

Educational Policy Implementation In Indonesia : The Art Of Decision Making

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Abstract: The purpose of this study is to see the index of education development and implementation of education policies in Indonesia. For the purposes of the papers, researchers investigated and analyzed the extensive literature. The review of the literature revealed that the index of education development in Indonesia was increased by years, but there were obstacles in educational policies referring to the indicators of the index of education development to policy makers in making education policies and implementing those policies. There are still low teacher qualifications and competencies, the education budget, the school environment that is not yet child-friendly and the lack of access to education for marginalized people. The contribution of this study is to provide recommendations and solutions according to the analysis of those literatures.

1. INTRODUCTION

Education is important for the country of Indonesia, even in the opening of the 1945 Constitution the goal of national education is to enlighten the life of the nation. This means that whenever education has to be a concern for the Indonesian, in this case the Indonesian government, including in making decisions and policies for the scope of education. Public policy refers to a process which helps any system to solve public problems. Implementation of policy is the adoption of the policy at the grassroots level. It consists of giving practical shapes to ideas, sets of activities and structures to enable people to deal with new changes [15]. The World Bank mentions and considers that the quality of education in Indonesia is still low, even though the expansion of access to education for the community is considered to have increased significantly. World Bank Representative Head for Indonesia Rodrigo Chaves said that the low quality of education is reflected in Indonesia's ranking which is still in the highest position from neighboring countries. This indicator of the quality of education is reflected in the number of illiterate cases in a country [11]. Indonesia is currently in the 108th position in the world with a score of 0.603. In general, the quality of education in Indonesia is under Palestine, Samoa and Mongolia. Only 44% of the population succeeded in completing secondary education. While as many as 11% of students fail to complete their education or cannot complete school and quit their school activities [20]. Seeing these conditions, of course it is sad for Indonesia which incidentally is a developing country but the condition of education is still below Palestine whose country is still in a state of war with other countries. The Indonesian Education Monitoring Network (JPPI) conducted a Right to Education Index (RTEI) study to measure the fulfillment of the right to education in various countries. The results of the research conducted stated that the quality of education in Indonesia is still below Ethiopia and the Philippines. The research was conducted in 14 random countries, namely Indonesia, Nigeria, United Kingdom, Philippines, Ethiopia, South Korea, Honduras, Canada, Australia, Palestine, Tanzania, Zimbabwe, Congo and Chile [19].

If we refer to some of the previous literature and research, researchers can conclude temporarily that the Education index in Indonesia is still relatively low. Based on the results of the 2012 EFA Development Index (EDI), Indonesia is ranked 68 out of 113 countries and Indonesia is in the intermediate group. EDI in Indonesia experienced an increase from year to year. In 1999 EDI in Indonesia was worth 0.933, rose to 0.937 in 2012 and increased again to 0.945 in 2015. However, in the EDI table 4, namely Change in EDI between 1999, 2012, 2015, it actually decreased from 1.3 to 0.9.

2. LITERATURE REVIEW

The etymological policy comes from the Greek, namely "Polis" which means city. In this case, the policy deals with the idea of organizational regulation and is a formal pattern that is equally accepted by the government or institution so that they are trying to pursue their goals [22]. Policy is a government decision that is general in nature and applies to all members of the community [1]. Policy is a written rule that is a formal organizational decision, which is binding, which regulates behavior with the aim of creating new values in society. Policy will be the main reference for members of the organization or community members in behavior [8]. It should be noted that policies are generally procedural in dealing with existing problems and are proactive, adaptive and interpretative when paired with Law and Regulation. Although the policy also includes what is permissible, and what is not permissible, it should still be general and must be able to provide space for local characteristics in order to implement it. Policies made by the government of a country are public policies because they will have an impact on the lives of citizens in the country. Therefore, a policy made by a government should not be detrimental to its citizens, meaning that every policy determined should be in favor of the citizens. Policies that are designed to be implemented by citizens should be policies that have been thoroughly studied, able to be applied by various levels of society, and are sustainable so that policies in Education have a plan for increasing the quality of education. Public policy is a term that is familiar to the community because this term is often heard in everyday life. Even among the campus community, public policy becomes a special study in research and writing activities so that today many experts write and publish books that discuss public policy theories with different emphases because each expert study them based on issues, symptoms and problems that develop in the general community. So that the concept of understanding put forward by experts is very diverse, each expert has different perspectives and views from one expert to another in defining

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public policy. Even Parsons [18] in his book said that the growth of public policy is a study in the academic world is estimated to begin in the late 1960s. Based on Parson's opinion, it seems that the interest of academics to study this field has been quite a long time, especially now that various studies and research on public policy are booming in Indonesian universities, especially after the 1998 reforms where demands for good governance to the government have strengthened so that the public policy process since began to be formulated, carried out until evaluated conducted jointly between the government and the community. Or in another sense, governance is the relationship between government and society that allows public policies and programs to be formulated, implemented and evaluated together.

3. METHODOLOGY

This research is a literature review research study. For this purpose the researchers consulted numbers of national and international reviewed papers, online newspapers, book journals, and findings of research studies in order to find out the obstacles of educational policies implementation in Indonesia and give recommendations.

4 RESULTS AND DISCUSSIONS

A related literature was critically presented and reviewed here to comprehensively deal with various gaps with regard to the educational policy implementation in Indonesia. On the basis of critical review of literature the following main influencing areas or components of the educational policies were first identified which were found common in all the policies designed and implemented so far. Then one by one these components were analyzed in the literature which is presented below. The EFA Development Index (EDI) is a composite index using four of the six EFA goals, selected on the availability database. The goals are: universal primary education, adult literacy, quality of education and gender [10]. Researchers conducted this study to look at these indicators from 2015-2018.

1. Universal primary education

Universal primary education looks at the aspects of completion of basic education. However, while access and participation at this level is relatively easy to measure, but there is still a lack of consensus about definitions of elementary school completion [9]. Researchers looked at aspects of the population aged 15 years and over who had graduated from elementary school.

Table 1 Universal Primary Education in 2015-2018

Percentage of Universal Primary Education			
2015	2016	2017	2018
27.79	33.08	28.03	25.63

Source: [7]

From the table above it can be seen an increase and decrease in the percentage of the population aged 15 years and over who have finished their primary school.

2. Adult literacy

Researchers looked at the number of literacy rates in populations aged 15 years and over.

Table 2 Adult Literacy in 2015-2018

Percentage of Adult literacy			
2015	2016	2017	2018
95.22	95.38	95.50	95.66

Source: [7]

From the table above it can be seen that there is an increase in the number of adults who can read or are not illiterate.

3. Quality of education

The low quality of Indonesian education is shown by the 2003 Balitbang data that from 146,052 elementary schools in Indonesia, only eight schools received world recognition in the Primary Years Program category. From 20,918 junior high schools in Indonesia, only eight schools received world recognition in the Middle Years Program category and from 8,036 high schools, only seven schools received world recognition in the Diploma Program category. Talking about the quality of Education there are many aspects that can influence this. Among them are school facilities, teacher quality, student competencies mastering qualified skills.

Table 3 Percentage of villages with school facilities in 2015-2018

Percentage of villages with good school facilities			
2015	2016	2017	2018
95.22	95.38	95.50	95.66

Source: [7]

In this case the researcher looked at the aspect of the large number of villages that had good school facilities and the proportion of adolescents and adults aged 15-24 who had information and computer technology skills.

Table 4 Proportion of adolescents and adults aged 15-24 who have information technology and computer skills in 2015-2018

Proportion of adolescents and adults aged 15-24 who have information technology and computer skills			
2015	2016	2017	2018
51.83	58.21	59.13	62.32

Source : [7]

From the two tables above it can be seen that there is an increase in percentage from year to year.

4. Gender

According to EDI [9], there are thus two subgoals: gender parity (achieving equal participation of girls and boys in primary and secondary education) and gender equality (ensuring that educational equality exists between boys and girls). Researchers look at the first subgoals, which is the ratio of the number of male and female students at the elementary and junior high school levels.

Table 5 Comparison of the number of male and female students at the elementary school level in 2015-2018

Comparison of the number of male and female students at the elementary school level				
Gender	2015	2016	2017	2018
Boy	96.65	96.96	97.36	97.78
Girl	97.07	96.89	97.06	97.40

Source : [7]

Table 6 Comparison of the number of male and female students at the junior secondary level in 2015-2018

Comparison of the number of male and female students at the junior secondary level				
Gender	2015	2016	2017	2018
Boy	72.16	72.21	75.00	75.71
Girl	76.33	77.94	78.17	78.43

Source : [7]

From the two tables above it can be seen that at the primary school level the balance of numbers between men and women

is still relatively the same, only slightly different. However, at the junior high school level, the percentage of school participation by female gender is seen to be higher than male students. What about the implementation of the Education policy in Indonesia to improve the indicators of the EDI? Researchers see that there are still some obstacles in implementing Education policies that can support or improve EDI indicators based on the literature obtained, namely:

1. Teacher qualifications and competencies are still low.

According to researchers, for indicators of quality education can see one of them in the quality and competence of teachers. Based on the literature obtained it appears that the qualifications and competence of teachers is still low. The World Bank sees the need to expand access to education more equitably and in accordance with international education standards, both curriculum and practice. In addition, the government also needs to increase the criteria for teacher qualifications to launch a campaign to improve the quality of education [11]. According to researchers, the emphasis of problems in Education policy is more on the quality and competence of teachers, added by Kusnandar that the quality of teachers in Indonesia is still considered low [14]. There are 3 things whose scores are still low about the quality of teachers (availability), schools that are not child friendly (acceptability), and about education or access for marginal groups (adaptability). [19] Teacher quality scores are low because of the unequal availability of teachers in frontier, outermost, and remote areas. This is not comparable with the budget that has been spent on teachers' salaries [19]. The low equitable distribution of teacher quality is the impact of the lack of equitable dissemination and improvement in teacher understanding of the impact of new policies in the rules of Education. The unachieved or insufficient number of teachers sent from border and remote areas to attend training and even trying to meet teacher certification is one of the problems in the uneven quality of teachers. Some of the problems identified include the low quality of teachers, supervision, the unprofessionalism of teachers in carrying out teacher training, the lack of public appreciation of the teaching profession, and the relatively low level of teacher welfare [5]. The lack of quality control of teaching and learning activities in schools in border and remote areas is also an issue that must be considered. With lack of supervision, educators feel that the system applied is in accordance with existing policies, but at the end of the new academic year it can be found that the results of student achievement are far below the standard, this will certainly have an adverse effect on students.

2. Education Budget

According to researchers, for the indicator of the quality of education one can look at the availability of school facilities that lead to the education budget that is planned and provided by the government. Based on the literature obtained it appears that our Education budget is still constrained by various things. In terms of the education budget regulation, the government is deemed necessary to provide a budget based on the performance and quality of education that can be built by the regions [11]. But according to the researchers, it is also not certain that regions that have low performance are given a low budget, this condition needs to be re-evaluated the possibilities that can occur from the characteristics of the area. Education performance in a region is low because the education budget is low, so the condition of school

infrastructure is inadequate, the region is unable to send and finance teachers to undergo training or improve self-quality, payment of teacher salaries or substandard payments so as to force teachers to have find side jobs that can take the teacher's attention and time in the process of teaching and learning activities. Government expenditure on education is basically an investment in economic growth. Government spending in the education sector in Indonesia is still relatively small when compared to other countries in the Southeast Asian region. According to data from the 2013 Human Development Report, it is known that the percentage of Indonesian government spending on education is 3% of the GNP, this figure is still far compared to Malaysia and Singapore [16] According to researchers, one of the expenses in the Education Budget is on facilities or infrastructure for schools. The presence or absence of facilities in schools requires better supervision and control by the central and regional government. Government Policy is a product or results of operations carried out by the Government to meet the needs of its people, one of which is the availability of public sports facilities and infrastructure. Policy implementation in each region varies according to the needs of each region [21]. Following the research conducted in one of the districts in Indonesia, the results of the study indicate that the policy on facilities and infrastructure, planning for the provision of public sports facilities and infrastructure in Kudus Regency has not been well programmed. The role of the government has not been clearly seen in planning public sports facilities and infrastructure in Kudus Regency. Availability of Public Sports Facilities and Infrastructure in Kudus Regency is inadequate both in quality and quantity [21]. The budgeted government budget for education has not been fully absorbed and has not been managed with sufficiently good managerial capacity by the local government, this is evidenced by the discovery of cases of corruption in Indonesian education funds [13]. Education and health sector government spending are two of several factors that influence human development. Both of these factors, are normative services provided by the government, not relying on the private sector, especially the market. In terms of increasing human development, education and good health for each humans can be realized through the allocation of government spending in the education and health sectors. Increasing the allocation of government spending in the sector will increase productivity population so that it can enhance human development [4].

3. Educational environment that is still not child friendly.

According to researchers, for indicators of quality education can also look at the educational environment. Based on the literature found, it can be seen that our education environment is still constrained by various things, especially in a school environment that is still not child-friendly. The school environment is not child-friendly, there is still violence, and there is sexual harassment that occurs in schools, viral news in the media, children abducted from school, the score is also small, the government must provide supervision not necessarily from the school, but the committee and others as well must contribute to each other, so that violence in schools does not happen again [19]. Today violence is not only physical, but digital violence has occurred along with technological developments, known as cyberbully. This violence might have a big impact on students, because the spread of news is too fast and very broad. This must be able

to be anticipated not only by the school but also by the government and the community.

4. Access to Education for marginalized groups

According to researchers, for universal primary education indicators, adult literacy and gender boils down to access to education for marginalized groups. Aspects taken by researchers as data indicators are in the bottom 40% or marginal groups. Another problem is adaptability or access to education for marginalized groups. He claimed Indonesia could not yet provide the right to education for these children. [19] According to researchers, it might not be because of the lack of access for marginal people, but rather the mindset of the marginal people themselves who are still not interested in education. Based on the results of Nitayad's research which shows that marginal people see education as something that is not so important in their lives. They prioritize activities that are considered capable of making money. The existence of such a mindset is caused by the weak condition of the family, the social environment that is less supportive of conducive education, the lack of parental attention, and lack of willpower. Changes in the mindset of the marginal towards education occur after they realize that they do not have the knowledge and skills so that they are easily fooled by people and unable to compete for decent work [17]. According to the researchers, however decision making for policies in the field of Education still boils down to the stakeholders in this case the government. The government in this case is not only the central government, but also the government at the lowest level in the field of Education, namely leaders in schools, including school principals and other leaders. This is supported by Bowers that Across the research literature on leadership and data use, much of the research has focused on data-driven decision making by leaders in elementary, middle and secondary [6]. In this literature, researchers work to understand the role of data in the everyday work of teachers and school principals, with a focus on the role of leaders to set the stage for productive data use. Although the decision making is a crucial event in the policy process, clearly it is preceded by analytical and / or political activities (analysis, generation of options, bargaining, etc.) and followed by equally important planning activities (implementation, assessment, and possible redesign [2]. But, in the other hand, for policy making in education, academics also have a contribution one of us researchers who are lecturers at tertiary institutions can provide recommendations for improvement in decision making and policy on a program or other matters relating to education. The data obtained would be at the national, regional levels or student level, and would provide guidance to the educational system in terms of the success or failures of programs, as well as for general educational policy decisions. This is also supported Haddad [12] that at the political level and among educational policy makers there is full awareness of the need for change. Over the last 10 to 20 years some important initiatives have been taken to increase institutional autonomy. The most positive step has been taken with establishing the state legal entities (i.e. the originally four, now seven, autonomous universities. These are strong universities with considerably greater autonomy than other institutions in the fields of organization, financing, staffing and academic matters. As a legal entity, the university is separated from the government bureaucracy and becomes more accountable to the public [3].

5. CONCLUSIONS AND SUGGESTIONS

Policy strategies are essential for successful implementation of a policy. These strategies help in setting forth mechanisms to achieve the prescribed objectives. This study investigates and analyzed the problems in educational policy implementation in Indonesia and suggests recommendations in the light of literature review.

Teacher competency improvement:

- The education program that will be implemented should be socialized not only to the level of school leaders or school representatives, but to the teachers concerned.
- Policy socialization programs are not only in the form of speech material, but must be aligned with practical activities.
- There must be a tiered evaluation carried out by the central government to remote areas to see the success of the program

Education Budget:

- The budget issued by the central government needs to consider the proportion between physical development and supporting teaching and learning activities.
- The need for priorities for subject teachers in the region to be given an understanding of the policy to be carried out so that teaching and learning activities can be aligned with the policy to be carried out.
- The Education Budget should be distributed to recipient schools so that there is no funding for the same school in each of its activities.

Child-friendly Educational Environment

- School-based management activities need to be evaluated and improved so that children are more closely monitored in their activities both inside and outside of school.
- For the security of the school area can be anticipated with improved security both in terms of administration and security technology improvements for example by the presence of CCTV for each area that is not monitored by the school
- Increase counseling activities for children so that they feel school is their second home, and can be used as a place to tell about the problems that exist

Access to Education for marginalized people

- Invite a third party to organize an informal school for marginal people who cannot attend school during public hours
- Providing counseling to marginalized people about the importance of education for children at school age
- Preparing tutors as instructors in marginal areas, so students are not only given subject matter but also environmental insights and also training to improve their potential.

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