. METHODOLOGY

This research is qualitative research with a descriptive analysis approach. This research's object is the Regulation of the Minister of National Education No. 19 of 2017. The instrument used to analyze the Minister of National Education Regulation Number 19 of 2007 uses the Management Standard, the national standard of education related to

planning, implementing, and supervising educational activities. While the strategy used to analyze the research object is to use the SWOT analysis (Strengths, Weaknesses, Opportunities, and Threats).

The management standard items used as a research instrument consisted of three parts: management standard by the education unit, management standard by the Regional Government, and management standard by the government. Researchers also use relevant theories relating to Indonesia's education policy management to analyze the Minister of National Education Number 19 of 2017. After being analyzed using the SWOT analysis strategy, the researcher then made recommendations for solving the challenges in managing elementary school education in Indonesia.

## III. RESULT AND DISCUSSION

The quality of education in Indonesia is currently at a very concerning point. It is necessary to have a strategy, formula, and practical policy to overcome deeper slogans to rise to the expected quality. In this case, this quality improvement should be carried out simultaneously from primary school education to high school. The government has made efforts to improve the quality of education with eight national education standards. One of which is the primary school education management standard that needs to be studied in-depth. One strategy in order to see the appropriateness of education management standards, especially in primary schools, is to use analysis, namely the SWOT analysis in the Regulation of the Minister of National Education Number 19 of 2007, which consists of (1) Strength, (2) Weakness, (3) Opportunity, and (4) Threats.

*Table 1 Analysis of the Regulation of the Minister of National Education No. 19 of 2017*

SWOT Analysis	
<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>The involvement of teachers, school principals, and community members of school committees and education boards in decision-making will generate a greater sense of ownership and develop school</li> </ul>	<p><b>Weakness</b></p> <ul style="list-style-type: none"> <li>The lack of human resources (HR) is expected to elaborate the Minister of National Education Regulation Number 19 of 2007 in most existing education units.</li> <li>The management of primary education</li> </ul>

programs.

- The enactment of the Regulation of the Minister of National Education Number 19 of 2007 provides an opportunity for schools to optimize their environmental conditions by considering the school's characteristics, students, and the socio-cultural community.
- The enactment of the Regulation of the Minister of National Education Number 19 of 2007 also opens opportunities for schools to be independent, progress, and develop based on the education management policy strategy established by the government with full responsibility.

### **Opportunities**

- The involvement of teachers, school principals, and community members of school committees and education boards in decision-making will generate a greater sense of ownership and develop school programs.
- The enactment of the Regulation of the Minister of National Education Number 19 of 2007 provides an opportunity for schools to optimize their environmental conditions by considering the school's characteristics, students, and the socio-cultural community.
- The enactment of the Regulation of the Minister of National Education Number 19 of 2007 also opens opportunities for schools to be independent, progress, and develop based on the education management policy strategy established by the government with full responsibility.

units at the Elementary School level (SD), according to the Regulation of the Minister of National Education Number 19 of 2007, is distinguished from management at the Junior High School (SMP / M.Ts) and Senior High School (SMA / MA) levels.

- School principals and teachers have never read and do not understand the Minister of National Education Regulation Number 19 of 2007.

### **Threats**

- The implementation of the Regulation of the Minister of National Education Number 19 of 2007 needs to be supported by a management climate at the education unit level that is conducive to the creation of a safe, comfortable and orderly atmosphere.
- Regulation of the Minister of National Education Number 19 of 2007 as one of the supporting tools that provide broad autonomy to schools needs to be accompanied by a set of obligations, as well as monitoring and relatively high demand for accountability to ensure that schools apart from having broad autonomy also should implement government policies and meet community expectations.
- In implementing the Minister of National Education, Number 19 of 2007, community and parent participation is not only in finance.
- The Regulation of the Minister of National Education Number 19 of 2007 demands schools' professional performance, especially school principals and teachers, in its implementation.

The analysis table explains that the Regulation of the Minister of National Education No. 19 of 2017 has some Elementary School level strengths. It is a benefit for the education system at elementary schools in Indonesia. However, the Regulation of the Minister of

National Education Number 19 of 2007 concerning Education Management Standards by Elementary and Secondary Education Units imposed in Indonesia and having advantages also has weaknesses. For that, the government must see the opportunities that exist to cover all the existing weaknesses. These opportunities

will eventually spearhead the basic education management system in Indonesia. However, it remains to be watched out for because several threats can weaken these opportunities.

The teachers, school principals, and school management to further increase their creativity in implementing educational programs and shelters and provide opportunities for the community and parents to determine the direction of education policy in schools [13], [19], [39], [42], [46], [47]. Provides limits in the form of minimum standards that primary and secondary education units must meet. It is encouraging the realization of broad autonomy to schools and academic departments. Moreover, the Legal aspects of program planning, implementation of work plans, monitoring, evaluation, school /madrasah leadership is also the strength of the Regulation of the Minister of National Education Number 19 of 2007.

However, this Regulation also has weaknesses. The lack of human resources (HR) is expected to elaborate the Minister of National Education Regulation Number 19 of 2007 in most existing education units. There are still school principals and teachers who have never read and do not understand the Regulation. For example, when viewed from the curriculum aspect, implementing KTSP is hampered by teachers' and schools' lack of quality, supporting facilities, and infrastructure. Most teachers cannot be expected to contribute thoughts and creative ideas to describe the curriculum guide (KTSP), both on paper and in front of the class. One of the reasons for this is the low academic expertise of teachers and education personnel. Based on an evaluation carried out by the Research and Development Agency of the Ministry of National Education in 2004 [8], [51], [52], out of 2.7 million teachers showed that the mismatch of diplomas teaching at the primary and secondary education.

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Besides, it was recorded that 15.21% of teachers at various primary and secondary education levels were taught not according to their competence. The Human Development Index (HDI) survey results as many as 60% of elementary school teachers, 40% of junior high school teachers, 43% of high school teachers, and 34% of vocational teachers have not met the national education quality standard [50],

[51]. It is even more worrying if 17.2% of Indonesian teachers teach not in their field of expertise ([18], [52]–[55]).

Thus, it is appropriate to consider issuing a one-roof school management policy only in complex elementary schools led by a school principal. It is a form of efficiency and effectiveness in implementing education management in elementary schools. For complex elementary schools, management can be applied as implemented in SMP / M. Ts and SMA / SMK / MA. Is it possible that primary and secondary education management's minimum standard can be implemented if human resources do not understand it? Do you not know at all? Some of the weakness factors above must be a concern for the government. The Minister of National Education Regulation Number 19 of 2007 will add to the problems faced in our education world. If not, then its implementation will only add to the list of increasingly chaotic education in Indonesia.

Regulation of the Minister of National Education Number 19 of 2007 regulates the Education Management Standards by Primary and Secondary Education Units, providing a minimum operational education management limit. It can be compiled and implemented by each level of education unit, so there is an opportunity to improve the quality of education and rise from adversity can be realized. Indeed, this is not easy, it is not as easy as turning it palm, but it takes time and process.

In decision-making, teachers, school principals, and community members of school committees and education boards will generate a greater sense of ownership. The Regulation of the Minister of National Education Number 19 of 2007 provides an opportunity for schools to optimize their environmental conditions. It allows the excellent schools' realization with their characteristics and uniqueness that enrich the development of the world of education in this country [8], [46], [56]–[60].

Therefore, the Regulation of the Minister of National Education Number 19 of 2007 is a form of innovation in education and every creation. There are always challenges in it. The

challenges faced in implementing the Minister of National Education Regulation Number 19 of 2007 are complex, but the threats faced generally include others.

Regulation of the Minister of National Education Number 19 of 2007 as one of the supporting tools that provide broad autonomy to schools needs to be accompanied by obligations. Schools, apart from having overall freedom, also should implement government policies and meet community expectations. Schools must strive to raise awareness in the community and students' parents that the school is an institution that all parties must support. Community and parent participation is not only in finance. The community's ideas, ideas, and thoughts are needed to support schools' success [17], [60], [61]. The school's success is a matter of pride for the community and makes it happen and requires harmonious cooperation. The government should change school principals' appointments from being oriented towards work experience when being a teacher to being oriented towards professional abilities and skills [7], [43], [51], [62].

The World Bank says one of the reasons for the decreasing quality of education in Indonesia is the lack of school principals' professionalism as education managers. It indicates that the government should change school principals to be oriented towards professional work experience as well as professional abilities [6], [52], [63]–[67]. The Regulation requires an experienced school principal with reliable and democratic managerial abilities in every decision-making, says the World Bank. The Regulation of the minister of education's law of education (Kherunisa, 2014; Kurniati, 2018; Loyens et al., 2012; Matsuoka, 2018; Warisyah, 2015).

The Regulation of the Minister of National Education Number 19 of 2007 demands schools' professional performance, especially school principals and teachers. In this case, teachers must constantly develop their abilities and professional skills [3], [4], [57], [73]. It can also be done through the Teacher Working Group (Called KKG in Indonesia) or the

Subject Teacher Conference [52], [55], [66], [67], [74]

The critical steps are needed to address all strengths, weaknesses, opportunities, and threats to resolve these problems, so a basic understanding of these problems is needed with the School leadership, effective School Leadership, standards for Principals in Indonesia, information and Management Systems, and, legal Basis of Management Information System.

Leadership is an art, something that is difficult to define, but we will understand when we see it [1], [3], [25], [57], [58], [75]. Moreover, all groups have a leadership role that includes responsibilities and functions that cannot be shared without sacrificing group effectiveness. Herein, the most influential individual expected to assume a leadership role is called a leader; others are called followers, he says. Others argue that leadership and administration are fundamentally different concepts, he adds. For example, administrators plan, budget, organize, staff, supervise, and solve problems. Whereas leaders set goals, discipline people, motivate and inspire, he writes. Therefore, the leaders emphasize adaptive change and get people to agree on what they want to happen. It is more of a process or organizational wealth than an individual [3], [57], [76], [77].

Next, the principal must be prepared to acquire theoretical and practical knowledge to understand and live up to educational techniques to create leadership in an effective learning process. The principal must know up-to-date content, media, learning programs, and strategies and approaches in managing curriculum and learning. A positive learning climate is established by giving teachers high expectations that their students will perform well, building links between daily activities and student achievement, and rewarding their academic performance [3] (Fritz & Miller, 2003). They say that the school principal teaches through observation and evaluation of the teacher's teaching strategies. It also needs to be assessed regularly and periodically through

summative and formative assessments [10], [27], [43], [78], [79].

Otherwise, An exciting finding was made by The Ministry of National Education, which estimates that 70 percent of the 250 thousand school principals in Indonesia are incompetent. Each principal must fulfill five competency aspects: personality, social, managerial, supervision, and entrepreneurship. Operationally, many school principals do not yet have the culture to lead schools/madrasahs professionally to organize school management-based institutions, says the report. The scope of the principal's duties can be classified into two main aspects, namely, work in school administration and labor related to educational professional development, which is the school/Madrasah principal's responsibility. The report concludes that the principal is responsible for participatory planning regarding curriculum implementation and implementing supervision programs to improve madrasah schools' performance. The principal is also responsible for ensuring a safe, healthy, efficient, and effective learning environment.

#### IV. CONCLUSION

Based on the discussion above, it can be concluded that some strengths were founded in the Regulation of the Minister of National Education No. 19 of 2017. It is, first, to provide limits in the form of minimum standards that primary and secondary education units must meet. Focuses on subjects considered the most needed by students, encouraging broad autonomy to schools and academic teams. It is teachers, school principals, and school management to further increase their creativity in implementing educational programs and shelters. Provides opportunities for the community and parents to determine the direction of education policy in schools.

However, the Minister of National Education Number 19 of 2007 concerning Education Management Standards by Elementary and Secondary Education Units imposed in Indonesia also has weaknesses. For example, when viewed from the curriculum aspect, implementing KTSP is hampered by teachers'

and schools' lack of quality, supporting facilities, and infrastructure. Most teachers cannot be expected to contribute thoughts and creative ideas to describe the curriculum guide. According to the provisions, 66.11% of elementary school teachers do not have a diploma. 17.2% of Indonesian teachers do not teach in their field of expertise. It is appropriate to consider issuing a one-roof school management policy in complex elementary schools led by a school principal.

Moreover, the Regulation of the Minister of National Education Number 19 of 2007 is a form of innovation in education. Nevertheless, there are always challenges. The challenges faced in implementing the Regulation are complex, but the threats faced include, among others. The Regulation needs to be accompanied by obligations and monitoring and relatively high demand for accountability. Schools should carry out excellent service that strives to satisfy service users (customer satisfaction), in this case, students and parents of students and users of school graduate services. The implementation of the Regulation requires a professional school principal who has reliable and democratic managerial abilities. Ideas and thoughts of the community are needed to support the success of schools. Schools must strive to raise awareness in the community and students' parents that the school is an institution that all parties must support.

## V. ACKNOWLEDGMENT

First of all, Researchers would like to thank the Ministry of Research and Technology / National Research and Innovation Agency. This research cannot possibly be completed without any research funding assistance through a doctoral dissertation research program. Besides, It is the greatest to Prof. Dr. Muhammad Zaim, M.Hum., Prof. Dr. Jufri, M.Hum., and Dr. Jufri, M.Pd., for their supports, guides, and kindness.

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