

# EDUCATION POLICY ANALYSIS IN ACCESS TO GOVERNMENT REGULATION NO 17 YEAR 2010

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**Abstract:** Access to education refers to the government regulation No. 17 of 2010 on the expansion and equitable access to education. Pemerintahah able to pursue that whole communities are able to obtain the same rights to education in both urban and rural areas. There are several products that include equity and equal access to education, namely; infrastructure standards, standards development level of achievement, the standard scope of development, lesson planning standards, standardized implementation of learning, learning assessment standards, standards kualifikasi educators and education personnel, standardized management and financing standards. Further products in the distribution and access to education dianalisis from various perspectives, namely; economic analysis, political analysis, analysis of socio-cultural, and administrative analysis.

**Keywords:** Policy Analysis, Access To Education, Government Regulations

## INTRODUCTION

A country has natural resources (SDA) in the absence of human resources (HR), then the country will not grow, and vice versa. Therefore, these two components must be balanced with each other. One to improve HR is to improve the standard of education, both softskill or hardskill. Planning and development of human resources is one of the effective ways to national development. Based on the stage, primary education became an important foundation in the development of human resources.<sup>1</sup>

To improve education, the government should be transparent in applying it, there is no distinction, discrimination or restriction of religion, ethnicity and race. So that equitable access to education will be realized well. However, the fact that access to education is still very low applied to education in Indonesia.

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<sup>1</sup>Nana Fattah, *Analisis Kebijakan Pendidikan* (Bandung: Remaja Rosdakarya, 2013), 106.

What educational access it? Access to education is everything related on the fulfillment of the overall educational device. Expansion of and equitable access to education is a synonym that has a similar meaning. Educational expansion over emphasize how the government's efforts to hold educational facilities and infrastructure, and the provision of facilities and infrastructure that reaches all corners of the archipelago or remote areas. Equitable access to education means that over emphasize how the efforts made by the government so that the whole community can get equal rights to education. In other words, there is no difference between the poor and the rich, so there is no difference between urban and rural communities.<sup>2</sup>

In connection with the expansion and distribution of educational issues, the implementation of the expansion and distribution of education is a public policy implemented by the Central and Local Government comprehensively in order to make dreams-cita of the Basic Law (constitution) in 1945 that "... the intellectual life of the nation".<sup>3</sup>Therefore, here we will discuss the law relating to the expansion of access to education and fulfillment. So that we know of nothing that must exist in an educational institution.

The even distribution of learning opportunities have a very important goal is to reduce the social inequalities of the society undergoing a process of industrialization.<sup>4</sup> In management, the concept of equitable access to education has a form of service fair (equality), while the expansion is the development of the type of tasks within a job (job enlargement), and collaborate between two or more jobs, so that it becomes a separate job tasks (John R. Schermerhorn, 2010, p. 42). Therefore this article focuses more on some fundamental questions about what it access to education? Any basic policies or laws relating to access to education? How to policy-making process? And how the policy analysis viewed from different angles?

The discussion in this paper is a descriptive analysis using relevant literature based on the background of the problem and analyzed so as to describe the ideal condition is supposed to have a state in the digital era is rapidly increasing and evolving.

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<sup>2</sup> Lukman Hakim, "Pemerataan Akses Pendidikan Bagi Rakyat Sesuai Dengan Amanat Undang-Undang Nomor 20 Tahun 2003 Tentang Sistem Pendidikan Nasional". *Jurnal EduTech*. Vol. 2. No. 1, 62.

<sup>3</sup> Ibid., 62.

<sup>4</sup> Ace Suryadi, *Pendidikan Indonesia Menuju 2025* (Bandung: PT Remaja Rosdakarya, 2014), 58

## FIND AND DISCUSSION

### *Understanding Access To Education*

Access to education is everything related on the fulfillment of the overall educational device. Expansion of and equitable access to education is a synonym that has a similar meaning. Expanding access to education emphasizes how the government's efforts to hold educational facilities and infrastructure, and the provision of facilities and infrastructure that reaches all corners of the archipelago or remote areas. Equitable access to education means that over emphasize how the efforts made by the government so that the whole community can get equal rights to education.<sup>5</sup> So, essentially expanding access to education leads to eligibility for supporting the implementation and management of early childhood education in a holistic and integrative, either in the form of infrastructure, quality teachers and school construction, implementation, and so forth. While equitable access to education is the government's efforts so that all Indonesian people can get an education, without distinction of race, ethnicity, religion, and social status.

Educational affairs not just provide services and the provision of teaching and learning facilities, but the service should be based on the fulfillment of children's rights based on the principles of non-discrimination.<sup>6</sup> On Article 2 of Law No. 23 of 2002 on Child Protection, it is mentioned also that in addition must be based on Pancasila and based on the 1945 Constitution, implementation of child protection should also be based on the principles of the Convention on the Rights of the Child (CRC), which include: non-discrimination, best interests of the child, right to life, survival and development; and respect for the views of the child.<sup>7</sup> In Hegemony Gramsci's theory that the formulation of the education policy is very influential, especially in the concept of war and demoralisasi position sosial life. In the concept of war is an increase in the ability of education position of a particular class of society is something which is very important in order to obtain the maximum educational services.<sup>8</sup>

Various existing provisions relating to the importance of education even to matters of a technical nature have been clearly stated in the legislation. But in its

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<sup>5</sup> Lukman Hakim, "Pemerataan Akses Pendidikan Bagi Rakyat Sesuai, 62

<sup>6</sup> Peraturan Menteri Negara Pemberdayaan Perempuan dan Perlindungan Anak Republik Indonesia Nomor 5 Tahun 2011 Tentang Kebijakan Pemenuhan Hak Pendidikan Anak.

<sup>7</sup> Ibid.,

<sup>8</sup> I. Nyoman Wijana, Muhammad Suhardi, "Pemerataan Akses Pendidikan Bagi Anak Putus Sekolah Di Provinsi Nusa Tenggara Barat." *Journal Of Administration and Educational Management (ALIGNMENT)* 1, no. 1 (June 19, 2018): 11-23. <https://doi.org/10.31539/alignment.viii.210>.

implementation there are various constraints confronting. These constraints is actually to look for a way out so that the expansion and equitable access to education can be achieved.

### ***Basic Education Access and Product Policy***

#### **1. Basic Education Access Policy**

Here are the basic policies or laws that support the expansion of and equitable access to education in Indonesia:

- a. 1945 "National Education aimed at the entire nation and not only for a small part of society."
- b. Act No. 20 of 2003 Article 31 of the Constitution of the Republic of Indonesia "that every citizen has the right to get education."
- c. Act No. 20 of 2003 Article 11 "Obligations of the government in the implementation of national education is to provide services and facilities, and ensure the quality education for every citizen without discrimination and must ensure the availability of funds for implementation of education for every citizen aged seven to with fifteen years. "
- d. Law No. 20 Year 2003 Article 4 "democratic and fair, non-discrimination and uphold the human rights of religious values, cultural values, and the diversity of the nation."
- e. Act No. 20 of 2003 Article 49 Paragraph (1) "Education is also done by pursuing educational activities based on the National Education System with the provision of infrastructure and educational facilities," which is certainly not cheap. The success of education is one of the main indicators of successful execution of government duties. Therefore, the Government rightly draws attention to education, particularly through the allocation of funds for education.
- f. The UN Declaration on the Right to Development adopted by the General Assembly in December 1986 "State obligations, in this case the obligation of local governments to implement compulsory education necessary things as follows: a) The availability of facilities and infrastructure, such as schools and the implementation of compulsory more. b) Affordability (accessability) means the implementation of compulsory education. c) Receipts (acceptability) is accepted. d) Compliance (adaptability) that the suitability of the educational institutions to the needs of the environment."<sup>9</sup>

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<sup>9</sup> Lukman Hakim, " Pemerataan Akses Pendidikan Bagi Rakyat Sesuai, 58.

Basically all Indonesian citizens are required to get a proper education, including small communities residing in cities and villages. Education is needed to improve the human potential in the form of religious spiritual, self-control, personality, intelligence, character and skills needed him, society, nation and state. The state's obligation in education that provides convenience in education itself to provide services and ensure the implementation of quality education for every citizen without discrimination. In addition, supported also by the availability of facilities and infrastructure, such as schools and other places of compulsory implementation, affordability means of compulsory implementation, acceptance and suitability of educational institutions with the needs of the environment.

Indonesian Government Regulation No. 17 Year 2010 About Education Management and Implementation also a related article:

- a. Part One common article 3 "Management education is aimed at ensuring public access to educational services adequate, equitable, and affordable".
- b. Part Two Management Education by the Government Article 6 paragraph (1) "The provision of an educational learning tool, the funding of education in accordance with the principles of equity and justice, to provide education that is open and equitable.
- c. Part Two Early Childhood Education Students Admission Paragraph 3 of Article 64 "a) Admission of students in early childhood education units carried out in an objective, transparent, and accountable. b) Acceptance of students in early childhood education units carried out without discrimination except for educational units are specifically designed to serve the students of a particular religious group or gender."<sup>10</sup>

In the above Act, does not focus on the discussion of the expansion of and equitable access to education. But the support of the fundamentals of access to education. That the government ensure adequate access to education, equitable, and affordable. Moreover, in the process of admission of learners also without discrimination as well as accountable, transparent, and objective. Accountable is accountable; Transparent namely openness and accountability. Objective is to think in a real and recognized the truth.

Equity in education is a cornerstone that must be accomplished to achieve equitable educational services to the next stage. The discussion on the

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<sup>10</sup> Peraturan Pemerintah Republik Indonesia Nomor 17 Tahun 2010 Tentang Pengelolaan Dan Penyelenggaraan Pendidikan.

distribution of education has a ratio between urban and rural education. In fact, the list of equalization is unlikely to achieve normal conditions at least in the near future because of the differences between town and country is structural.<sup>11</sup>

Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 18 Year 2018 About the Provision of Early Childhood Education Services:

- a. Article 2 The provision of ECD services principled: a) sustainable. b) The services of non-discrimination. c) The services are available, accessible and affordable, and accepted by society.
- b. Article 7 The provision of quality early childhood services as referred to in paragraph (1) through: a) Learning. b) Capacity building for teachers and learning innovation. c) Providing facilities and infrastructure.<sup>12</sup>

## 2. Product Education Access Policy

Related to the issue of inequality and ketidakperluasan access to education are at least three important issues, namely: a) race, b) gender. c) socio-economic status.<sup>13</sup> The following programs and expanding equitable access to education, namely:

- a. Providing assistance operational costs. Assistance given operational costs in order to help the school achieve an optimal learning process. This assistance does not distinguish between public and private, and public madrasah.
- b. Provision library. Provision of textbooks and non textbooks. This provision does not distinguish between public and private, and public madrasah.
- c. Improvement of facilities improvement, such as libraries, media, laboratories, educational teaching aids, textbooks, nonteks books or other reading materials.
- d. Rehabilitation of damaged classrooms. Is an attempt to menyediakan a viable means of supporting education for education.
- e. New school units. The provision of such education infrastructure including the construction of new school units (USB) and the new workspace (RKB).
- f. Pioneering education 9 years one roof. A step to establish primary and junior under one roof, the addition of grade level for the provision of secondary education in every public school in remote areas, and sparsely or dispersed.

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<sup>11</sup> Ace Suryadi, *Pendidikan Indonesia Menuju 2025*, 66-67.

<sup>12</sup>. Peraturan Menteri Pendidikan dan Kebudayaan Republik Indonesia Nomor 18 Tahun 2018 Tentang Penyediaan Layanan Pendidikan Anak Usia Dini.

<sup>13</sup> Nana Fattah, *Education Policy Analysis*, (Bandung: Youth Rosdakarya, 2013), 30.

- g. Organizing a special service class. Class services for children who drop out of school or never attended school at all.<sup>14</sup>

In addition to the above policy products that are discussed in general, there are also products that are focused on early childhood policy. Here are some products that include equity and expanding access to education, namely: the standard facilities and infrastructure, the standard level of achievement of development, the standard scope of development, planning standards of learning, standard implementation of learning, assessment standards of learning, the standard of qualification of teachers and education personnel, management standards, and standards pembiayaan.<sup>15</sup>

### ***Policy-Making Process***

#### **1. Background**

Unfortunately, the problems of access to education in premises often seen completed in three stages, namely: a) Equity and expansion of education, regardless of quality. b) Improving the quality, equity and expanding regardless of education. c) Equity and expansion of quality education.<sup>16</sup>

The principle of providing education contained in the Education Law: Education held in a democratic and fair and not discriminatory to uphold human rights, religious values, cultural values, and the diversity of the nation. The vision of the organizing principle of education, namely: a) Promoting the expansion and equal opportunity to obtain a quality education for all Indonesian people. b) Assist and facilitate the development of the full potential of children from an early age to the end in order to create a learning society.<sup>17</sup>

Committee on economic rights, social and cultural (ESC) United Nations (CESCR) in 1999 has made general comments E / C.12 / 1999/10 which contains principles as the elaboration of the right to education that must be met by every country that has ratified The ESC rights. The principle is: a) availability, the availability of education in the form of quantity in order to support the process of education, such as school buildings, libraries, laboratories and facilities for sanitation, safe drinking water, teacher training, curriculum and so on. b)

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<sup>14</sup> Nana Fattah, *Analisis Kebijakan Pendidikan*. 80.

<sup>15</sup> Peraturan Menteri Pendidikan dan Kebudayaan Republik Indonesia Nomor 137 Tahun 2014 Tentang Standard Nasional Pendidikan Anak Usia Dini.

<sup>16</sup> Sutjipto, *Pendidikan Nasional: Arah ke Mana*. (Jakarta: Kompas, 2012), 62.

<sup>17</sup> Lukman Hakim, "Pemerataan Akses Pendidikan Bagi. 55.

accessibility or affordability, educational programs should be reachable (accessible) to all children without discrimination.<sup>18</sup>

While the Policy Direction for Welfare and Protection of Children in RPJMN in 2010-2014 are: Increased access to quality services, increase children's participation in development, and efforts to create child-friendly environment in order to support the growth and survival of children.<sup>19</sup>

## 2. Adoption

Adoption of policies that are applied and should be applied in early childhood in the expansion of and equitable access to education, namely:

- a. Expanding access to education place greater emphasis on the provision of facilities and infrastructure, KI and KD, qualification of teachers and education personnel, and management standards.<sup>20</sup>
- b. Equitable access to education emphasizes the expansion of the level of development, which refers to the scope of the development, instructional planning, implementation of learning, learning assessment, and standards pembiayaan.<sup>21</sup>

## 3. Out Put

Create access to education must necessarily have a significant financial and long term. As discussed previously that in education there is the expansion of health insurance and equity. Expanding access to education place greater emphasis on the provision of facilities and infrastructure standards, KI and KD standards, qualification standards and education personnel, and management standards.

Facilities and infrastructure include the provision of classrooms, media, tools of educational games, learning resources, teaching materials, and more. Core Competence (KI) is an idea that has been formulated STPPA achievement in spiritual KI, Social KI, KI Knowledge and Skills KI. Basic Competency (KD) is the level of capability in the context of the learning load, the theme of learning, and

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<sup>18</sup> Peraturan Menteri Negara Pemberdayaan Perempuan dan Perlindungan Anak Republik Indonesia Nomor 5 Tahun 2011 Tentang Kebijakan Pemenuhan Hak Pendidikan Anak.

<sup>19</sup> Ibid.,

<sup>20</sup> Peraturan Menteri Pendidikan dan Kebudayaan Republik Indonesia Nomor 137 Tahun 2014 Tentang Standard Nasional Pendidikan Anak Usia Dini.

<sup>21</sup> Ibid.,



learning experiences that refer to KI.<sup>22</sup> Qualification of teachers and education personnel. Educators are professionals in charge of planning, implementing, and assessing learning outcomes, as well as coaching, training, care, and protection. Educators is in charge of implementing personnel administration, management, development, monitoring, and technical services.<sup>23</sup> Standard management program includes planning, organizing, implementation of work plans, and surveillance.<sup>24</sup>

Equitable access to education emphasizes the expansion rate of achievement of development includes the standard scope of development, lesson planning standards, implementing standards of learning, learning assessment standards, and standards pembiayaan. The scope evolves according to the age level. Loading programs which include the development of religious and moral values, physical, motor, cognitive, language, social, emotional, and art. The level of development tailored to the child's age, Daycare (TPA) 0-2 years, Playgroup (KB) 2-4 years old, Kindergarten (TK) 4-6 years.<sup>25</sup> Learning plan includes a development program presented in the form of theme and sub-themes. In this content standards contain elements of learning aspects of child development.<sup>26</sup> Implementation of learning include planning, implementation, evaluation, and monitoring.<sup>27</sup> Learning assessment covers the principles of assessment, research instrument, the assessment mechanism, implementation, and reporting of results.<sup>28</sup> Then pembiayaan standard is a component of operating costs and personnel costs.<sup>29</sup>

#### 4. Out Come

Here the impact or results of policies already stated expansion component can be described as follows:

- a. Standard facilities and infrastructure. Principle provision of facilities and infrastructure include: safe, clean, healthy, comfortable and beautiful. In

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<sup>22</sup> Peraturan Menteri Pendidikan dan Kebudayaan Republik Indonesia Nomor 146 Tahun 2014 Tentang Kurikulum Pendidikan dan Kebudayaan Tahun 2014. 4.

<sup>23</sup> Ibid., 9.

<sup>24</sup> Peraturan Menteri Pendidikan dan Kebudayaan Republik Indonesia Nomor 137 Tahun 2014 Tentang Standard Nasional Pendidikan Anak Usia Dini.. 13.

<sup>25</sup> Peraturan Menteri Pendidikan dan Kebudayaan Republik Indonesia Nomor 146 Tahun 2014 4.

<sup>26</sup> Peraturan Menteri Pendidikan dan Kebudayaan Republik Indonesia Nomor 137 Tahun 2014 Tentang Standard Nasional Pendidikan Anak Usia Dini.. 5.

<sup>27</sup> Ibid., 6.

<sup>28</sup> Ibid., 8.

<sup>29</sup> Ibid., 14.

accordance with the child's developmental level. Harnessing the potential and resources that exist in the environment, and other appropriate objects in use and do not endanger the health of children.

- b. Core competency standards (KI) and the Basic Competency (KD). Core Competence (KI), KI spiritual (accept the teachings espoused), KI Social (behaviors interact, responsible, and healthy), KI Knowledge (recognize family, friends, environment, and approaches scientific), and KI Skills (indicating the perceived , knows and thinks it takes into motion, music, language, and work). Basic Competency (KD), the charge level in the context of learning ability, the theme of learning, and learning experiences that refer to KI.
- c. Qualification standards and education personnel. Educators (core teacher, teacher assistant, teacher assistant youth). Educators (principals, vice, secretary, treasurer, security, cleaning service, and others).
- d. Management standards. Planning program (vision, mission agencies), organizing (arrangement of all components), the conduct of the work plan (program plan for the next 5 years), and surveillance (monitoring, supervision, evaluation, reporting, and follow-up)

Here the impact or results of policies already stated expansion component can be described as follows:

- a. Standard scope of development and growth in accordance with age. Noting the development of religious and moral values, physical, motor, cognitive, language, social, emotional, and art. The growth reflects the health and nutrition conditions that refer to child growth guidelines are monitored using the instrument.
- b. Standard learning plan. Prepared in accordance with the characteristics, needs, stage of development, and local culture.
- c. Standard implementation of learning. The planning process (Prota, Prosem, RPPM, RPPH), implementation (through play and child centered, sufficiency of instructional materials and media), evaluation (assessment to assess the enforceability of the lesson plan), and control (performed by qualified supervision).
- d. Learning assessment standards. The principle of assessment (educational, authentic, objective, accountable, and transparent), an instrument of research (observations, anecdotes, rubrics, and others), the assessment mechanism (construct, establish, document, and report), implementation

(using mechanisms), and reporting of results (a description of child development outcomes).

- e. Standard financing. Indirect costs (salaries of teachers and education personnel, learning programs, procurement, maintenance and human resource development) and personnel costs (the cost of children in following the learning process).

### ***Judging Policy Analysis of Different Perspective***

To obtain a policy proposal that tested possible application based on the analysis of economic, political, sociocultural, and administrative reform so that every idea can really be implemented in accordance with existing conditions:

1. Economic Analysis. To see if a policy will really be applied in relation to budget support provided.<sup>30</sup>Whatever its sole discretion, if it has sufficient funds and transparent in terms of its use, it is likely that policy will be running properly. Moreover, in terms of expansion and equitable access to education. If the expansion of access to education have the funds, then the infrastructure or facilities needs will be met. As well as equitable access to education, all schools will be noted that there is no discrimination.
2. Political analysis. To test a policy has political support.<sup>31</sup> When access is supported by a political education, it should be on behalf of all policies and equity expansion will be realized well.
3. Sociocultural analysis. To conduct a study on the possibility of the policy can be implemented and how they affect the cultural and social life.<sup>32</sup>If equity and expanding access to education supported by the culture and society and as long as it involves a positive thing, then education will develop rapidly. Eventually the old thinking that wrong will be replaced with a new understanding towards the better.
4. Administrative analysis. One way to test whether the policy under consideration can be translated into more operational activities.<sup>33</sup>A management efforts to the maximum use of all existing factor either human resources, facilities and infrastructure, management, curriculum, funding, and more. Imagine, if all are fulfilled, then there should be expansion and equality will be realized.

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<sup>30</sup> Nana Fattah, *Education Policy Analysis ...*, p. 15.

<sup>31</sup> *Ibid.*, 16.

<sup>32</sup> *Ibid.*, 16.

<sup>33</sup> *Ibid.*, 16.

## CONCLUSION

Access to education leads to expansion and equitable access to education, have equal word but different meaning. Expanding access to education more emphasis on the provision of facilities and educational infrastructures. Equitable access to education means that over emphasize how the efforts made so that the whole community can get equal rights to education. Basic policies or laws relating to access to education, among others: the 1945 Constitution Act No. 20 of 2003 on National Education System On. The UN Declaration on the Right to Development adopted by the General Assembly in December 1986. Indonesian Government Regulation No. 17 Year 2010 About Education Management and Implementation. Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 18 Year 2018 About the Provision of Early Childhood Education Services.

Here are some products that include equity and expanding access to education, namely: the standard facilities and infrastructure, the standard level of achievement of development, the standard scope of development, planning standards of learning, standard implementation of learning, assessment standards of learning, the standard of qualification of teachers and education personnel, management standards, and standards pembiayaan. Analysis of policies viewed from various perspectives: 1) The economic analysis, if the expansion of access to education have the funds, then the infrastructure or facilities needs will be met. As well as equitable access to education, all schools will be noted that there is no discrimination. 2) Analysis of politics, when access to education is supported with politics, it should be on behalf of all policies and equity expansion will be realized well. 3) Analysis of sociocultural, if equity and expanding access to education supported by the culture and society and as long as it involves a positive thing, then education will develop rapidly. Eventually the old thinking that wrong will be replaced with a new understanding towards the better. 4) Analysis of administrative, a business management to the fullest use of all there is a good factor that the human resources, facilities and infrastructure, management, curriculum, funding, and more. Imagine, if all are fulfilled, then there should be expansion and equality will be realized.

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