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### An Analysis of Basic Education Policy Implementation (MI/SD Levels)

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#### Abstrak

Analisis kebijakan tidak berhenti pada penggunaan berbagai metode pengkajian untuk menghasilkan dan mentransformasikan informasi. Penelitian bertujuan untuk menganalisa implementasi kebijakan pendidikan dasar (jenjang SD/MI). Metode penelitian yang digunakan dalam studi ini adalah menggunakan studi kualitatif melalui kajian pustaka/dokumen, yaitu studi yang dilakukan dengan melakukan telaah dokumen baik dari dokumen pribadi maupun publik seperti: artikel ilmiah dan regulasi yang berlaku. Dalam kajian ini, Penulis menginventarisir berbagai sumber baik dari buku, jurnal, informasi dari internet, dan Peraturan-Peraturan terkait. Berbagai informasi dari referensi yang relevan tersebut kemudian dilakukan review dan dianalisis. Argumen-argumen kebijakan yang merupakan sarana untuk melakukan perdebatan mengenai isu-isu kebijakan publik, mempunyai minimal enam unsur, yaitu: (1) Informasi yang relevan dengan kebijakan, (2) klaim kebijakan, (3) Pembeneran, (4) Dukungan, (5) Bantahan, dan (6) Kesimpulan. Argumen kebijakan dibuat untuk menjadi pedoman dalam bertindak, mengarahkan kegiatan dalam organisasi pendidikan untuk mencapai tujuan yang telah ditetapkan, meningkatkan keabsahan (*dialectical function*), optimalisasi simpulam kebenaran, mengajak dan mempengaruhi pihak lain untuk menerima argumen.

**Kata Kunci:** Kebijakan Pendidikan, Pendidikan Dasar.

#### Abstract

*Policy analysis does not stop at using various assessment methods to generate and transform information. This study aims to analyze the implementation of basic education policies (SD/MI levels). The research method used in this study is a qualitative study through literature/document studies, namely studies conducted by reviewing documents from both private and public documents such as scientific articles and applicable regulations. In this study, the author takes an inventory of various sources both from books, journals, information from the internet, and related regulations. Various information from the relevant references is then reviewed and analyzed. Policy arguments which are a means to conduct debates on public policy issues have a minimum of six elements, namely: (1) Policy-relevant information, (2) policy claims, (3) Justification, (4) Support, (5) Rebuttal, and (6) Conclusion. Policy arguments are made to serve as guidelines for action, directing activities in educational organizations to achieve the goals that have been set, increasing the validity (*dialectical function*), optimizing truth conclusions, and inviting and influencing other parties to accept arguments.*

**Keywords:** Education Policy, Basic Education

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## INTRODUCTION

Policy analysis does not stop at using various assessment methods to generate and transform information. While the production and transformation of information are essential to policy analysis, equally important is the creation and critical assessment of knowledge claims based on that information. Knowledge claims developed as conclusions from policy arguments reflect the reasons why various policy actors disagree on a policy alternative (Hanafi & Ma'sum, 2015).

Policy arguments, which are a means for conducting debates on public policy issues, have six elements, namely: Information relevant to the policy, Policy Claims, Justification/Warrant, Support/Backing, Rebuttal/Rebuttal, and Conclusions/ Qualifier. Produced through the application of various methods is a testament to the work of the analysis. Information on policy issues, policy futures, policy actions, policy outcomes, and policy performance is presented in various forms. Policy-relevant information is the starting point of a policy argument (Yuliah, 2020: 129-153).

Is the conclusion of a policy argument. Policy claims are a logical consequence of policy-relevant information. If the policy claim follows the presentation of the claim information it reads “then”. It is an assumption in a policy argument that allows analysts to move from policy-relevant information to policy claims. Justification can contain a variety of authoritative, intuitive, analytic, causal, pragmatic, and value-critical assumptions. The role of justification is to bring policy-relevant information to policy claims about disagreements or conflicts, thereby providing a reason for accepting the claim (Aisah, *et.al.*, 2021: 128-135).

Support for justification consists of additional assumptions or arguments that can be used to support a justification that is not accepted at the apparent value. Support for justification can take many forms, namely scientific laws, judgments of competent authorities, or moral and ethical principles. Support for justification allows the analysis to go backward and state the accompanying assumptions (Acetylena, 2013).

Conclusions express the degree to which the analyst believes in a policy claim. In policy analysis, trait givers are often expressed in the language of probability (such as “Probably”, “Very likely”, or “at the level of confidence”). When the analyst is fully convinced of a claim or when the conclusion is completely deterministic and contains no errors at all, a conclusion is not necessary.

Policy implementation is interpreted as a form of realization of the basic education regulatory (policy) designs that have been implemented in Indonesia, especially at the MI/SD level. Basic education in Indonesia is a level of formal education that can underlie the next level. Thus, education providers are obliged to ensure (guarantee) that all curriculum components in the learning process are well implemented, and are also based on the local wisdom of the community (Mayya, *et.al.*, 2019: 108-117).

Sejatinya, penelitian tentang implementasi kebijakan pendidikan telah diteliti dari berbagai disiplin keilmuan. Di antaranya membahas dari aspek kebijakan internal sekolah dalam pengembangan pendidikan karakter (Mardlotillah, 2013), kebijakan pendidikan inklusif (Supriatini, *et.al.*, 2019), paradigma kelembagaan dan implementasi kurikulum (Prastowo, 2014: 95-113), implementasi kebijakan pendidikan berbasis program adiwiyata (Adam, 2014), implementasi kebijakan pada jenjang pendidikan tinggi (Arifin & Muslim, 2020), dan implementasi kebijakan pendidikan darurat era pandemi Covid-19 (Rahma, *et.al.*, 2021: 2027-2036).

Berdasarkan uraian di atas, dapat dipahami bahwa kajian implementasi kebijakan pendidikan selama ini telah menggariskan peraturan atau undang-undang yang berlaku di bidang pendidikan. Hal ini memperkuat pemahaman bahwa tidak ada spesifikasi kajian yang mendalam terkait analisis implementasi pada satuan pendidikan tertentu. Hal inilah yang menjadi pembeda atau *gap analysis* penelitian terkait kekosongan penelitian implementasi pendidikan pada jenjang satuan SD/MI sederajat, yang terangkum dalam judul, “*Analisis Kebijakan Pendidikan Dasar (Jenjang MI/SD)*”. Melalui penelitian ini diharapkan dapat menjadi acuan dalam mengkontekstualisasikan kebijakan pendidikan dasar di Indonesia.

## METHOD

This research uses a qualitative approach with a literature study method. The focus of the research discussion relates to efforts to analyze the implementation of basic education policies at the SD/MI level. Sources of research data were obtained from credible sources, including Google Scholar, DOAJ, and Sinta. The data referred to include books, scientific articles, national or international proceedings, and final assignments (thesis, dissertation, or thesis). Researchers as the key research instrument, look for keywords in the form of implementation of basic education policies on credible pages, then classify relevant articles or data. Furthermore, the data will be declared valid after being tested for validity by checking the data again (Sugiyono, 2010; Assingkily, 2021). To maintain the quality of research, the researchers limit the data sources for the last 10 years (reference updates), as well as a minimum of journals accredited by Sinta 6.

This study uses a systematic literature review (SLR) effort in the data processing process. In practice, researchers set data search keywords, namely "implementation of education policies" and "basic education policies" on credible pages according to the limitations of reference updates and journal grades. After the search results came out, the researchers classified the findings that were relevant to the research theme. Then, the data is then systematically reviewed to further review the level of relevance of the data to the research theme. Finally, the researcher checked the research material to check the validity of the data.

## RESULTS AND DISCUSSION

### Factors Affecting Education Policy

A policy that is decided by the formulators is not immediately decided without any consideration of the values that influence it, the factor in question is everything that is outside the policy but influences education policy (Adam, 2014; Khasanah, 2018). Suherman (2017: 68-80) mentions that there are several educational environmental factors which include; natural resource conditions, climate, demography, political culture, social structure, and socio-economic conditions.

As for the study of the discussion of factors that influence public policy in the field of education, of course, it cannot be separated from the demands for the acceleration of science and technology that is developing in foreign countries to face global competition, with the values that have been expressed above, the actors who formulate policies become filters that can digest problems. arising from various interests (Bakry, 2010: 1-13). Therefore, public policies for education can be grouped into four categories, namely; *First*, there are policies relating to the essential functions of schools and tertiary educational institutions. Some of these policies relate to the curriculum, but these include policies related to setting goals and objectives, student recruitment and enrollment, student assessment, awards in the form of diplomas, diplomas, and student discipline.

*Second*, there are policies regarding the establishment, structure, and regulation of individual institutions and the education system as a whole or in part. *Third*, related to recruitment; employment, promotion, supervision, and remuneration of all staff, but especially different categories of professionals. *Fourth*, policies related to the provisional allocation of financial resources and provisions and maintenance of buildings and equipment (Sari, *et.al.*, 2021: 98-103).

The factors that greatly influence the formulation of educational policies are factors of economic, social, and political conditions in general and in particular, everything that is related to the entire education system, both with the quality of teachers, quality of education, and education budget for curriculum development to students. Studying the many factors that influence education policy is certainly not an easy thing in formulating a policy, one must be careful and very thorough in assessing a problem. So do not be surprised, if a policy appears sometimes when the problems that develop have expired (Risna, *et.al.*, 2020).

There are three types of approaches in the form of basic questions in policy analysis that can produce statements in the form of claims in policy arguments, namely: fact-based designative or empirical questions, value-based evaluative questions, and action-based advocacy or normative questions. An understanding of the

value-dependent nature of social science is crucial in understanding the role of reason and ethics in policy analysis. No investigation of a policy problem can be free from the influence of value itself because all forms of inquiry are entirely based on beliefs about human nature, society, government, and the nature of knowledge itself. For this reason, all forms of policy analysis must be understood along with their ideological potential, in the sense that policy analysis methods can hide the true value held by a policy analyst.

Based on the description above, it is understood that the implementation of basic education policies is influenced by internal and external aspects. The internal aspects of educational institutions are required to be able to empower all madrasa/school resources towards excellence and quality. On the other hand, development must also be carried out from external aspects, namely community participation and relations between educational institutions and the world of work, so that they can channel the needs of children according to their competencies and soft skills.

### **Implementation of Basic Education Policy**

This stage is very crucial in the policy process, a policy is formulated to be implemented. The implementation stage needs to be carefully prepared, at the formulation or policy-making stage so that there is no gap between the formulation and the application in the field if it is not in line, then the objectives cannot be achieved as formulated. Policy implementation is an action taken by the government, either individually or in groups intended to achieve the objectives as formulated in the policy (Rangkuti & Maksum, 2019: 8-19). Implementation is a stage process. The process in this sense is a series of decisions and actions that lead to the achievement of the stated policy objectives. The key to success in the implementation of the policy is determined by the process, manifested in the stages that technically take place in the implementation activities (Tanggela, 2013).

The implementation of a policy can conceptually be said to be a process of gathering resources (natural, human, and cost) and followed by determining the actions that must be taken to achieve policy objectives. The essence of implementation is an understanding of what to do after a policy is decided. This stage, of course, involves all existing stakeholders, both the private and public sectors in groups and individually (Syani, *et.al.*, 2018). Policy implementation includes three elements, namely actions taken by administrative agencies or institutions; actions that reflect the compliance of the target group as well as the socio-political and economic networks that influence the actions of these stakeholders. The interaction of these three elements will eventually lead to both expected and unexpected impacts (Supriadi, 2012: 36-46).

Policy implementation does not only involve the agency responsible for implementing the policy, but also involves a network of political, economic, and social forces. The implication of a policy is a systematic act of organizing, translating, and applying. Policy implementation is a complex activity with so many factors that affect the success of policy implementation (Munajah, *et.al.*, 2021: 1183-1190).

The final results of policy implementation are at least manifested in several indicators, namely results or outputs which are usually manifested in concrete forms such as documents, roads, people, and institutions; outputs or outcomes that are usually in the form of target formulations such as the achievement of community or institutional understanding; various benefits or benefits; both desired and unwanted impacts and target groups, both individuals and groups (Mahtonami, 2018).

The process of formulation and implementation of educational policies is not *suigeneri* and sterile from various external influences, the process is in a dynamic realm that is vulnerable to various influences of political and bureaucratic interests. Starting from the emergence of issues, then developing into a public debate through the mass media and limited forums, and then the aspirations are considered by political parties to be articulated and discussed in the legislature, so that it becomes an education public policy (Aziz, *et.al.*, 2020: 192-201).

After the policy is formulated, ratified, and published to the general public, then implemented or implemented, the benchmark for education policy lies in its implementation. The implementation of education policy is an effort so that the educational policy formulations can apply in practice. Theoretically, education

policy in the context of realizing higher quality education includes four implementation approaches; The first is the Structure Approach, which is a top-down approach known in modern organizational theories. This approach views that educational policies must be designed, implemented, controlled, and structurally evaluated. However, the weak point of this structural approach is that the process of implementing education policy implementation becomes rigid, too bureaucratic, and less efficient (Muluk, *et.al.*, 2019; Prasajo, 2010).

Policy implementation in principle is a suggestion that is implemented so that a policy can achieve its goals. Policy implementation is a series of activities and decisions that make it easier for policy statements in the formulation to manifest into organizational practice. There are four important factors in implementing policies, namely communication, sources, disposition or attitude, and bureaucratic structure. There are two possible steps to implement the policy, namely: directly implementing it in the form of programs or through derivative policies from public policies.

According to Baharuddin & Saidang (2020: 189-204), implementation is the actual form of a design. Likewise, Lubis (2016: 149-160) explains the importance of the role of implementation in every learning process. The urgency of implementing a policy is as urgent as the policy itself. Sari, *et.al.* (2021: 98-103) termed this with an awareness of the importance of education, both from stakeholders, practitioners, and students. Based on the description above, it can be understood that the implementation of basic education is the main supporting aspect for the successful implementation of policies at the secondary and higher education levels. This is because education is deliberately carried out in accordance with the stages of development of children, adolescents, and adults. Thus, between levels, there are synergies and challenges in each phase that must be completed on time.

In particular, Lengkana & Sofa (2017: 1-12) expressed the opinion that the implementation of education policies so far has been translated in the form of implementing every provision contained in the regulations of the minister of education or religious regulations. More complex, Dewi (2018: 60-69) added that the education implemented by each policy unit determines absolute or rigid as determined by the minister, but is flexible by incorporating the values of life during the learning process, both individual and local views of the local community.

Referring to the previous description, it can be said that education policy is regulatively official and official from certain officials. Likewise, in implementation, every education provider is given the authority to create educational policies according to the stage of child development, local wisdom, and the environment around students. Thus, the implementation of basic education policies is flexible and comprehensive as an effort to actualize the potential possessed by students.

## CONCLUSION

Based on the findings and discussion above, it can be concluded that the implementation of education policies must involve all existing stakeholders, both the private and public sectors, in groups and individually. The essence of implementation is an understanding of what to do after a policy is decided. Policy implementation includes three elements, namely actions taken by administrative agencies or institutions; actions that reflect the compliance of the target group as well as the socio-political and economic networks that influence the actions of these stakeholders. The final output of policy implementation is at least manifested in several indicators, namely results or outputs which are usually manifested in the form of learning programs.

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