

Implementation of basic education management in Grobogan district: Analysis and model development

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Abstract: Law Number 20 of 2003 on the National Education System states that citizens have the right to obtain basic education for children aged seven to fifteen years. In addition, it is also a commitment to the implementation of Grobogan district's regional regulation No 5 of 2019 on education implementation, especially article 12 related to the obligation of local governments to ensure the implementation of basic education according to their authority. The purpose of this study is to determine the implementation of the basic education management program in Grobogan district; analyze the factors that support and hinder the implementation of the basic education management program in Grobogan district; formulate a model for implementing the basic education management program in Grobogan district. The method used in this research is qualitative. This method was used to analyse the phenomenon of policy implementation of the basic education management program in Grobogan district. The research site was in Grobogan district. The informants are policy actors who know a lot about the basic education program in Grobogan district. The results show that the implementation of the Grobogan district education office's policy on basic education management consists of three areas, namely (1) equalization and expansion of access to education; (2) improvement of quality, relevance and competitiveness; (3) education governance and accountability. These three areas aim to achieve the national standards of education and the minimum service standards of education.

Keywords: basic education; education; implementation; management

1. Introduction

Educational development is an important aspect that the government needs to do to reduce poverty (Parwa, 2019). Through investment in education, it will be able to improve the quality of human resources, by increasing skills and knowledge so that it will encourage increased productivity (Gibson, 2008). With the increase in skills, knowledge and productivity, one's income will increase, leading to an increase in community welfare and a reduction in poverty. This is in accordance with Wahab's (2005) opinion that the essence of public policy is to provide benefits to society. This condition won't likely happen, if the quality of education is still relatively low.

The low quality of education can be seen from the school enrollment rate (APS), average years of schooling (RLS), and expected years of schooling (HLS). A high school enrollment rate is an indicator of good education quality. APS is said to be high when school-age children are absorbed in education. That way children who are not in school (ATS) will be low.

Grobogan district is a district where the percentage of the population aged 5 years and above who are not attending school in both urban and rural areas is still very high, at 72.92%, above the provincial average of 72.19%. This condition is also one of the

reasons why the average years of schooling and expected years of schooling in Grobogan Regency are still low.

Average Years of Schooling (AYS) is defined by the Central Bureau of Statistics (2021) as the number of years spent by the population in formal education. The population coverage for which the average length of schooling is calculated is the population aged 25 years and over, assuming that at the age of 25 the education process has ended.

The calculation of the average years of schooling at the age of 25 and above also follows the international standard used by the United Nations Development Program (UNDP). The average years of schooling for Grobogan Regency in 2022 is shown in **Figure 1** below:

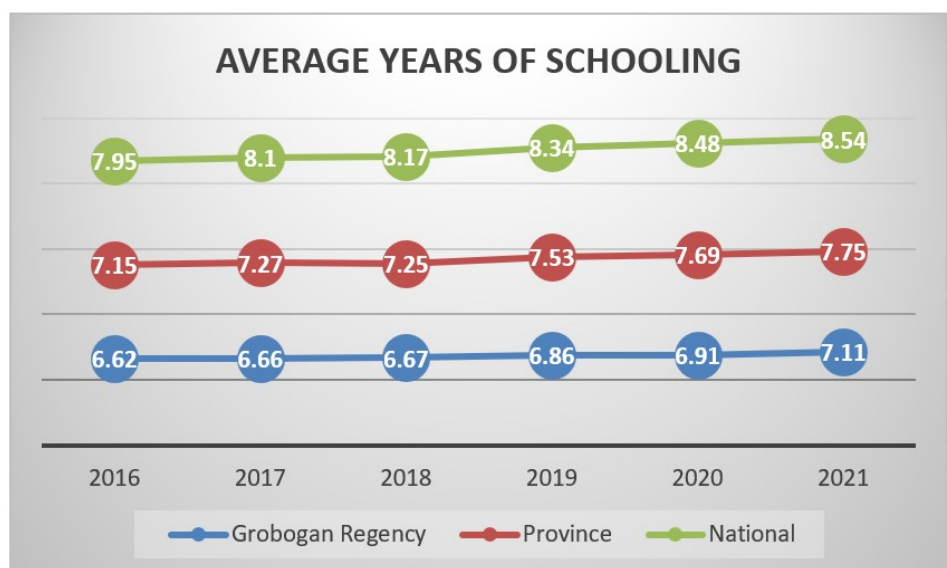


Figure 1. Average years of schooling.

Source: Central Bureau of Statistics, 2022 (data processed).

The average length of schooling describes the level of achievement of each resident in schooling activities. The higher the number of years of schooling, the higher the level of education that has been achieved by the population, so this indicator is very important because it can show the quality of human resources. Based on **Figure 1** above, it can be seen that currently the achievement of the average length of schooling in Grobogan Regency is still low, although since 2016 (6.62 years) it has continued to increase until 2021 (7.11 years), but its achievement is still below the provincial average of Central Java Province (7.75 years) and National (8.54 years). Similar to the achievement of the expected years of schooling in Kabupaten Grobogan is also currently low, which can be seen in **Figure 2** below.

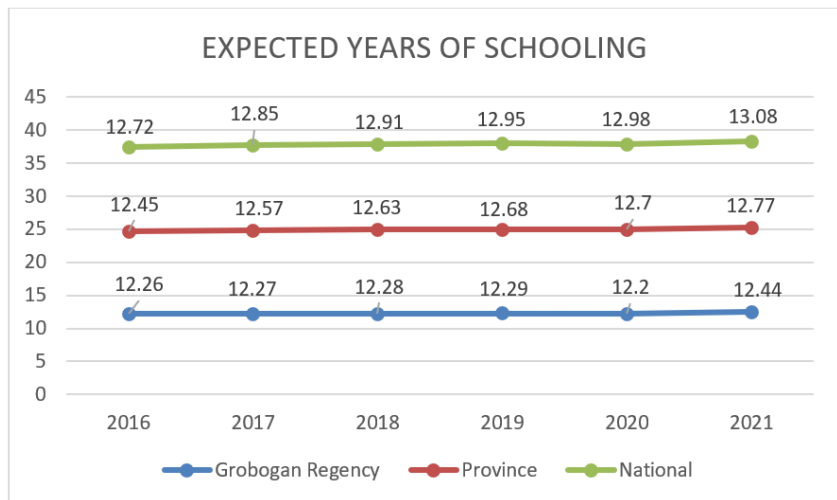


Figure 2. Expected years of schooling.

Source: Central Bureau of Statistics, 2022 (data processed).

The increase in expected years of schooling is a positive signal that more people are going to school. The higher the expected number of years of schooling, means that children aged 7 years have the opportunity to complete formal education at a higher level, graduating from high school, a diploma or even a bachelor’s degree. Based on **Figure 2**, it can be seen that the achievement of expected years of schooling in Grobogan Regency in 2021 was 12.44 years, meaning that children aged 7 years and over in Grobogan Regency have the opportunity to attend school until they graduate from high school. This condition is still low when compared to the average achievement of Central Java Province (12.77 years) and National (13.08 years).

This condition also shows that there are very few opportunities for children aged 7 to complete their education to a higher level in Kabupaten Grobogan. This may be due to the large number of children dropping out of school or not attending school in Kabupaten Grobogan, as shown in the following **Figure 3**.

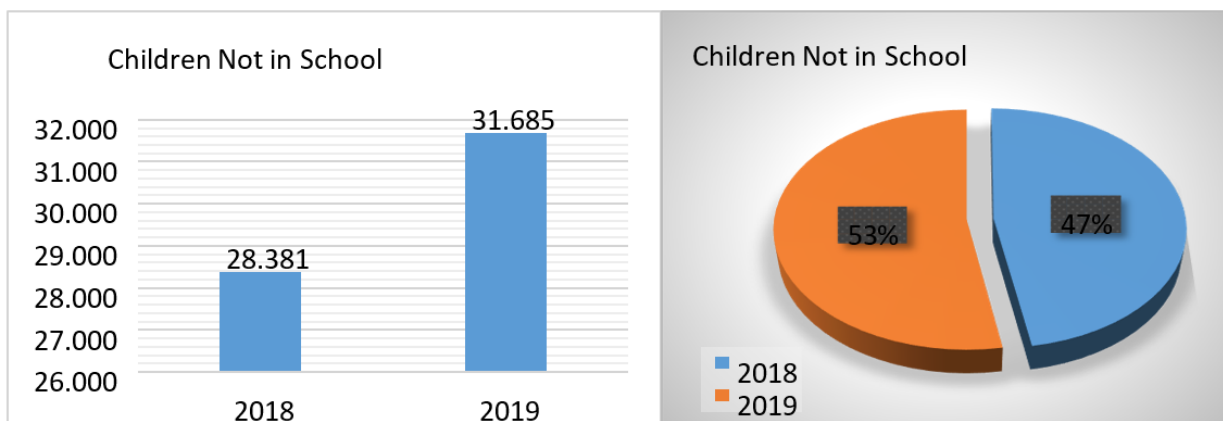


Figure 3. Children dropping.

Data: Central Bureau of Statistics, 2020 (data processed).

Based on the National Socioeconomic Survey in 2019, the number of out-of-school children in Grobogan Regency increased significantly from 2018. In 2018, the number of out-of-school children in Grobogan Regency was 28,381 (47%), then in

2019 it increased to 31,685 (53%). The above conditions affect the achievement of the human development index in Grobogan Regency, which still does not show a significant improvement in the quality of education so that its achievements are still below the Central Java Province and the National. As can be seen in the **Figure 4** below.

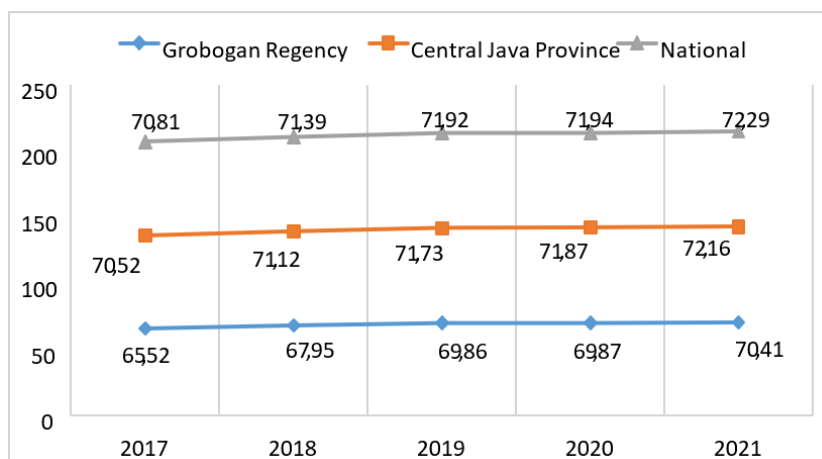


Figure 4. Human development index achievements.

Source: Central Bureau of Statistics, 2022.

The human development index illustrates that the population can access the results of development in obtaining income, health and education. The human development index also shows the level of human quality of life in an area. Although it continues to increase, the achievement of the human development index in Grobogan Regency during the 2017–2021 period is still below the national and Central Java Province. The achievement of the human development index in Grobogan Regency in 2021 is 70.41, while Central Java Province (72.16) and the National achievement reached 72.29.

The focus of this research is the implementation model of the basic education management program in Grobogan district. The research objectives are to analyse the implementation of the basic education management program in Grobogan district; to analyse the factors that support and hinder the implementation of the basic education management program in Grobogan district; to formulate a model for the implementation of the basic education management program in Grobogan district; and to formulate a model for the implementation of the basic education management program in Grobogan district.

This research is useful theoretically and practically. Theoretically, this research is useful in reconstructing the theory of policy implementation seen from the factors of resources, communication, social, political, and economic conditions, as well as the level of compliance and responsiveness by Edwards (1980), Sabatier and Mazmanian (1983), and Van Meter (1975) to strengthen, enrich in the form of ideas for policy implementation in the context of basic education management in alleviating people from ignorance.

The practical benefits that can be obtained are to foster intelligence in the community based on basic education that is effective in realizing children who are

skilled in reading, counting and writing for their future welfare in the Grobongan Regency area.

2. Methods

The method used in this research is descriptive qualitative research method referring to the opinion of Moleong (2017). This method was used to analyse the phenomenon of policy implementation of the basic education management program in Grobongan district. The focuses in this research are: (1) to analyze the implementation of the basic education management program in Grobongan district, (2) to identify and analyze the factors that support and hinder the implementation of the basic education management program in Grobongan district, (3) to formulate a model for implementing the basic education management program in Grobongan district.

This research site is in Grobongan Regency. This research location was chosen based on the background of the strategic issues/problems of high out-of-school children, low average years of schooling, low expected years of schooling, and low human development index whose achievements in Grobongan Regency are still below the national and Central Java Province at this time.

The informants in this study are policy actors who have a lot of knowledge about the basic education program in Grobongan district, including (1) the head and/or staff of the Grobongan district education office, (2) the head or staff of the Grobongan district regional planning and development agency, (3) the head or staff of the Grobongan district youth, sports, culture and tourism agency, (4) the head or staff of the Grobongan district social affairs agency, (5) the head or staff of the Grobongan district women's empowerment, child protection and family planning agency.

The research conducted by the current researcher used a method of determining informants using a purposive technique, where the selection of informants was chosen based on the researcher's assessment that he was the party who knew a lot about the implementation of the basic education management program in Grobongan district, Central Java Province.

Data collection techniques in this study were carried out in the following ways. (1) Documentation studies, to trace the historical data of the object of research and see the extent to which the ongoing process has been well documented, (2) interviews, both structured and unstructured interviews to informants, (3) observation, used to collect primary data needed for research by making direct observations of the object of research (Satori, 2011).

The main data collection instrument in this research is the researcher himself with the help of a recording device for recording, a digital camera for taking photographs, stationery (pencils, ballpoint pens, erasers), and interview guidelines used by researchers when looking for data and facts when in the field either in the environment of related agencies or when in the middle of the current research object.

The data analysis technique used is qualitative data analysis. This stage consists of data condensation, data presentation, and conclusion making. As for the validity and validity of the data, this research uses triangulation, which is a data validity checking technique that utilizes something else outside the data for the purpose of

checking or comparing the data. The triangulation technique was chosen in this study because this study used several data sources from interviews and documentation.

3. Result and discussion

3.1. Presentation data

The basic education management policy in Grobogan district can be seen in the content of several priority programs. These programs are as follows.

3.1.1. Improving the quality of education through the curriculum

All elementary and junior high schools in Grobogan Regency have implemented learning with the Merdeka Curriculum. The Merdeka Curriculum emphasizes new paradigm learning to ensure learner-centered learning practices. With this new paradigm, learning is a cycle that starts from mapping competency standards, planning the learning process, and implementing assessments to improve learning so that students can achieve the expected competencies. New paradigm learning gives educators the freedom to formulate learning and assessment designs according to the characteristics and needs of learners. This is in line with the opinion of Ostrovska et al. (2023) that the introduction of a modern curriculum has a positive impact on students' academic performance.

In the new learning paradigm, the Pancasila Learner Profile acts as a guiding direction that guides all policies and reforms in the Indonesian education system, including learning, and assessment. In the Pancasila Learner Profile, competencies and characters that can be learned across disciplines are contained in 6 dimensions. Each dimension has several elements that describe more clearly the competencies and characters in question. In line with the developmental stages of learners and as a reference for learning and assessment, performance indicators on each element are mapped in each phase. In general, the 6 dimensions of the Pancasila Learner Profile and the elements in it are Believing, Fearing God, and Having Noble Character; Global Diversity; Mutual Cooperation; Independent; Critical Reasoning; Creative.

As for the division of roles in implementing the Merdeka Curriculum, the government provides an example of an operational curriculum and various teaching tools to help education units and educators who need inspiration in learning. Education units are given the freedom to choose or modify examples of operational curriculum and teaching tools available, or make their own according to the context, characteristics, and needs of students. This is where the role of the Education Office is to facilitate education units in modifying examples of operational curriculum and the preparation of learning tools, both the flow of learning objectives, learning objectives, and teaching modules carried out at the beginning of the semester. The learning tools reflect the learning outcomes as stated in the decree of the head of the education standards, curriculum and assessment agency of the Ministry of Education, culture, research and technology Number 008/H/KR/2022 concerning learning outcomes in Early Childhood Education, primary education level, and secondary education level in the Merdeka Curriculum.

3.1.2. Human development index achievements

In the context of improving quality through sarpras, the Grobogan District Education Office has carried out rehabilitation and construction of sarpras. The rehabilitation and construction of sarpras in education units in 2022 is sourced from general allocation funds, special allocation funds, and provincial assistance. The focus of most rehabilitation is classrooms because based on Dapodik data and the real conditions in the field, many classrooms, both elementary and junior high schools, are moderately damaged and severely damaged.

Seeing these conditions, in 2023, through mandatory general allocation funds, the Grobogan District Education Office changed its development strategy to revitalization. This revitalization focused on school buildings that were severely damaged by being completely demolished and built anew, especially elementary school buildings. This happened because the condition of the old buildings could no longer be maintained. The following is data on the rehabilitation and construction of infrastructure in 2023 as in **Table 1**.

Table 1. Rehabilitation and construction of infrastructure in 2023.

Field	Jobs	Volume	Number of Schools
Kindergarten/Early Childhood	Construction of School Facilities, Infrastructure and Utilities	4 packages	1 school
	School Building Rehabilitation	1 room	1 school
	Grant Money for Rehabilitation of Private Kindergarten/Early Childhood Center	74 packages	74 schools
Elementary School	Teacher Room Construction	1 room	1 school
	Construction of UKS Room	4 chambers	4 schools
	Construction of School Facilities, Infrastructure and Utilities	10 packages	10 schools
	Classroom Rehabilitation	123 spaces	65 schools
	Teacher Room Rehabilitation	1 room	1 school
	Rehabilitation of School Facilities, Infrastructure and Utilities	6 packages	6 schools
	Grant Money for Rehabilitation of Private Primary School	16 packages	16 schools
Junior Secondary School	Classroom Construction	1 room	1 school
	Teacher Room Construction	1 room	1 school
	Construction of UKS Room	2 spaces	2 schools
	Laboratory Construction	1 room	1 school
	Construction of School Facilities, Infrastructure and Utilities	6 packages	6 schools
	Classroom Rehabilitation	5 chambers	5 schools
	Teacher Room Rehabilitation	2 spaces	2 schools
	School Library Rehabilitation	1 room	1 school
	Laburatorium Rehabilitation	3 chambers	3 schools
	Rehabilitation of School Facilities, Infrastructure and Utilities	6 packages	6 schools
Grant Money for Rehabilitation of Private Junior High Schools/MTs	24 packages	24 schools	
Non Formal Education	Grant Money for PKBM Rehabilitation	15 packages	15 schools

3.1.3. Improving education quality through teacher and principal capacity building

Capacity building for educators and principals in primary schools in Grobogan district involves holding teachers' working groups in schools, teachers' working groups in clusters and external workshops. Teachers' working group activities at the local level are routinely organized once a month. Training activities or workshops are organized by external parties such as the Ministry of Education and Culture and other government agencies. The active participation of educators in developing quality can be seen from the enthusiasm of educators in attending seminars with a personal budget. The second objective of the policy is to disseminate the best performance results of primary schools in Grobogan district to other schools in Grobogan district. Implementing this objective, primary schools in Grobogan district use grants from the Ministry through the Education Performance Unit Operational Assistance.

The increase in education capacity that was intensified in 2022 and 2023 was the procurement of teacher mobilizers. The more teacher mobilizers there are in Grobogan district, the more positive the impact will be in promoting educational progress. The following is the number of teacher mobilizers in Grobogan district based on generation, see **Table 2** for information.

Table 2. List of teacher movers per batch in Grobogan district.

No.	Force	Total
1	Batch 4	84
2	Batch 7	140
3	Batch 8	110
4	Batch 9	230
5	Batch 10	266
	Total	830

3.1.4. Improving the quality of education through nurturing the talent and character of learners

Based on Kemendikbudristek No.56/M/2022, it is stated that the project to strengthen the Pancasila learner profile is a project-based co-curricular activity designed to strengthen efforts to achieve competencies and characters in accordance with the Pancasila learner profile compiled based on the graduate competency standards. The implementation of the project to strengthen the profile of Pancasila students is carried out flexibly in terms of content, activities, and implementation time. The Pancasila learner profile strengthening project is designed separately from intra curricular. Project learning objectives, content, and activities do not have to be associated with intra curricular objectives and subject matter. Education units can involve the community and/or the world of work to design and organize projects to strengthen the profile of Pancasila students. Principles of the Pancasila learner profile strengthening project: 1) holistic; 2) contextual; 3) learner-centered; and 4) explorative.

The Strengthening the Profile of Pancasila Students (P5) project is an important step towards building strong character and high moral values in elementary and junior

high school students in Grobogan District. The role of parents or guardians is crucial in supporting this initiative. With active involvement and support from parents, the Pancasila learner profile strengthening project has the potential to create a more meaningful, responsible, and high-integrity young generation. Fortunately, all parents and guardians of students are very supportive of this activity, as evidenced by their active presence in the socialization of the Pancasila learner profile strengthening project.

Extracurricular activities in primary and junior secondary schools in Grobogan Regency organize extracurricular activities that aim to develop the potential, talents, interests, abilities, personality, cooperation, and independence of students optimally in order to support the achievement of educational goals. This is in accordance with Permendikbud Number 62 of 2014 concerning extracurricular activities in primary and secondary education.

3.1.5. Improving education unit governance through management-based

The governance of education units in Grobogan district is based on Government Regulation No 57 of 2021 on National Education Standards. Based on this regulation, the governance of education units, which includes planning, implementation and supervision, should implement school-based management as indicated by independence, partnership, participation, openness and accountability.

School-based management is a management model that provides education units with autonomy and flexibility and encourages direct participation of school members (teachers, students, principals and staff) in improving the quality of education. Education units are expected to use the flexibility to manage, utilize and empower resources in the most efficient way possible. They are expected to be more active, responsive and innovative in solving problems.

The purpose of implementing school-based management is to increase the concern of the community and school community for the implementation of education, increase the responsibility of the head of the education unit, create healthier competition among education units, and improve the quality, relevance and equity of education in the region. There are 5 (five) principles of school-based management implementation, among others:

(1) Independence

Independent schools have the ability to solve problems without relying on central government intervention. Schools are expected to create and improve the situation, conditions and culture of independence by developing school business units, cooperating with other parties in the commercial field, and making other efforts to increase funding income and improve school programs.

(2) Partnership

In implementing the programs, the Grobogan district education office provides direction and assistance so that education units can establish partnerships with related institutions. This is in line with the opinion of Ewalt (2001), basically “governance” involves partnerships in carrying out government functions. Most of these conditions have been carried out by education units. For example, during the introduction to the school environment, education units have collaborated with several government and private institutions to be actively involved, such as the police, military, health centres,

etc. to provide training or socialization, or other activities to students in education units. Likewise, when the education unit will propose an *adiwiyata* school, a child-friendly school, they also involve various institutions and community leaders to support the achievement of these targets.

(3) Participation

Stakeholders are actively involved in participation. Decision-making, policy-making, planning, implementing and monitoring education in schools are some of the contexts of participation in the implementation of school-based management. Among the main objectives of enhancing participation are increasing contributions, facilitating stakeholders' capabilities, enhancing their roles and ensuring that any decisions made represent stakeholders' aspirations. To enhance participation in education, means of participation, advocacy, publicity and transparency are required. To increase the participation of both internal and external school members in realizing school programs or activities, the education office conducts periodic coaching. In addition, the education office has also conducted training to strengthen school principals. With this training, it is expected that school principals will have the competence to increase participation in managing the education unit they lead.

(4) Openness

To realize public transparency in education units, the Grobogan District Education Office requires that education units post programs and recapitulations of the School Activity and Budget Plan (RKAS). This is intended to be known by the community. In addition, every semester or year, education units are required to submit a report to the committee or parents about program achievements. Education units can also submit this public information on their respective websites.

(5) Accountability

To maintain the accountability of education units, the Grobogan District Education Office controls through systems and manuals. Controls through systems include utilizing the School Activity Plan and Budget Application Management to monitor the planning and realization of the use of Education Unit Operational Assistance funds, the Asset Management System to monitor the existence of assets in education units. In addition, through school supervisors, education units are monitored periodically. This is to minimize deviations in the use of Education Unit Operational Assistance funds.

3.1.6. Improving the quality of education through handling out-of-school children

The issue of out-of-school children in Grobogan District is a very complex problem. The complexity of the problem can be seen from its type, the factors that cause it, and the need to involve all stakeholders. Therefore, this problem cannot be solved by one regional apparatus organization.

Out-of-school children are children aged 7–18 years who have not attended or are not attending school. Out-of-school children are categorized into three parts, namely children who have never attended school, children who have dropped out of school, and graduated children who do not continue school until the age of 18 (SMA/SMK level). Based on Dapodik and Emis data as of 20 June 2023, the number of out-of-school children in Grobogan district is shown in the following **Table 3**.

Table 3. List of out-of-school children in Grobogan Regency as of 20 June 2023.

Number	Subdistrict	Number of Drop Outs													Number of Passes Do Not Continue		Total
		1	2	3	4	5	6	7	8	9	10	11	12	13	6	9	
1	Kedungjati	4	2	2	7	5	8	4	2	10	12	36	-	-	35	69	196
2	Karangrayung	3	7	7	6	16	3	7	28	32	44	111	2	-	80	365	711
3	Penawangan	6	1	5	6	8	6	3	16	6	20	44	2	-	50	116	289
4	Toroh	9	6	4	7	13	6	5	7	10	40	61	1	-	72	252	493
5	Geyer	10	3	1	3	6	-	13	12	20	10	51	1	-	58	358	546
6	Pulokulon	5	4	4	4	3	14	13	16	30	27	23	2	-	91	344	580
7	Kradenan	-	3	5	4	7	7	10	13	18	10	25	-	-	96	312	510
8	Gabus	8	4	8	6	5	-	12	20	32	24	41	1	-	88	340	589
9	Ngaringan	12	6	5	5	2	2	27	43	25	24	26	-	-	395	499	1.071
10	Wirosari	4	3	6	5	5	12	11	31	36	24	33	-	-	189	366	725
11	Tawangharjo	5	2	4	3	7	11	3	13	7	9	43	-	-	68	195	370
12	Grobogan	7	4	3	1	2	6	10	20	17	57	55	4	-	132	283	601
13	Purwodadi	3	2	8	3	11	4	10	18	14	52	51	5	-	111	182	474
14	Brati	1	1	2	1	6	7	10	12	5	15	23	-	-	57	152	292
15	Klambu	1	1	3	4	2	2	-	6	8	8	10	-	-	32	107	184
16	Godong	7	3	9	6	5	7	8	14	11	24	42	-	-	69	107	312
17	Gubug	12	7	6	12	12	3	8	15	13	28	68	-	-	71	144	399
18	Tegowanu	6	3	12	2	3	6	6	10	6	11	27	1	-	54	110	257
19	Tanggunganharjo	20	4	5	2	6	5	15	6	16	12	23	1	-	15	55	185
Amount		123	66	99	87	124	109	175	302	316	451	793	20	-	1.763	4.356	8.784

Source: Basic Education Data 20 June 2023.

Based on this data, it is clear that the number of out-of-school children in Grobogan Regency is still large, with 8784 children. This number consists of 1763 children who dropped out of school and 4356 children who graduated, but did not continue to finish senior high school or vocational high school. Dapodik and Emis data cannot count children who have never attended school because the data is based on when the child's data is inputted in Dapodik/Emis and their progress is seen until they graduate from senior high school/vocational high school. Therefore, the number of children who have never attended school cannot be seen. To overcome this problem, it is necessary to combine the data with the aggregate data at Dispendukcapil.

In terms of the factors causing out-of-school children, there are several categories of causes, namely (1) no money/economic factors, (2) early marriage, (3) school laziness, (4) child labor, (5) children with special needs (disabilities), (6) children in boarding schools (specifically those who only recite the book), (7) children experiencing legal problems, and (8) street children/punks. Of course, these eight causal factors cannot be generalized. They require different interventions or treatments. Therefore, the involvement of all stakeholders is very important.

Some of the strategies and policies that have been implemented by the Grobogan District Education Office are as follows.

(1) Conduct socialization and advocacy on handling out-of-school children.

At this stage, the education office organized a discussion group forum involving various stakeholders to find the root of the problem and its solution. Some of the regional organizations or agencies invited were the Regional Planning and Development Agency, the Social Affairs Office, the Women's Empowerment and Child Protection and Family Planning Agency, the Community and Village Empowerment Office, the Ministry of Religious Affairs, the Central Java Province Education Branch IV Office, and from the Grobogan District Education Office.

(2) Data collection and verification of out-of-school children.

Data on out-of-school children still has many versions. There is data from National Socioeconomic Survey, data from extreme poverty, data from Dapodik and Emis. From these data, the Grobogan District Education Office formed a team to verify the data in the field. The field that handles this is the Early Childhood Education and Non-Formal Education Division, involving Early Childhood Education teachers because every village must have Early Childhood Education so that it can reach down to the village level, even neighborhoods. The step taken was to assign Early Childhood Education teachers to verify data from the province (extreme poverty data). Based on this data, there were 898 children out of school in Grobogan. The officers went to each house that had a list of names and addresses. Then, they interviewed the children using a form that had been provided, including whether it was true that the child was not in school. If so, what was the reason, and they were also asked what they would do if they returned to school. Where would they go to school? By going house to house, it is hoped that the data will be valid.

(3) Returning out-of-school children to formal or non-formal schools.

After data collection, out-of-school children are motivated and encouraged to return to school. They are given the alternative to choose to return to the school they want. Then, the chosen school is asked to pick up the ball, that is, to be enrolled as a student according to its level.

3.1.7. Supporting and inhibiting factors for primary education management in Grobogan district

Supporting and inhibiting factors for primary education management in Grobogan district can be seen in the following figure.

The figure shows the visualization of the supporting and inhibiting factors in the implementation of basic education management in Grobogan district. Policy measures and objectives are the basis for effective communication between implementing agencies (education offices and education units) so that the implementation process can run well. The implementation process is also interrelated.

Supporting and inhibiting factors for the implementation of basic education management in Grobogan district were found to influence each other and form an interrelated relationship. This sustainable development also needs to pay attention to principles including participation, involvement of actors/stakeholders, local ownership, sustainable use of resources, accommodating community goals, carrying capacity, monitoring and evaluation, accountability, training, and promotion. Supporting and inhibiting factors include (1) policy sources already exist and only some policy objectives are achieved and provide benefits; (2) meanwhile human

resources, infrastructure, funds and data are the main determining factors that provide support or obstacles to education management; (3) Furthermore, despite the transmission of information about policies through socialization, there are still distortions due to inaccurate information, inconsistencies in activity assistance and performance reporting, but coordination is still very weak; (4) The competence of the staff of the education management team is in accordance with the existing organizational structure, while the hierarchical level of the organization is centralized and even egocentric. Organizational vitality is very weak and unsustainable; (5) cognition about policies is still knowledge rather than understanding so that there are still many pros and cons, as a result the intensity of policy implementation becomes half-hearted, (6) the characteristics and support of the community and the business world are potential to be developed, professional organizations to the political elite have provided support for this policy (Edwards, 1980), see **Figure 5**.

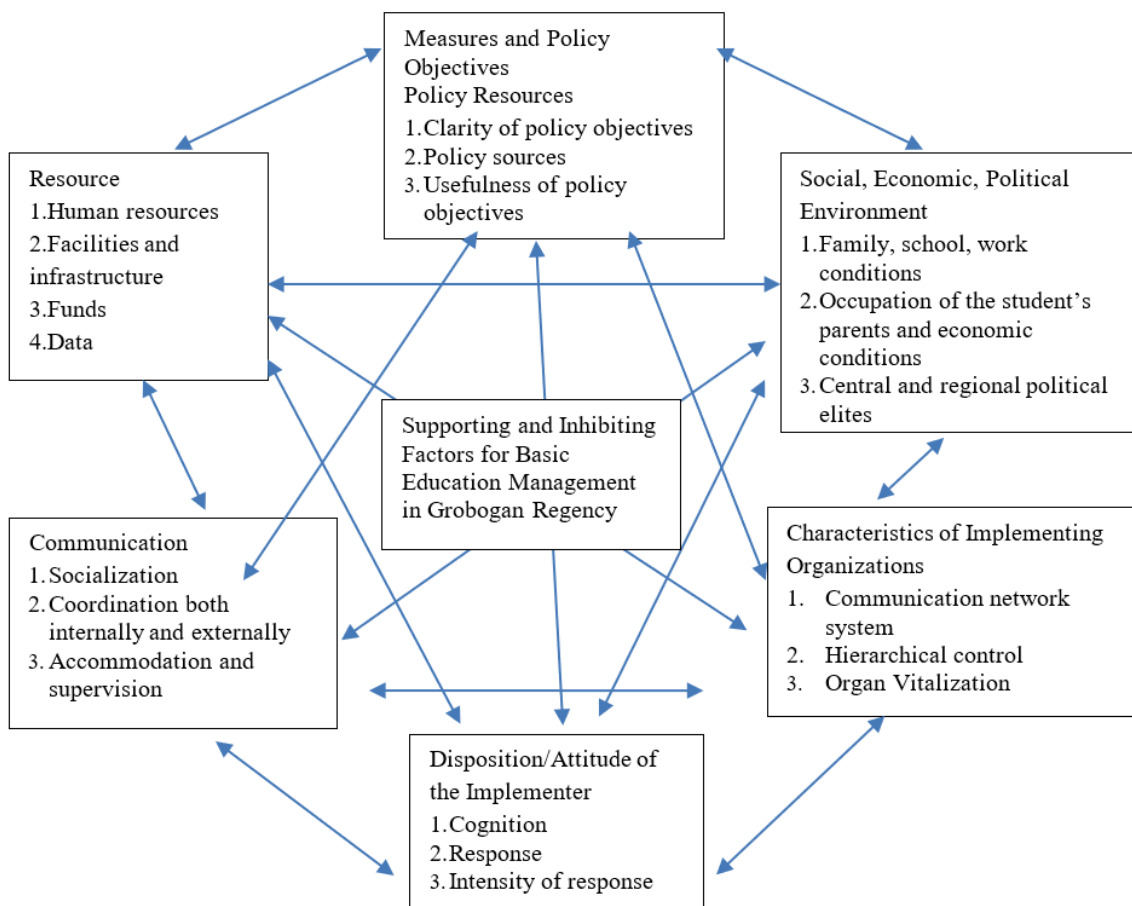


Figure 5. Supporting and inhibiting factors for management basic education.

3.1.8. Proposed model for primary education management in Grobogan district

Based on the descriptions of the implementers of primary education management, the areas of primary education management, and the supporting and inhibiting factors, a proposal for primary education management in Grobogan district can be designed as follows.

Based on this figure, there are three elements of implementers in education management in Grobogan district. The three implementers are the main implementers,

namely the education office and education units; the cross-sectoral implementers, namely the Regional Planning and Development Agency, the Women’s Empowerment and Child Protection and Family Planning Agency, the Community and Village Empowerment Office, the Social Service Office and the Youth, Sports, Culture and Tourism Office; and the supporting implementers, namely the community, the business world, political elites, professional organizations, education councils and school committees. These three elements should coordinate and communicate effectively to create harmonization. Harmonization will create synergy. Synergy activity is an action that involves all activities, these activities will go hand in hand together, see **Figure 6**.

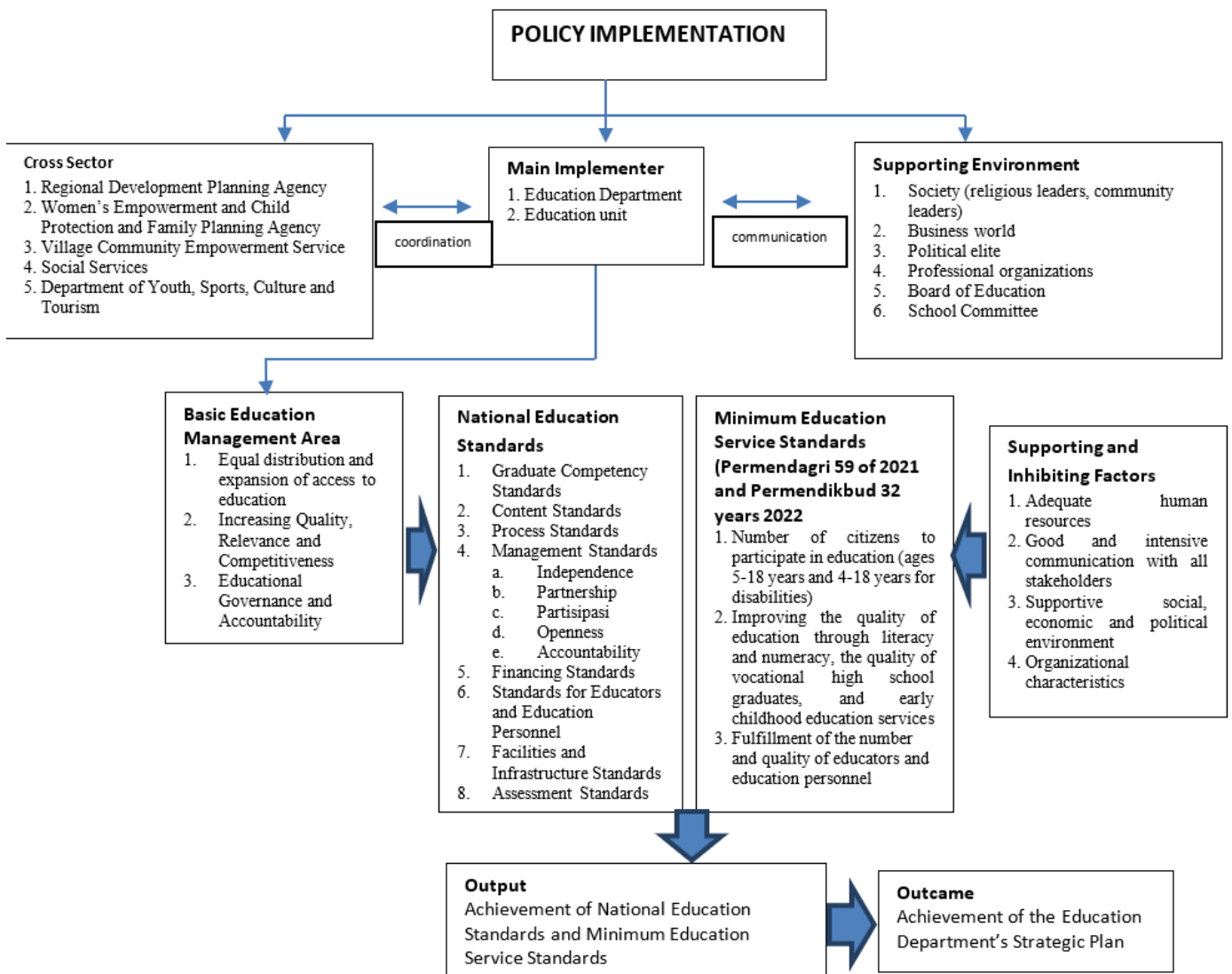


Figure 6. Basic education management model in Grobogan Regency.

Implementers and stakeholders should sit together and form a forum for effective cross-sectoral communication and coordination and inter-agency cooperation. District governments should be proactive in embracing relevant local government organizations, especially those directly related to primary education management. Synergy is the result of dialogical relationships between different sources of

knowledge and is a process that accumulates various kinds of knowledge. Through the dialogue forum, relevant local government organizations can contribute their best ideas to support the objectives of the basic education management implementation policy.

The management of basic education consists of three areas: equalizing and expanding access to education; improving quality, relevance and competitiveness; and education governance and accountability. The three areas of basic education management should be developed with regard to targets, needs and local wisdom. These three areas are interrelated with each other. One area will influence the other. Therefore, they should go hand in hand and be addressed comprehensively.

The targets to be achieved by the three areas of basic education management are the achievement of the National Education Standards and the Minimum Service Standards. The eight components of the National Education Standards and Minimum Service Standards are the minimum benchmarks that education units must achieve. Their achievement must be balanced. One of the National Education Standards and Minimum Service Standards should not be achieved at a high level, but the other components of the National Education Standards and Minimum Service Standards should be achieved at a low level. Whether or not the components of the National Education Standards and Minimum Service Standards are achieved is influenced by many factors, including adequate human resources, good communication, a supportive social, economic and political environment and the characteristics of an effective implementing organization. These factors must be handled properly. These factors influence each other so that the handling must be comprehensive.

The character of the implementing organization should be formed from individuals who have competence and commitment so that they will have a deeper understanding of the policy. A deep understanding of the policy will make implementers have the awareness to implement the policy thoroughly.

The potential of the socio-economic environment must be developed to support the successful implementation of basic education management. If the social and economic environment is not well managed, it will have a negative influence and become an obstacle to policy implementation. Political elites, both at the central and local levels, are crucial to the implementation of basic education management. The concern of the political elite can be in the form of regulations, funding and so on.

The output of basic education management implementation is the achievement of the National Education Standards and Minimum Service Standards for education. The achievement of the National Education Standards and Minimum Service Standards will certainly contribute to the achievement of the strategic plan of the Grobogan District Education Office as its outcomes. Thus, the key to realizing the strategic plan in the education sector is the effective management of basic education.

The proposed model for handling out-of-school children and potential dropouts in Grobogan Regency can be described as follows.

Based on this figure, it can be seen that the handling of out-of-school children and potential dropouts is contained in the regional action plan with the formation of the Gerakan Mesti Sekolah team through a district head decree. Handling out-of-school children is coordinated by the village in collaboration with the Teaching and Learning Center and community leaders through a Village Government Decree. The

activities carried out are (1) socialization, (2) training, (3) data collection, (4) inviting to return to school, (5) assistance.

The Kabupaten Gerakan Mesti Sekolah team is responsible for coordinating, monitoring, and providing ongoing assistance to both villages working with out-of-school children and schools working with potential dropouts. The Kabupaten Mesti Sekolah Movement team conducts these activities on a regular basis. The aim is to detect problems early so that interventions can be made quickly and appropriately. The ultimate target of the Grobogan District School Mesti Movement Team is to achieve zero out-of-school children, see **Figure 7**.

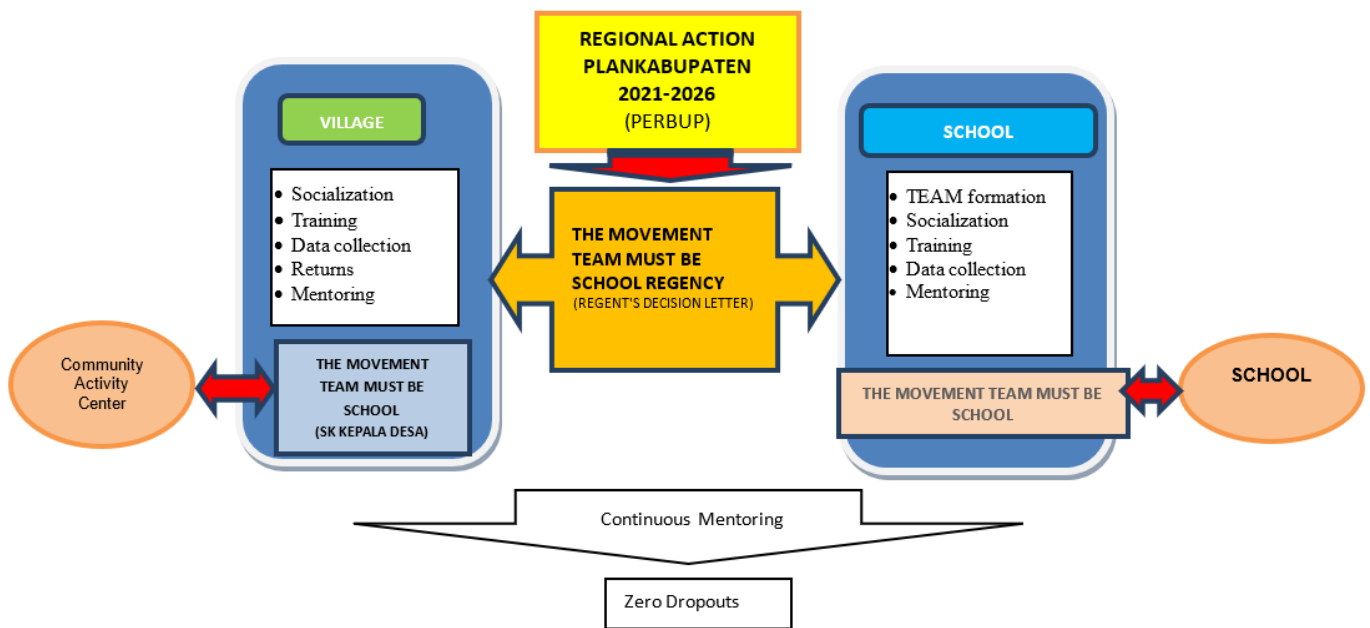


Figure 7. Model for handling children out of school.

4. Conclusion

Based on the results of the research and discussion, it can be concluded that the policy implementation of the Grobogan District Education Office in managing basic education consists of three areas, namely (1) equalizing and expanding access to education; (2) improving quality, relevance and competitiveness; (3) education governance and accountability. These three areas aim to realize the achievement of National Education Standards and Minimum Service Standards. Supporting and inhibiting aspects of the Grobogan district education office’s policy implementation in managing basic education include adequate human resources, good and intensive communication among stakeholders, a supportive social, economic and political environment and the characteristics of an effective implementing organization.

The policy implementation model of the Grobogan district education office in managing basic education has three elements of implementers in managing education in Grobogan district. The three implementers are the main implementers, namely the education office and education units; the cross-sectoral implementers, namely the Regional Planning and Development Agency, the Women’s Empowerment and Child Protection and Family Planning Agency, the Community and Village Empowerment Agency, the Social Affairs Agency and the Youth, Sports, Culture and Tourism

Agency; and the supporting implementers, namely the community, the business world, political elites, professional organizations, education councils and school committees.

The targets to be achieved by the three areas of basic education management are the achievement of the National Education Standards and the Minimum Service Standards. The eight components of the National Education Standards and Minimum Service Standards are the minimum benchmarks that education units must achieve. Their achievement must be balanced. It is not permissible for one National Education Standard and Minimum Service Standard to be highly achieved while the other components of the National Education Standards and Minimum Service Standards are low.

The output of basic education management implementation is the achievement of the National Education Standards and Minimum Service Standards for education. The achievement of the National Education Standards and Minimum Service Standards will certainly contribute to the achievement of the Grobogan district education office's strategic plan as outcomes.

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