

## **Enhancing the quality of educators for excellence in secondary education in Pariaman city: Policy analysis and quality feasibility**

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**Abstract:** Along with decentralization and regional autonomy, the government encourages regions to develop sensitivity as stakeholders in education development. The government must strengthen its functions in education services, including setting national education policies, standards, performance-based quality control, and fostering coordination across government levels, education units, and society. This study aims to gather data on the policy direction for education implementation and the quality of educators in Pariaman City. Programs like teacher certification and improving education qualifications aim to enhance teacher quality, competence, and prestige, contributing to the improvement of Indonesia's education system. Teachers are encouraged to improve professionalism, teaching quality, and commitment to their profession, ensuring they feel valued and proud in their roles. As a result, there is a need for continuous program development and stakeholder support in Pariaman City, as well as in districts and municipalities, to enhance the quality of basic education, including systematic management of educators.

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**Keywords:** *Education quality, Educator, Policy,*

### **1. Introduction**

Education development policy in Indonesia is directed to achieve the following: (1) Strive for the expansion and equitable distribution of opportunities to obtain high-quality education for all Indonesian people towards the creation of high-quality Indonesian people with a significant increase in the education budget; (2) Improve academic and professional abilities and improve the welfare of education staff so that educators are able to function optimally, especially in improving character and ethics education in order to restore the authority of educational institutions and personnel [1], [2]; (3) Reforming the education system including curriculum renewal, in the form of curriculum diversification to serve the diversity of students [3], [4].

Education is basically an effort to develop human resources (HR), although human resource development efforts are not only carried out through education, especially formal education (schools) [5]–[7]. But until now, education is still seen as the main means and vehicle for human resource development, which is carried out systematically, programmatically, and tiered. In this context, education is increasingly demanded to play a role, especially to be able to produce quality Indonesian people who can play their role in accordance with the parameters stated in the National Medium-Term Development Plan in accordance with Law Number 25 of 2004 concerning the National Development Planning System and is outlined annually through the Government Work Plan in development implementation programs, including development and policies in education, because national education must be implemented evenly, fairly, relevantly, quality and efficiently [8].

Preparation of national and local curricula in accordance with local interests, as well as diversification of types of education professionally [9]–[11]; (4) Empowering educational institutions,

both school and outside school, as centers for cultivating values, attitudes, and abilities, as well as increasing family and community participation supported by adequate facilities and infrastructure; (5) Reform and strengthen the national education system based on the principles of decentralization, scientific autonomy and management; (6) Improve the quality of educational institutions organized by both the community and the government to strengthen an effective and efficient education system in the face of the development of science, technology, and art [12]–[15]; (7) Develop the quality of human resources as early as possible in a directed, integrated and comprehensive manner through various proactive and reactive efforts by all components of the nation so that the younger generation can develop optimally accompanied by the right of support and protection.

According to its potential, (8) Increase the mastery, development and utilization of science and technology, including the nation's own technology in the business world, especially small, medium enterprises, and cooperatives to increase the competitiveness of products based on local resources.

In the Explanation of Law Number 20 of 2003 concerning the National Education System, it is stated that the vision of national education is to realize the education system as a strong and authoritative social institution to empower all Indonesian citizens to develop into qualified human beings so that they are able and proactive to respond to the challenges of an ever-changing era [16]–[20]. Based on the National Education Vision, it is further explained in the national education mission, namely: (1) striving for the expansion and equitable distribution of opportunities to obtain quality education for all Indonesian people, (2) helping and facilitating the development of the potential of the nation's children as a whole from early childhood to the end of life in order to realize a learning society, (3) increasing input readiness and quality of the educational process to optimize personality formation moral, (4) improve the professionalism and accountability of educational institutions as centers for cultivating knowledge, skills, experience, attitudes and values based on national and global standards, and (5) empower community participation in the implementation of education based on the principle of autonomy in the context of the Unitary State of the Republic of Indonesia (General Explanation of Law No. 20/2003).

The Pariaman City Government wants the Youth and Sports Education Office to utilize regional autonomy and centralize education as optimally as possible to spur education development in Pariaman City in the context of overall national education development. Education services in Pariaman City are provided through formal and non-formal education [21]. For non-formal education starting from Early Childhood Education, Playgroups, Package A, B, C, and course institutions. For formal education starting from the level of elementary school, junior high school, and high school. When viewed from the point of implementation of development from year to year, the policy leads to meeting needs on a priority scale, such as achieving the Minimum Service Standard target for quality improvement, fulfillment of facilities and infrastructure, equitable distribution of energy and education services, to realize it starting from an activity to prepare planning documents.

Along with the spirit of decentralization and regional autonomy, the government has also encouraged the development of optimal understanding of each region to have sensitivity as stakeholders in designing and implementing education development. For this reason, the government needs to explain and strengthen its new functions in the delivery of education services, including in determining national education policies, determining national education standards, controlling, and assuring the quality of education based on performance assessments, and fostering harmonization and coordination in accordance with the delegation of functions, authorities, and responsibilities of each level of government, education units, and society [22]–[24].

Currently, three pillars of national education development have been issued, namely: (1) increasing and strengthening access to education, (2) increasing the relevance and competitiveness of education quality, and (3) improving governance and public image of education managers. These three pillars of education development should be a reference in planning and implementing national education development, including in Pariaman City.

This policy analysis study is an effort to examine several aspects of the implementation of the

national education development policy direction in Pariaman City, especially in the aspect of feasibility of the quality of educators and the implementation of basic education. This study is intended to obtain accurate information and data, especially about the implementation of the policy direction of the implementation of education and the feasibility of the quality of educators in the implementation of education to prevent the City of Pariaman.

This education policy analysis study aims: (1) Describe concretely the education development policy in Pariaman City in an effort to expand and equalize opportunities to obtain high-quality education for all communities, (2) Develop alternative policies in improving the academic and professional abilities of educators as a step to develop the quality of education delivery in Pariaman City, (3) Develop alternative policy aspects governance and management of educator personnel management comprehensively and systematically, to be in accordance with the three pillars of national education development, namely: (1) increasing and strengthening access to education, (2) increasing the relevance and competitiveness of education quality, and (3) improving governance and public image of education managers, as well as relevant to the vision and mission of the development of Pariaman City.

Based on the above phenomenon, the purpose of this research is to analyze the policy and feasibility of educator quality to improve the quality of secondary education implementation in Pariaman City.

## 2. Literature Review

The policy analysis study that will be carried out is an effort to examine several aspects of the implementation of the national education development policy direction in Pariaman City, especially in the aspect of the feasibility of the quality of educators and the implementation of Pariaman City Secondary education.

In this study, the author tends to refer to the implementation theory of George C. Edward III [25] because it focuses more on the effectiveness of policy implementation and the purpose of this study is to examine the implementation of senior secondary education programs with a focus on communication variables and human resource variables that teach general subjects.

Merille S. Grindle's theory focuses more on the context of policy implementation and implementation strategies and efficiency, especially with regard to implementors, targets and conflict arenas that may occur among implementation actors and the conditions of implementation resources required [26], while Van Meter and Van Horn's theory more specifically emphasizes policy performance [27].

### 2.1. Approach in Education Policy Formulation

The social demand approach is an approach in the formulation of education policies that is based on aspirations, demands, and various interests urged by the community [28]–[30]. In this type of approach, policymakers will first dive into and detect the aspirations that develop in society before they formulate the education policies they handle. The social demand approach actually does not only respond to the aspirations of the community before the formulation of education policies, but also responds to the demands of the community after the education policy is implemented. The participation of citizens from all levels of society is expected to occur both during the formulation and implementation of education policies [31]. Policy formulation can be classified into passive types of policy formulation. This means that a new policy can be formulated if there are demands from the community first.

### 2.2. Man-Power Approach

This type of approach focuses more on rational considerations in order to create adequate availability of human resources in society. This man-power approach does not look at whether there is demand from the community or not, whether the community demands a certain education policy or not, but the most important thing is according to rational and visionary considerations from the point of view of policymakers. The government as a leader who has the authority to formulate a policy has

strong legitimacy to formulate education policy. An important aspect of this second type of approach is that it is generally more authoritarian. The man-power approach lacks respect for the democratic process in the formulation of education policy, it is proven that the formulation of policy does not start from the aspirations and demands of the community but is directly formulated according to future demands as seen by the visionary leader. There are authoritarian ways of this second type of approach. But from the positive side, in this man-power approach, the process of formulating existing education policies is more efficient in the formulation process and has a more long-term dimension [32].

Marget E. Goertz suggests that education policy is related to the efficiency and effectiveness of education budgets [33]. As stated earlier, education policy is understood by researchers as part of public policy, that is, public policy in the field of education. Thus, education policy must be in line with public policy. In the context of public policy in general, namely development policy, policy is part of public policy. Education policy is understood as a policy in the field of education, to achieve the country's development goals in the field of education, as one part of the overall development goals of the country.

### 3. Methods

#### 3.1. Overview of Research Methods

The method of conducting this study is carried out by applying a qualitative research approach descriptively in a natural emic perspective, using survey techniques, documentation studies, and interviews. The first stage is a documentation study of bibliographic sources and documents relevant to the focus of the research problem. At this stage, the research was conducted by conducting documentation studies on various documents, and education policy products in the context of secondary education development in the city of Pariaman as a sample. After the first stage of research was carried out by producing research findings, the second stage of research was carried out by conducting interviews with research subjects, namely; education experts, policymakers in districts/cities, and education stakeholders in the regions to find out views, opinions, assessments of the focus of research problems.

In the second stage, interviews are conducted with research subjects regarding the views, thoughts, and subject assessments of the focus of the research problem. The interview process was carried out in order to reconstruct and confirm the results of temporary research to be developed in further analysis so as to produce recommendations for education policies in the regions. Interviews were conducted to research subjects openly but still based on interview guidelines that had been tentatively compiled.

Both stages of research continue until the acquisition of research data is considered adequate. This research data analysis step is based on the qualitative data analysis model from Miles and Huberman [34] which suggests the qualitative data analysis step consists of three lines of activities carried out simultaneously, namely, Data reduction, data presentation, and conclusion/verification.

### 4. Process and Results

#### 4.1. Overview of Pariaman City Secondary Education Development Policy

Based on information contained in the Strategic Plan of the Regional Apparatus Work Unit of the Education and Teaching Office of Pariaman City in 2010-2014, the policies targeted for education development in Pariaman City are as follows:

##### 4.1.1. Equitable Distribution and Expansion of Access

Policies on the aspects of equity and expansion of access to education are directed at efforts to expand the capacity of education units in accordance with regional priorities, as well as provide equal opportunities for all students from various groups of society who are different in terms of economy, gender, location of residence and level of intellectual ability and physical condition. The completion of compulsory education has reached 2105 years by taking into account fair and equitable services for people who face economic and socio-cultural barriers (namely poor people, have geographical barriers,

border areas, and remote and post-conflict areas as well as barriers or physical, emotional, mental and intellectual disorders of students).

The strategy chosen is to help and make it easier for those who have not finished high school, and who do not continue to college, to obtain educational services. The policy of equity and expansion of access to education in Pariaman City is directed through strengthening programs, including:

1. Provision of decent and quality educational facilities and infrastructure
2. For equivalent high schools, it is directed to build new School Units (USB), new classrooms (RKB), laboratories, libraries and textbooks which are expected to have an impact on improving the quality of basic education.
3. Recruitment of educators and education personnel to support learning programs by considering the adequacy of the number and qualifications of professional teachers at various levels and types of education, equitable distribution geographically, expertise and gender equality.

#### *4.1.2. Improving the Quality and Relevance of Education*

Education quality improvement policy is directed at achieving an increasing quality of education which refers to the national standard of education (SNP) which includes various components related to education quality including content standards, process standards, graduate competency standards, educator and education personnel standards, educational facilities and infrastructure standards, management standards, financing standards, and education assessment standards. The main objective of this policy is to reduce gaps in the quality of facilities and infrastructure, management, and educational outcomes. Therefore, program policies were developed, including:

1. Improve the management system of Teaching and Learning Activities (KBM) in schools in order to improve students' ability to complete national examination questions correctly.
2. Repair and development of facilities and infrastructure for rehabilitation and reconstruction of damaged ones, especially in education
3. Improving educational qualifications and competencies of educational and non-educational personnel. The priority of the program is the achievement of competent and professional teacher education qualifications at all levels and types of education at least S1 / Akta IV
4. Implementation of life skills-oriented education programs through a broad-based educational approach
5. Increase teacher understanding of competency-based curriculum and implementation in the teaching and learning process

Based on the distribution of questionnaires and interviews submitted to teachers in the sample districts, diverse information was obtained tabulated and interpreted according to the category of development aspects. Information was obtained that the competence of educators in the Pariaman City area is generally good, with an index above 3 in several components of competency aspects, as can be seen in some charts below. However, there are several aspects that still require strengthening and support from stakeholders to continuously improve competence, especially in certain aspects. This has the consequence of the need for program development and synergistic support of stakeholders in Pariaman City as well as in Districts and Municipalities in order to support the continuous improvement of the quality of basic education development.

It can be expected that if these competency improvement efforts are less of a concern for local governments, then steps to improve the quality of learning can be neglected, and even tend to stagnate. As a result, it will be a burden in improving the quality of education in Pariaman City.

The decline in the quality of education in the country, including in Pariaman City, is marked by many things, such as the low pass rate of the National Final Examination (UN). The quality of education is determined by various factors, one of which is teachers/educators. Although other factors contribute to the decline in the quality of education, teachers can be said to be one of the determining factors because teachers are the ones who programmatically interact with students in the learning

process. Speaking of teachers, it certainly cannot be separated from the fading image and quality of teachers.

The reality shows that for more than two decades, the work of teachers is no longer attractive, so it is only chosen by those who have no other choice. Nevertheless, it must be admitted that not all teachers are like that. Many teachers still dedicate themselves to this field of education because they realize the importance of education and the importance of the role of teachers in nurturing the next generation. However, the reality remains undeniable, that being a teacher is not the first choice of the nation's best sons and daughters. Efforts to make the post of teacher a professional position have been made for a long time. However, it was only in 2003 that there began to appear signs of professionalization of the teacher position, first with the issuance of Law No. 20 of 2003 concerning the National Education System and PP No. 19 of 2005 concerning National Education Standards, and then, most importantly, the enactment of Law No. 14/2005 concerning Teachers and Lecturers. Of course, this is something very promising.

However, there is still much work to be done to achieve these promises / realize the professionalization of teacher positions, not only because of the complexity of the problems that must be faced but also because of the conceptual distortion about teacher competence in PP No. 19/2005, which continues in Law No. 14/2005. One of the efforts mandated by PP No. 19/2005 and Law No. 14/2005 in making the position of teacher a professional position to improve the image of teachers is professional education that allows teachers to master complete competencies so that they have the opportunity to provide reliable expert services that are expected to contribute to improving the quality of education. The possession of competencies reflected in the ability to provide expert services will be marked by obtaining an Educator Certificate which will then be followed by an award in the form of professional allowances. This provision applies to all teachers, including schoolteachers who lookup.

According to PP No. 19/2005, article 29, paragraph (2), an elementary / MI teacher must have at least undergraduate academic qualifications (S1) or D-IV, as well as a professional certificate for elementary / MI teachers. In connection with this requirement, it is necessary to immediately design an educational program as mandated by Law No. 14 of 2005 in a form that can be accounted for both in terms of academics and management. In addition, the number, distribution, and heterogeneity of basic education teacher backgrounds are the most complex among teachers at other levels of education, so they require extra handling.

Data on the development of the number of teachers, and backgrounds vary greatly, both educational background and socio-cultural background. This indicates how much work needs to be done to fulfil the mandate of a very ambitious law, which within 10 years targets all educators to meet the minimum qualifications. The existence of an education decentralization policy requires the alacrity of local governments in handling educator management policies in a planned, programmatic, and systemic manner. There are several aspects that should be developed by the Regency / City Government and the Provincial government. These include:

1. Ensuring the implementation of a learning society
2. Provide services and facilities and ensure the implementation of education for every citizen without discrimination.
3. Guarantee the implementation of the 12 (twelve) year compulsory education program
4. Ensure the availability of funds for the implementation of education for every citizen aged 7 (seven) years to 18 (eighteen) years.
5. Organizing education for abandoned children
6. Improve the quality of formal and non-formal education according to their level by increasing the professional ability of educators, as well as increasing the quantity and quality of educational facilities and infrastructure.
7. Developing management systems, academic development, personnel development, and providing facilities and infrastructure for formal and non-formal education in accordance with existing types and levels of education

8. The right to direct, guide, assist, and supervise the implementation of education in accordance with laws and regulations.

Regarding efforts to allocate education budgets in districts and cities and provinces, policy efforts should begin to be developed, including:

1. Local governments are obliged to allocate at least 20 percent of the regional budget for the development of the education sector.
2. Education units organized by the community are basically responsible for most of the organizing funds.
3. With certain considerations, local governments can allocate assistance for the development and development of education units organized by the community.
4. The allocation of local government assistance is determined based on the principles of justice, openness, and prospects for the development of education units.

Efforts to minimize the disparity in the quality of education at the Upper Education level have strategic value for equal distribution of opportunities to obtain quality education. To comprehensively realize it, the problem of disparity needs to be divided into stages of learning system management, quality management, and community empowerment. The development of quality learning in schools is an effort that can be done through a program based on the transformation of values in the quality culture between schools. Through a quality management system, the implementation of education in schools can be pursued following agreed values. Based on this thinking, the design of educator management in schools is directed at changing the pattern of educator management in schools, from "closed" to 'open' patterns in the form of empowerment cooperation. The Model of Quality Culture Transformation among educators/teachers between schools can be formulated by including the activities to be carried out. Comprehensively, the implementation of the synergy program of educators between schools and regions follows a model with each cycle describing the stages of the program.

The main components in the synergy model of educators in schools are (1) Orientation of teacher quality programs in schools, (2) verification of action plans and actions in partner schools (good category) or benchmarks, (3) Review of Action Plans based on the results of verification in partner schools or workshops of benchmark results and preparation of action plans, and (4) Implementation of Action Plans to improve the quality and competence of teachers in developed schools. The four stages of activities in the inter-school educator synergy program can be developed in more detail according to the needs of each school.

The steps of the inter-school educator synergy program consist of 3 stages with each stage consisting of several step components. Each stage is a cycle. Phase I: Management of Learning Systems, in this first stage monitoring and evaluation of the management of changes that educators apply in self-development and learning in schools towards the Quality Management System for Education Implementation in schools. Phase II: Quality Management. At this stage participants already have experience in self-management and learning development in schools and learn from the implementation experience of phase I to implement and accelerate the Quality Management System for Education Delivery in schools. Phase III: Community Empowerment. In this third stage, monitoring and evaluation of the learning innovations they developed and applied in school development in the form of a Quality Management System for Education Implementation in schools.

## 5. Conclusion

Educator management programs are increasingly strategic in the future, so they require commitment, consequences and systems that are clear, measurable and accountable. The existence of programs that have been developed such as teacher certification, improving teacher education qualifications is a step to improve teacher quality, have and improve competence, raise the dignity and prestige of teachers so that teachers are more valued and to improve the quality of education in Indonesia.

Therefore, the attitude that must be built from teachers in order to improve educational

qualifications, competencies and certifications is to improve professionalism, quality, know and pursue the teaching profession, improve the quality of teaching, want to learn by taking the time to become a teacher, feel comfortable and proud as a teacher in carrying out educational duties. The logical consequence of this is the need for program development and synergistic support of education stakeholders in Pariaman City as well as in Districts and Municipalities in order to support the continuous improvement of the quality of basic education development, including the management of educators in a planned, programmatic, and systemic manner.

### Institutional Review Board Statement:

The Ethical Committee of the Padang University, Indonesia has granted approval for this study (Ref. No.2024-02-20).

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