

## THE POLICY IMPLEMENTATION OF NATIONAL STANDARD FOR EDUCATION ON THE IMPLEMENTATION OF THE ELEMENTARY SCHOOL IN WAJO REGENCY

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### ABSTRACT

*This research aims at describing the stage of the policy implementation of national standards for education, describing the determinant factors which support the policy implementation of national standard, and describing the forms of policy implementation of national standard for education in the implementation of the elementary school of national standard (SDSN) in Wajo regency. The research finding shows that: (1) the stage policy implementation of national standard for education in the implementation of SDSN has been implemented in accordance with the applicable legislation, but it has not been implemented optimally. Among 385 elementary schools, there are only 11 schools which have category SDSN category, (2) the determinant factors which support the policy implementation of national standard for education are content and context of the policy especially infrastructure, educator, content standard, and educational assessment standard, (3) the forms of national standard for education consist of Elementary School motivated to involve in the policy implementation of SD-SN. The policy of SD-SN becomes a supporter for the school to explore the potential of non-governmental. In addition the position of decision-making in the policy implementation of national standard for education in the elementary school is at level of headmaster and education department. Therefore, the motivation and monitoring as a continuous leading is conducted in integrated. The optimization of resources as the component of national standard for education especially for content standard, infrastructure standard, educator standard, and educational assessment standard support the establishment of an effective national education system.*

**Keywords:** *Policy Implementation, Elementary School, National Standard*

### INTRODUCTION

#### A. Background

In accordance with the mandate of the Constitution of the Indonesian Republic in 1945, the fourth paragraph states that the national goals are protecting the whole Indonesian nation and the entire Indonesian homeland, promoting public prosperity, keeping the intellectual life of the nation, and participating in the

establishment world orderliness based on freedom, long life peaceful, and social justice. For describe these goals, particularly in order to keep the intellectual life of the nation, it has been arranged the (Law Number 20 in 2003) on National Education System as a guideline for the implementation of education, including primary education. In order to implement the Law Number 20 in 2003, the reference implementation of educational activities is the Government Regulation Number 19 in 2005 concerning National Education Standards on article 1 which states that the national education standards is the minimum criteria of the education system in the entire territory of jurisdiction of the Unitary Republic of Indonesia which is then also formed National Education Standards Agency (BNSP) as an agency determining 8 educational standards and criteria for the achievement of educational implementation. The standards which become the basis for the educational implementation as regulated in the Government Regulation Number 19 in 2005 of article 2 are: (1) Standards of Content, (2) standards of Process, (3) Standards of graduation Competency, (4) Standards of teachers and educators (5) Standards of educational facilities and infrastructures, (6) Standards of Management, (7) Standard of Financing, and (8) Standards of Educational Assessment.

The policy Implementation of the National Standards for education in elementary schools of Wajo regency especially in applying the 8 national education standards have not implemented based on the national standards. The data show that from 306 elementary schools, there are only 11 elementary schools classified as a category of the elementary school of national standards (Disdik Wajo, 2015). This shows that there is an empirical phenomenon of the policy of national education standards mandated by Government Regulation Number 19 in 2005 which has not been optimally implemented.

The lists of state elementary schools showed that the number of state elementary school in the standard category (79.48%) was greater than the independent elementary school, (17.66%). Therefore, there is a significant different between the elementary school of standard category and the elementary school of independent category. While the elementary school of national standards is 2, 60% and 0.26% for international school.

This research will only examine four National Education Standards consisting of: Standards of Content, Standards of Teachers and Educators, Standards of facilities and Infrastructures, and Standards of Educational Assessment.

### **B. Problem Statement**

Based on the description of the phenomenon and the problems of policy implementation of the National Standards for Education on above background, it can be formulated some research problems, namely:

1. How are the policy implementation stages of national standards for education in the implementation of the elementary school of national standard in Wajo regency?
2. What are the supporting determinant factors in the policy implementation of national standards for education in the implementation of the elementary school of national standard in Wajo regency?

3. How are the policy implementation forms of the national standards for education in the implementation of the elementary school of national standard in Wajo regency?

### **C. Objective of the Research**

Based on the problem statements stated above, the objectives of the research are:

1. Finding and analyzing the policy implementation in performing the national standards for education in elementary schools in Wajo regency.
2. Studying and analyzing the supporting determinants factors which can support the policy implementation of national standards for education in performing national standards in elementary schools Wajo Regency.
3. Studying and analyzing the policy implementation forms of national standards for education in performing national standards in elementary schools Wajo Regency.
4. Finding the ideal model for elementary school of national standard

### **D. Significant of the Research**

This research aims at providing some benefits practically and theoretical. They are:

1. Practically the research findings are expected as early as the material for potential researchers to examine further researching on the elementary school of national standard and as a data and information sources for the development of a national standard elementary school.
2. Theoretically, the research findings are expected as a reference or resource for libraries, researchers, or those who need the study of educational policy, and as the development of public administration science for the government in order to make a policy for the field of education in the future.

## **REVIEW OF LITERATURE**

### **A. The concept of Public Administration**

The public administration has several criteria, namely: (1) business collaboration in the government structure, (2) including three branches of government (executive, legislative, judicative and inter-relationship), (3) Contribution in formulating public policy.

The public administration must meet the criteria of efficiency, effectiveness and rationality in achieving the desired objectives (Tjokroamidjojo, 1985). Therefore, the technical and operational tasks in order to implement the main task are expected to be efficient, effective and rational. They should try that the tasks are not raising a problem such as waste resources and unachieved goal.

## **B. Educational Standardization and Democracy**

### **1. Educational Standardization**

The thinker of Jean Jacques Rousseau, Johan Heinrich is the pioneer from a progressive thinking which consider the educational formal as medium to create a society and a democratic state

*Idea of Progress* embraced in the educational environment is not only in the form of *progressive education*” movement but also in the form of *progressive movement*. In line with the movement in society, the educational field was born and developed. The progressive movement in education has three major agendas, namely: (1) Rejecting all forms of formalism, routines, and eliminating bureaucratic desire to learn in the school, (2) Finding and implementing innovative methods in teaching and learning which is focused on interests and needs of students, and (3) keeping the professional of teaching process and educational management. The educational progressive becomes a pioneer from the famous learning method namely *learning by doing*

### **2. Democracy and Education**

#### **a. Philosophy review**

The ideology which is famous with educational pragmatism in general is based on the following principles: (1) Encouraging the growth of children through activities faced with incentives, creativity, and independent existence of learners, (2) The curriculum which is based on the experience and activities, learning process, and problem solving, (3) collaborative learning through cooperation in a group, (4) the teacher who act as facilitators of learning and not as a ruler by giving assignment to the students, (5) Education is a multi-functional personal bringing on a whole student achieving the whole goals such as emotional, physical, social and intellectual. Education not only educates student’s academic ability.

#### **b. The Democratic Society Members Require Educated**

The democratic process is a rational process. Therefore, required members in a democratic society have the ability in making the most rational and beneficial decisions for society.

#### **c. Child and Society Centered Education**

Human being becomes a human being is only in the togetherness with the human beings. Therefore, actual education is not only an education which respects the needs and interests of the child as an individual but also at the same time directed to the development of social life or life together.

Humans cannot be separated from the living together in society, and culture. They are the result the work from the human itself in achieving a progress.

#### **d. The Policy Implementation in the context of Public Policy**

Implementation of public policy decisions are in the form of legislation, but it may be in the form of the important orders or decisions of executive or judicative. Typically, the decision identifying the problems which want to be solved mentions

clearly purpose or objectives to be achieved and some ways structuring or organizing the process of implementation.

### C. Policy Implementation Model

No.	MODEL	POLICY IMPLEMENTATION
1	Model of George C. Edward III (1980)	<ul style="list-style-type: none"> <li>a. Communication</li> <li>b. Resources</li> <li>c. Disposition ( Attitude )</li> <li>d. Bureaucracy Structure</li> </ul>
2	Model of Daniel Mazmanian and Paul A. Sabatier (1983)	<ul style="list-style-type: none"> <li>a. Independent Variable <ul style="list-style-type: none"> <li>- Technical Difficulties</li> <li>- The diversity of behavior</li> <li>- Percentage of population totality</li> <li>- The scope of behavioral change</li> </ul> </li> <li>b. Intervening Variables <ul style="list-style-type: none"> <li>- Clarity of purpose</li> <li>- Accuracy of causality theory</li> <li>- Appropriateness of resource allocation</li> <li>- Appropriateness hierarchy</li> <li>- The rules of decision makers</li> <li>- Agreement officials</li> <li>- Formal access from outside</li> </ul> </li> <li>c. Dependent Variable <ul style="list-style-type: none"> <li>- Social, economic and technology</li> <li>- Public support</li> <li>- Attitude and resources The</li> <li>- ability of leadership</li> </ul> </li> </ul>
3	Model Merilee S. Grindle (1980)	<p><b>Content of Policy</b></p> <ul style="list-style-type: none"> <li>a. Interest</li> <li>b. Type of benefit</li> <li>c. The degree of change</li> <li>d. Decision-making positions</li> <li>e. Implementation of the program</li> <li>f. Resources used</li> </ul> <p><b>Context</b></p> <ul style="list-style-type: none"> <li>a. Power</li> <li>b. Characteristics of institutions</li> <li>c. Level of compliance and implementing responses</li> </ul>
4	Model Donald Van Metter and Carl Van Horn (1975)	<ul style="list-style-type: none"> <li>a. Size and policy objectives</li> <li>b. Policy resources</li> <li>c. The characteristics of the implementing agency of policy</li> <li>d. Implementer attitude</li> <li>e. Communication between organizations</li> <li>f. environment of economic, social and politic</li> </ul>
5	Model Brian Hoogwood and Lewis A. Gunn (1986)	<ul style="list-style-type: none"> <li>a. Guarantee of external conditions</li> <li>b. The available of resources</li> <li>c. Understanding / agreement on policy goals</li> <li>d. Causality relation</li> <li>e. The combination of existing resources</li> <li>f. Interdependence</li> <li>g. Reliable causal relationship</li> <li>h. Clear job</li> <li>i. Obedience</li> </ul>

#### **D. The Policy of National Standard for Education**

In the context of Indonesia's national education, it is required standards to be accomplished in a certain time in order to achieve the goals of education. It means that it needs a clear, effective, and visible formulation of the education goals. Formulation of educational goals can be ideal goals, long-term goals, medium-term goals and a strategic plan with the certain circumstance and time.

#### **National Standards for Education**

##### **1. Standards of Content**

The standard of the content involves the material scope and level of competence achieving competency and type of education. The standard of the content involves basic framework and structure of the curriculum, study load, and academic calendar

- a. Courses Group and Depth of Content
- b. Load Learning
- c. Curriculum Life Skills
- d. Curriculum Local Content
- e. Academic calendar

##### **2. Standard of Teacher and Educator**

Standard of teacher and educators are educational pre-position criteria or physical and mental feasibility as well as in education. The educators should have academic qualifications and competencies as agents of learning. In addition, they should have physical and spiritual health and the ability in achieving the national education goals. Educators' competences as agents of learning in SDSN consist of pedagogic competence, personal competence, professional competence, and social competence based on national standards for education which is proven by a certificate of professional educator which has been acquired through professional education for teachers based on the applicable legislation.

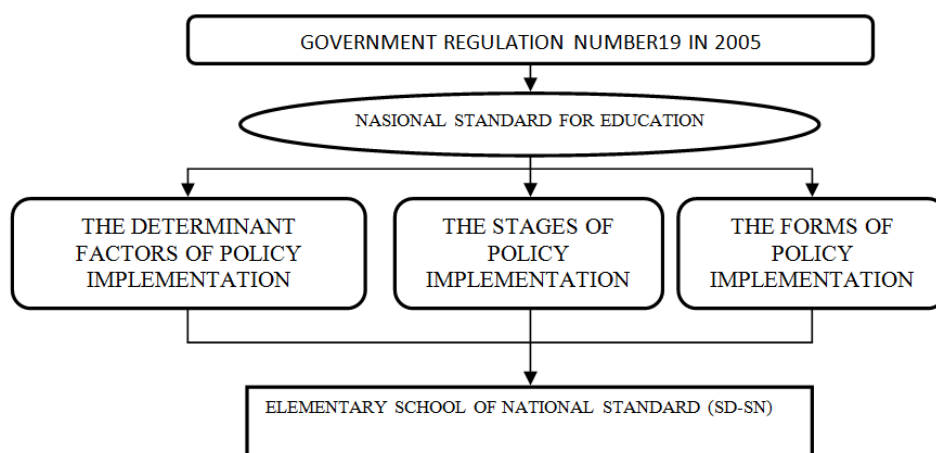
##### **3. Standards of Facility and Infrastructure**

Standards of facility and infrastructure are national standards for education relating to the minimum requirements of the lands, classrooms, sport places, mosques, libraries, laboratories, workshops, playgrounds, furniture, educational tools and media, books and another learning source which is needed to support the learning process, including the use of information and communication technologies.

##### **4. Standards of Assessment**

Educational assessment standards are national standards relating to the mechanisms, procedures, and assessment instruments of learners' learning achievements. Students' learning outcomes assessment are implemented based on the provisions of Ministerial Decree Number 20 in 2007.

## E. Conceptual Framework



## METHODS

No.	Method	Commentary
1	Location and Type Research	Location: 1 Padduppa Primary School and Primary School 2 Maddukeleng Type Qualitative Research
2	Research Approach	Qualitative Approach
3	Data Sources and Informants	Key informants include: 1 Head of Department (Head Office), 1 Head of Division (Head), and 1 Technical Implementation Unit (UPTD) Wajo education, while supporting informant stakeholders include, among others: Principal 2 people, 4 people teachers, 2 school Committee, 2 parents, 1 school Supervisors and Community Leaders 2.
4	Focus and Focus Description	The study focused on three aspects 1. Model of policy implementation of National Standards in Elementary School Education National Standards in Wajo 2. Determinant factors that can support the implementation of the National Standards policy on National Standards in Primary School Wajo 3. Form of policy implementation of National Standards in Primary School Education National Standards in Wajo. Description of the focus of research can be described as follows: 1. National standards policy is a government decision (Regulation No. 19 of 2005) which establishes the minimum criteria of the education system throughout the territory of the unitary republic of Indonesia, which carry 8 national standards, namely: competency standards, content standards, standard processes, standard educators and education personnel, facilities and infrastructure standards, management standards, standards of education financing and valuation standards. 2. Factors supporting the implementation of national primary standards from both internal factors and external factors that are directly related to the implementation of the National Policy of Education Standards, the law: <b>Internal factors:</b> 1) the concept of selective compliance with laws and regulations or policies that recognize individuals (teachers and learners), 2) a person's membership in a group or association. have an idea or thought in accordance with the rules / policy or government desires. 3) the cooperation between the school community and

No.	Method	Commentary
		stakeholders, 4) the size of the policy is the source of certainty for the school community. <b>External factors:</b> 1) demographic conditions which include the type of population, age, occupation. and composition, 2) the geological conditions, namely concerning the nature and structure of the public education environment, 3) cultural values associated with the existing system of local community, 4) economic resources, namely the resources that support the implementation of a policy will fund. 3. Model Quality Assurance System Primary School Education National Standards is a standard of achievement measurement model of education quality evaluation performed on units / programs through: (1) School Self-Evaluation (EDS), (2) Monitoring Unit / Education Program by the Local Government (MSPD), (3) Accreditation, (4) Certification (5) and the National Examination (6) Data Collection.
5.	Research Instruments	The main instrument in the study were researchers themselves. Other instruments were used: (1) the document notes.
6.	Data Collection Techniques Data validation techniques	Depth interviews with informants, interview researchers use tools such as: radio cassette and digital camera. Documents. Data validation steps, namely, a meeting with the informant and explain what information is needed by researchers, asking them to provide the information needed, make arrangements regarding the time and place of the meeting interviews, conducting interviews, checking documents and studies. Observation is done by direct observation in the study site by looking at the various activities undertaken by the policy implementers. Data validation was done by the method of triangulation include: data triangulation, investigator, theoretical, methodological, and interdisciplinary.
7.	Data Analysis Techniques	Qualitative descriptive analysis techniques and process of data analysis using interactive analysis model of Miles and Huberman Data Analysis.

## RESULTS AND DISCUSSION

### A. Stages of Implementation of National Standards Policy Elementary Education National Standards

Formally, the proposed implementation of national standards in primary schools Wajo implemented based on the terms and conditions set forth in Law No. 20 of 2003 and set out in the Government Regulation No.19 of 2005 seeking a national standard.

In the implementation of national standards of education policy, the implementation of National Standards in elementary schools Wajo, the policy implementers face many challenges and obstacles. Nevertheless, the challenges and obstacles can be overcome with good

Above proposition is supported by evidence of physical and non-physical evidence found at the sites. Observation, interviews with informants, and review of various documents related to the implementation of the policy indicates that the SNP government managed to (1) implement the policy implementation of National Education Standards, (2) manage and utilize the determinant factors in the implementation of the policy, (3) to realize the implementation of the National



Standards policy - Elementary School National Standard in accordance with the objectives, demands and expectations of the community.

### **1. Stages of Implementation of the National Standards Policy**

Theoretically, the implementation of the National Standards policy in the implementation of National Standards in Elementary Schools Wajo based on content and context of policy implementation as proposed by Merilee S Grindle.

### **2. Orientation Community Interest Education**

Wajo government provides notebooks, stationery, a scholarship (BSM) for students who are less able. Besides, the students in the same school get textbooks and books student worksheet so that they no longer think of to buy books and even textbooks worksheets each subject.

### **3. Stages of Implementation of National Education Standards National Standards Primary School**

Policy implementation of National Standards Elementary School there are at least four steps that must be implemented so that the target can be achieved in an optimal implementation. The stages are: (1) Primary socialization National Standard (2) data collection olds Elementary School National Standard (3) provision of funds, facilities and supporting facilities, and (4) monitoring and evaluation of the National Standards Elementary School. The fourth stage is carried out regularly and continuously in accordance with the realization of the funds budgeted central and local government.

## **B. Determinant Factors Implementation of the National Education Policy Implementation Standards - National Standards Elementary School**

### **1. Policy Implementation Internal Factors**

#### *a. Resources used*

In implementing policies belonging to the category of resources and internal factors are crucial. This is consistent with the theory presented by Merilee S Grindle, that resource is one of the factors determining factor in the successful implementation of public policy.

#### *b. Factors Communication and Coordination*

Communication and coordination factors determine the success of policy implementation. Theoretically, it is relevant to the opinion of Edwards III, Grindle, Mazmanian and Sabatier.

#### *c. Position Decision Making*

Researchers concluded that a policy can be implemented properly if the implementation have committed to run the policy.

#### *d. Bureaucratic Structure Support in Implementing the Program*

Implementation of the National Standards policy Elementary School in Wajo strengthen the involvement of both government and community stakeholders

(parents and teachers) and the division of tasks for executing officers who support the policy implementation process and the National Standards Elementary School is going well.

## **2. External Factors Policy Implementation**

### **a. Influence and Power Community Economies**

Economic condition factors must be considered because it helped determine the success of the education program. Empirical reality is found based on the observation that there are some people who have difficulty in sending their children due to economic factors.

### **b. Characteristics of institution**

School environment as one of the factors that determine the success of the implementation of the National Standards policy Elementary School. Therefore, the environment must be considered, especially for schools located in downtown (city center).

### **c. Cultural Characteristics Influence People and Institutions**

The results showed that, there is a culture of inequality that occurred in the midst of society, which is supposed to be a cultural tradition that is in people's lives, shifts in culture or tradition that is usually considered as a child labor can be used to ease the work of his parents. This is contrary to the local culture that has a style and culture to uphold the noble values of the community in the form of mutual cooperation in various aspects of life.

## **C. The form of the National Education Policy Implementation Standards**

### **1. Management development**

Law No. 23 of 2003 mandates that the system of national development management education units conducted with school-based management principles. Thus Elementary School National Standards implementing MBS. Through the School Based Management (SBM) developed aspects, namely:

- 1) independence / autonomy
- 2) cooperation
- 3) openness
- 4) flexibility
- 5) accountability
- 6) sustainability.

### **2. School Curriculum Development**

Elementary School Curriculum Development National Standards include standards development competencies, goals, SBC, syllabus, lesson plans and teaching materials.

### **3. Development of Learning Process Innovation**

Innovation is primarily aimed at learning model changes, namely that students enjoy learning (joyful learning) and the students learn something

meaningful competency for himself today and growth in the future (meaningful learning). Therefore the Elementary School National Standards need to learn a variety of innovations that have been made by the school and then design innovative learning innovations that are believed to correspond to the characteristics of the students and the school environment.

#### 4. School Infrastructure Development

In addition to the development of elementary school of national standards also directed the fulfillment of the following infrastructure: adequate land area, with a cozy study room space ratio: students = 1: 28, ICT facilities, library, multipurpose room, health room (UKS), living skills, canteen (regular and honesty), sports facilities, administrative space, offices, toilets for learners and teachers, playground (park), and places of worship.

#### 5. Teacher Professional Performance

Development Commitment to work would increase if the teacher concerned was believed, received an award) of his work, was to get justice in the workplace and get a challenge to demonstrate his ability. Elementary school of national standards also seek to create a work situation that gives the feeling of the teachers and each other.

#### 6. Raising Public Participation

Strengthening community participation in schools can be reached through the following strategies:

- a. empowerment through various communication media (written media, meetings, direct contact individually, and so on).
- b. create and implement the vision, mission, objectives, policies, plans, programs, and shared decision-making;
- c. sought guarantees school-community commitment through the social contract develop models of community participation based on the level advancement of society.

### **D. Discussion**

#### 1. Implementation of the National Standards of Education Analysis

Implementation of education policy is a series of ongoing educational bureaucracy assignment in stages and relates that can be effective when it is based on effective communication patterns to support the goals and objectives of the National Standards of Education implementation and include indicators of clarity, accuracy, and consistency of information the National Standards of Education.

#### 2. Content and Context Analysis of Educational Policy Implementation in Elementary school of national standards

Quality of education services also requires facilities sourced from tangibles factor (physical evidence), to measure the availability of physical facilities/buildings, infrastructure, responsiveness factor (responsiveness), to gauge how readiness officer in assisting and providing services to customers quickly, factor assurance (security), to measure the ability and courtesy of

employees and trustworthiness held by the employee; empathy factors (empathy), to measure employees' understanding of the needs of consumers as well as the attention given by the employee, and reability factors (reliability), to measure the ability of companies in providing appropriate services and reliable.

## **CLOSING**

### **A. Conclusion**

Based on the results of research and discussion can be concluded as follows:

1. Policy implementation Elementary School National Standards which have been implemented in Wajo since the school year 2008/2009 has not been implemented optimally, there is still a shortage conducted by each school and the Education Department Wajo, of which there are National Standards elementary school yet maintain maximum improved standards of achievement and quality of education.
2. Determinant factors which affect implementation of the National Standards policy Elementary School support them in the implementation of National Standards Elementary School policy is still very limited, only one staff / employees adequate enough, or not yet competent in the field. In addition to constraints on human resources.
3. Form of implementation of the National Standards policy on the implementation of National Standards in Elementary Schools Wajo elementary schools are less motivated to get involved in the implementation of Elementary school of national standards policy, especially elementary school standard categories. Furthermore given the influence of the position of policy makers in policy implementation is Elementary School of National Standards supervision or monitoring as an attempt to coaching and motivation to schools.

### **B. Suggestion**

Suggestions in this study are:

1. Elementary School Guidance National Standards in elementary level in desperate need of a comprehensive management system, ranging from planning, organizing, implementing, coordinating, and monitoring and evaluation.
2. The quality of education is still low, it is expected Elementary School National Standards in Elementary School Education level begins with a reference to the field conditions by providing guidance to the selected school.
3. Required good cooperation with all parties or stakeholders in the implementation of National Standards Elementary School program through the pursuit of common views and responsibility of the National Standards Elementary School coaching.

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