

## **Enhancing Educational Governance: A Literature Review on Policy Management in Elementary Schools In Indonesia**

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**Abstract.** This study aims to conduct a literature review on the policy of managing primary schools in Indonesia, with a focus on the development of best policies and practices that have been implemented. This research uses a qualitative approach with data collection techniques through searching and analyzing relevant literature documents. The results of the study indicate that there are several best policies and practices in managing primary schools in Indonesia. These include the school autonomy policy that provides freedom for schools to manage and develop educational programs, as well as the policy of equalization and inclusivity in education that aims to provide equal opportunities for all students. In addition, there are also best practices such as developing leadership programs for school principals, effective and efficient management of human resources, and the implementation of information technology in school administration. However, there are still several obstacles in managing primary schools in Indonesia, such as the lack of quality human resources, insufficient budget for educational program development, and lack of access to education for students living in remote areas. In order to improve the policy of managing primary schools in Indonesia, it is recommended to continue developing leadership development programs for school principals, improving the quality of human resources, and providing better support and access to students in remote areas.

**Keywords:** Equalization in education; Human resources; Inclusivity in education; Policy of managing primary schools; School autonomy

## **INTRODUCTION**

Education constitutes a paramount factor for the advancement of a nation. In the context of Indonesia, the government has designated education as a pivotal priority for national development. Among the various educational tiers, primary schooling assumes great significance as it serves as the foundational stage wherein students embark upon their formal learning journey. Effective management of primary schools stands as a critical determinant in guaranteeing the quality of students' education. As elucidated in the 1945 Constitution, it is stipulated that "every citizen is entitled to receive education, and the municipal/regional governments are obliged to exert efforts to ensure that every Indonesian citizen of compulsory education age partakes in the mandatory 9-year education program (Government Regulation No. 45 of 2008).

In an endeavor to enhance the quality of education in Indonesia, the government has implemented various policies and programs aimed at improving the management of primary schools. One such policy is the school autonomy policy, which grants schools the freedom to manage and develop educational programs. Additionally, there is a policy of equalization and inclusivity in education, with the objective of providing equal opportunities to all students (Munajah et al., 2021; Sarifah et al., 2022). Local governments undoubtedly have additional policies for the advancement of schools within their respective jurisdictions, as specified in Government Regulation No. 45 of 2008. These policies are subsequently directly managed by school principals (Romadhon & MS, 2021).

Policy, when defined, encompasses a series of concepts and principles that serve as guidelines and foundations for planning, leadership, and action (Hermanto et al., 2021; Munajah et al., 2021). Policies serve as the primary tool wielded by the government to organize societal life in various aspects (Primanasari et al., 2021; Safitri, Lestari, et al., 2022). The management policy of schools holds significant importance for the progress of education within those schools, necessitating competent leaders capable of effective management. School principals play a role in mobilizing all school members to initiate changes in educational management. The commitment to implementing change, innovation, and improvement in school management is overseen by the school principal as the superior authority (Hadi et al., 2022; Herlina et al., 2020). It is stated that education with effective management attains exceptional educational quality, where the quality becomes the benchmark for meeting the needs and expectations of users, resulting in desired outcomes and satisfied stakeholders (Herlina et al., 2020).

The policy of elementary school management can be defined as a series of policies and guidelines designed to regulate and facilitate the management of elementary schools, including human resources management, financial management, and educational infrastructure (Afandi et al., 2018; Safitri, Fahrurrozi, et al., 2022). The aim of these policies is to enhance the effectiveness and efficiency of elementary school management, thereby providing quality education for students. Elementary school management policies typically encompass several aspects, such as setting educational quality standards, establishing evaluation and assessment systems, managing funds and budgets, and improving the quality of teachers and school environment safety (Susanto et al., 2022; Wibowo et al., 2020). Moreover, elementary school management policies may also involve curriculum development, teacher training, and the development of extracurricular programs to enhance the quality of education provided by elementary schools (Marini et al., 2019; Prasetyo & M.S., 2021). Elementary school management policies should be constantly updated and adapted to the latest developments in the field of education, as well as the needs and conditions of the local community surrounding the school (Iskandar & MS, 2021).

The successful implementation of school management policies relies on a well-defined and systematic approach. Firstly, it begins with the crucial step of setting clear and specific goals for the policies. This serves as the guiding framework, providing a

clear direction and purpose for the implementation process. Additionally, it allows for the establishment of measurable indicators to assess the effectiveness and progress of the policies. The action plan also helps in resource allocation, time management, and coordination among different stakeholders involved in the implementation. It is essential to communicate the policies effectively to all relevant stakeholders, including teachers, parents, administrators, and the local community. Transparent and comprehensive communication efforts are necessary to ensure that the policy objectives, rationale, and expected benefits are understood and embraced by all.

However, there are challenges in the implementation of policies and management of elementary schools in Indonesia (Handayani, 2012; Marini, 2018). The lack of qualified human resources, insufficient budget for educational program development, and limited access to education for students in remote areas are factors that affect the quality of education in Indonesia (Iasha et al., 2022). Additionally, educators in the 21st century need to possess technological literacy. The digital literacy of educators can bring about more varied and innovative learning experiences (Batubara et al., 2022; Muskania & MS, 2021; Puteri Ramadhani, 2020). Regarding education for students in remote areas, it remains an unresolved issue. Many reports highlight the struggles of teachers and students in remote areas who have to travel long distances just to access education. This issue should be a particular concern for both local and central governments, as the rights and obligations of Indonesian citizens are equal according to the law (Marini et al., 2018). To address these challenges, efforts are needed to identify best policies and practices in the management of elementary schools in Indonesia. This research aims to conduct a literature review on the development of best policies and practices in the management of elementary schools in Indonesia. Thus, this study is expected to contribute to enhancing the quality of management in elementary schools in Indonesia.

## **METHODS**

The chosen research methodology for this article is a comprehensive literature review (Juhji et al., 2020; Wekke, 2019). In conducting a literature review, researchers undertake a systematic process to identify and select relevant literature on a specific topic, such as the policies of managing elementary schools in Indonesia. This involves searching diverse databases, including Google Scholar, ProQuest, and JSTOR, and applying predetermined inclusion and exclusion criteria to narrow down the selection.

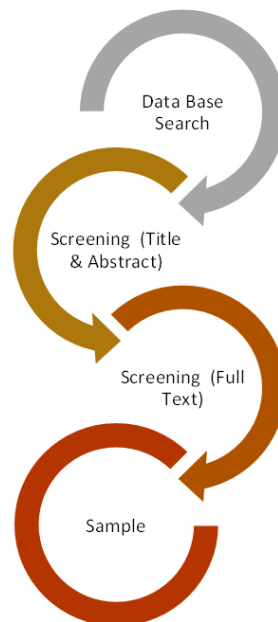


Figure 1. Article Selection Process

The chosen literature is then thoroughly reviewed, with each piece analyzed and relevant data recorded. Subsequently, data analysis is conducted to compare and synthesize the findings from the selected literature, aiming to identify the best policies and practices in managing elementary schools. The results are interpreted and summarized, providing insights into effective approaches. Finally, the research findings are compiled into a comprehensive research report, encompassing an introduction, methodology, results, and conclusions, which serves as a valuable contribution towards enhancing the quality of elementary school management in Indonesia.

## RESULTS AND DISCUSSION

Searching for articles starts from determining the theme, title, abstract, content and conclusion. Of course, the articles that will be used as research objects are journals that best suit the theme, namely related to "basic education policy in Indonesia". The development of elementary schools in the present time is progressing rapidly. According to the data from the Ministry of Education and Culture in 2023, there are 130,178 public elementary schools and 19,298 private elementary schools (*Data Sekolah Nasional - Dapodikdasmen*, n.d.). Examining this data indicates an increasing interest in learning among the Indonesian society, demonstrating a growing awareness and value placed on education. The demand for employment is undoubtedly one of the reasons why education holds such significance.

Table 1. Differences in public and private school policies

No	Policy	State School	Private School	Implication
1	Funding Sources	funded by the government and receives funds from the national budget (APBN)	dependent on school fees paid by parents or donors	can influence the level of resource availability, facilities, and the quality of education provided by both types of schools.
2	Ownership and Management	owned and operated by the government	owned by individuals, foundations, or private organizations	can influence the management and policies implemented by both types of schools. For example, private schools tend to have more freedom in determining educational policies and management, while public schools are governed by national policies and government administrative procedures.
3	Student Selection and Admission	accept students based on specific geographic areas or zoning	conduct selection based on academic ability, entrance exams, or other criteria	can influence the characteristics of students accepted by both types of schools, and also impact the level of equality and accessibility in education
4	Curriculum	required to follow the national curriculum set by the government	have the flexibility to develop their own curriculum	can influence the focus, priorities, and teaching methods implemented by both types of schools
5	Quality of Teachers and Staff	recruited and regulated by the government	have more freedom in recruiting and determining the quality of their own teachers and staff	can influence the level of competence, experience, and motivation of teachers and staff working in both types of schools.

Sources: [www.kemdikbud.go.id](http://www.kemdikbud.go.id)

Interestingly, despite the growing number of public and private elementary schools, their management practices differ significantly. Private schools tend to excel in terms of management (Mawardi et al., 2020). This can be observed from the table below:

First and foremost, in terms of funding, it is crucial to note that private elementary schools heavily rely on funding from parents, which results in higher tuition fees but places a strong emphasis on the quality of teachers. Conversely, public elementary schools are primarily funded by the government and the national budget, making their activities contingent upon the allocation of these funds. Consequently, public schools generally offer lower or even free tuition fees, but there may be instances where the quality of education receives inadequate attention. The implications of these funding disparities extend to the availability of resources, facilities, and the overall quality of education provided by both types of schools.

Moving on to the aspect of ownership and management, private schools are owned and operated by individuals, groups, or foundations, which may occasionally lead to changes in ownership or the school's name. However, this ownership structure also affords private schools greater flexibility in policymaking (Hadi et al., 2022; Handayani, 2012). In stark contrast, public schools are directly managed by the government, subject to national policies and administrative procedures. Consequently, the implications of ownership arrangements significantly influence the management practices and policies implemented by both private and public schools. For instance, private schools tend to enjoy more autonomy in determining educational and managerial policies, while public schools are bound by national regulations.

Shifting the focus to student selection and admission, private schools employ various selection criteria, such as evaluating academic abilities, entrance tests, or other relevant factors. This rigorous selection process ensures that students admitted to private schools demonstrate higher academic potential and cognitive abilities. On the other hand, public schools often adopt a zoning system for student enrollment, allowing students from specific geographic areas to attend without assessing their cognitive abilities (Suhelayanti, 2019). Consequently, these differing admission practices significantly impact the characteristics of students admitted to both private and public schools, with potential implications for the level of equity and accessibility in education.

Furthermore, in terms of curriculum, private schools typically possess the freedom to develop their own curricula alongside the national curriculum mandated by the government (Alawiyah, 2017). This flexibility often results in a more diverse range of academic programs compared to public schools, which are obliged to strictly adhere to the curriculum provided by the government. Consequently, the implications of these curriculum disparities extend to the focus, priorities, and teaching methodologies employed by both private and public schools.

Lastly, it is essential to consider the quality of teachers and staff. Private schools enjoy more autonomy in recruiting and determining the qualifications of their teaching and non-teaching staff (Elwijaya et al., 2021). This autonomy allows them to prioritize the

welfare of teachers and students. However, it is crucial to ensure that the rights and obligations of employees are appropriately balanced. In contrast, public schools typically recruit teachers and staff through national selection processes regulated by the government. Consequently, the implications of these contrasting recruitment methods can significantly influence the level of competence, experience, and motivation of teachers and staff working in both private and public schools. By examining these various aspects of school management, it becomes evident that effective management practices can be assessed based on several criteria.

### **1. Establishing clear vision and mission statements**

Every school must have a clear and measurable vision and mission to attain higher educational objectives. The formulation of the vision and mission should be conducted through participatory processes involving all relevant stakeholders, including teachers, school staff, parents, and students (Waruwu et al., 2022). A well-defined vision and mission are of utmost importance in school management as they provide guidance for the school's direction and goals. They serve as guiding principles for the implementation of activities and programs. The following are some aspects to consider in establishing a clear vision and mission in school management.

To establish a clear direction for a school, it is essential to follow a systematic approach that includes defining the Vision and Establishing the Mission. These two steps play a crucial role in shaping the school's identity and charting its path forward. By developing a clear and inspiring vision that aligns with the school's unique characteristics and takes into account the needs and expectations of stakeholders, the school can set ambitious long-term goals. For example, nurturing morally upright individuals and excelling in both academic and non-academic domains can be part of this vision. Complementing the vision is the mission, which outlines the specific objectives and strategies that the school will pursue to achieve its vision. The mission statement should clearly articulate measurable goals and encompass programs and innovative teaching approaches that are in line with the school's values and vision. By focusing on holistically developing students' potential through high-quality education, creating a safe and supportive environment, and preparing graduates to face global challenges and actively contribute to society, the mission statement sets the guiding principles for the school's day-to-day operations.

Involving Stakeholders in the process is critical to ensure a sense of ownership and collective commitment. By engaging students, parents, teachers, and the local community, the resulting vision and mission statements will be representative of the collective aspirations and garner support from all parties involved (Agustian, 2022). Additionally, the insights and inputs provided by stakeholders are invaluable in determining the school's objectives and direction accurately. Conducting Regular Evaluation is a key component of the process to maintain alignment with the school's growth and evolving needs. Regular assessment allows the school to measure progress

against the established vision and mission, identify areas for improvement, and make necessary adjustments and revisions. This ongoing evaluation ensures the continued relevance and motivational impact of the school's goals and strategies, ultimately leading to enhanced performance and the addressing of any shortcomings.

By following these steps and employing transitional words and phrases such as "To establish," "These two steps," "By developing," "Complementing the vision," "Involving Stakeholders," and "Conducting Regular Evaluation," the school can establish a clear direction, involve stakeholders effectively, and continually evaluate its progress (Alawiyah, 2017). This comprehensive approach sets the foundation for long-term success and the fulfillment of the school's educational goal.

## **2. Improving the Quality of Teachers and Staff**

Qualified and trained teachers and school staff can help enhance the quality of education and facilitate effective school management. Schools can provide continuous professional training and development opportunities for teachers and staff (Fauzan et al., 2019). Improving the quality of teachers and staff in primary schools is crucial for enhancing the quality of education. Below are several steps that can be taken to improve the quality of teachers and staff in primary schools.

Firstly, offering comprehensive training and development programs is crucial for enhancing the skills and knowledge of primary school teachers and staff. These programs can cover various areas, such as teaching methodologies, classroom management, technology integration, and leadership development (Alawiyah, 2017). By providing ongoing training and development opportunities, teachers and staff can continuously improve their abilities to deliver effective education. Secondly, implementing regular performance evaluations is essential to objectively assess the performance of teachers and staff. These evaluations help identify strengths and weaknesses, provide constructive feedback, and determine areas for improvement. By regularly evaluating performance, schools can address individual needs, tailor professional development plans, and foster a culture of continuous improvement.

Additionally, creating a positive work culture is vital for nurturing the motivation and enthusiasm of teachers and staff. A supportive and positive environment encourages collaboration, teamwork, and a sense of belonging, which ultimately enhances effectiveness and efficiency in delivering education. Moreover, ensuring that primary school teachers and staff have access to adequate support and resources is crucial. This includes providing necessary learning materials, up-to-date equipment and technology, access to relevant information and data, as well as support from leadership and management (Agustian, 2022). Having the right resources and support systems in place enables teachers and staff to perform their roles effectively and efficiently. Lastly, fostering a culture of innovation and creativity is essential for enhancing the quality of education in primary schools. Encouraging teachers and staff to think creatively, develop innovative teaching methods, and leverage technology in the learning process leads to



more engaging and effective educational experiences for students. By implementing these strategies, schools can enhance the quality of teachers and staff in primary education, resulting in an overall improvement in the quality of education provided.

### **3. Building a good relationship with parents and the community**

Parents and the local community can play a crucial role in school management. Schools should establish good relationships with parents and the community, in order to gain greater support and participation in improving the quality of education. (Fauzan & Arifin, 2022). Establishing strong relationships with parents and the local community in primary schools is essential to enhance the quality of education and create a more conducive learning environment. Below are some ways to cultivate good relationships with parents and the community in primary schools.

Effective communication among the school, parents, and the community is paramount in building strong relationships (Tawa, n.d.). The school can establish channels for effective communication, such as creating newsletters, conducting regular meetings, or setting up WhatsApp groups for parents and school staff. Moreover, organizing joint events, such as sports activities, art performances, or family gatherings, can foster closer bonds between the school, parents, and the community. These events provide opportunities for interaction and mutual understanding among parents, school staff, and students. After that, parents can be partners in their children's learning process at school. The school can involve parents in learning activities, such as assisting with homework, attending presentations or school activities, or engaging in discussions about their child's development. Furthermore, it is crucial to value and embrace input from parents and the community. The school can seek input from parents and the community regarding programs or policies at the school. This feedback can assist the school in improving the quality of education and refining ineffective programs. Lastly, the school can collaborate with local community entities, such as companies or community organizations, to support school programs. This cooperation can help the school acquire resources and support for its programs.

By implementing these strategies, schools can build strong relationships with parents and the local community in primary schools. This, in turn, can enhance the quality of education and create a better learning environment for students.

### **4. Optimizing Resource Utilization**

Sekolah harus memastikan bahwa sumber daya yang tersedia digunakan secara optimal. Pihak sekolah harus memonitor penggunaan sumber daya dan membuat perencanaan keuangan yang tepat (Fauzan et al., 2022).

Optimizing resource utilization in primary schools is crucial for fostering an effective learning environment and enhancing the quality of education. To achieve this, schools must prioritize efficient management of their budgets, ensuring clear plans and targeted expenditures that address primary needs such as acquiring textbooks and learning materials (Primasari et al., 2021). Additionally, leveraging technology, such

as implementing school management software, empowers staff to streamline administrative tasks, monitor student progress, and effectively manage finances. Equipping school personnel with the necessary skills in financial management, software operation, and technical proficiency further contributes to resource optimization. Moreover, implementing effective time management strategies, like offering additional classes or utilizing break time for extracurricular activities, can maximize the utilization of available resources. Furthermore, schools can tap into the expertise and experiences of external entities, such as the local community or corporate partners, by inviting industry experts to provide valuable presentations or training sessions for the staff. These approaches collectively foster an environment where resources are optimized, leading to an enriched educational experience and a conducive learning atmosphere for students.

By embracing these strategies, primary schools can effectively optimize resource utilization. This, in turn, enhances the overall quality of education provided while establishing an environment that supports and nurtures student learning.

## **5. Strengthening policy and administrative management**

Schools must prioritize the strengthening of policy and administrative management to ensure the smooth operation of all school management processes. This can be achieved by establishing clear and transparent policies, implementing standard operating procedures (SOPs), and providing effective monitoring and evaluation systems (Waruwu et al., 2022). By having well-defined policies that are understood by all staff and students, schools can create a framework for efficient administration. It is crucial for schools to regularly assess and evaluate their policies and actions to identify areas for improvement and ensure effective implementation.

In addition to clear policies, schools need to invest in developing the necessary skills of their staff in administrative management. Training and skill development programs should be provided, particularly for those working in administrative roles. Moreover, schools can leverage technology to enhance administrative processes. Utilizing school management software or online platforms can streamline routine administrative tasks, improve efficiency, and enable effective communication within the school community rutin (Arifin & Marini, 2022). By embracing technology, schools can optimize their administrative operations and allocate more time and resources to educational activities.

Furthermore, building strong partnerships with parents and the local community is vital for effective administrative management in primary schools. Collaborating with parents and involving them in decision-making processes fosters a sense of ownership and shared responsibility. It also provides an opportunity for schools to gain valuable insights and resources that can contribute to better administrative practices. Establishing open channels of communication, organizing regular meetings, and seeking feedback from parents and the community can further enhance administrative efficiency and effectiveness. Lastly, proper budget management is essential in ensuring efficient resource allocation. Schools should develop clear budget plans and prioritize expenditures based on the primary needs of the institution. By allocating resources

wisely, such as investing in quality textbooks and learning materials, schools can optimize their educational offerings and provide a conducive learning environment (Fauzan et al., 2021).

In summary, strengthening policy and administrative management in primary schools requires clear policies, skill development, leveraging technology, building partnerships, and effective budget management. By implementing these strategies, schools can enhance their administrative efficiency, improve resource allocation, and ultimately create an environment that supports effective teaching and learning.

## **6. Implementing information technology (IT)**

The implementation of information technology can help optimize school management, including financial management, administration, and communication with parents and students. Applying information technology in primary schools has numerous benefits in enhancing the quality of education and school management. Here are several benefits and ways to implement information technology in primary schools:

Firstly, schools need to ensure they have adequate information technology infrastructure, such as a stable internet network and the necessary hardware (laptops, computers, tablets, and mobile devices) and software (applications, programs, and learning platforms (Fauzan et al., 2022). Additionally, teachers and students should be provided with training to understand and utilize information technology. Schools should offer training and skill development in information technology to teachers and students (Arifin & Herman, 2017). Moreover, teachers should be able to integrate information technology into their teaching and leverage it to create more engaging and interactive learning materials (Fauzan & Arifin, 2019). Furthermore, schools can utilize online learning platforms to provide access to a wider range of learning resources, such as digital books, instructional videos, and online learning programs. Lastly, it is important to manage the use of information technology wisely. Schools should ensure that the use of information technology is done responsibly, in line with applicable policies and ethics (Islam et al., 2017).

By implementing information technology in primary schools, it is expected to enhance effectiveness and efficiency in teaching and school management, ultimately providing greater benefits for students and teachers.

## **CONCLUSION**

In conclusion, effective school management policies encompass a multifaceted approach that includes a clear vision and mission, quality teacher development initiatives, and strong community engagement. Schools must ensure that their vision is communicated effectively and embraced by all stakeholders, providing a guiding framework for planning and performance. Additionally, investing in the professional growth of teachers and staff enhances the quality of education imparted to students. Furthermore, building strong relationships with the community fosters support and

collaboration, enriching the educational experience. By prioritizing these essential elements, schools can establish an environment conducive to holistic student development, cultivate a positive reputation within the community, and provide a robust educational experience that prepares students for success in the modern world.

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