

## **Parent Engagement Policy in Indonesia: Case of the Public Secondary School in Magelang, Central Java**

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### **Abstract**

The goal of the study is to describe the implementation of education public policy of parent engagement in education based on several data in the public secondary school with the policy analysis, namely Theory of Dunn. Based on Dunn's idea that policy analysis is an intellectual activity and practice to create, to evaluate, and to communicate the policy process and knowledge. This research used qualitative method with the case study research model. The results showed in the implementing policy, the public secondary school undertook the following steps: the government agenda, policy formulation, implementation of policy and performance policy. The supporting factor came from communication and financial resources, disposition and bureaucratic structure. However, some obstacles of the policy implementation came from the lower institution who had no program to realize it. They only one was to put the policy as a slogan which stuck on the wall. In addition, the community did not know how to support it, because there was no reward or punishment in it.

**Keywords:** policy, parent engagement, public secondary school

### **Introduction**

The 1945 Constitution of the Republic of Indonesia stated that the government has an obligation to educate the life of the nation which is considered to the Pancasila values. Consequently, the government efforts have prioritized the development in the field of education. Education is a basic need of every person, so that they are entitled to obtain education and to benefit from science and technology to improve the quality of life and for their welfare. Article 31 states that the government shall promote education by seeking and organising a national education system that enhances faith, devotion and noble morals in order to educate the life of the nation, which is regulated by laws. It is contained in the current National Long-term Development Plan which is the period 2015 - 2019, so the development of education is planned as a stage of education that prepares Indonesians to have the regional competitiveness.

Government provided an autonomy to schools to carry out their management based on the situation and conditions. It is called as the School-Based Management (SBM), which has been implemented in Indonesia since the constitution of the government number 22, 1999 and was legalised on January 1, 2001. Based on the implementation of decentralization, schools had the flexibility to organize and to implement various policies widely. The Characteristic of SBM which is the existence of the community participation in the education management in this case is parents.

The government has created policies related to the parental involvement in education, so it means that parents are a vital partner who contribute much to work the educators, schools and community. There are share education responsibilities between the government, society and family, where the complexity of the existing problems in the children's environment requires cooperation and support from all parties. However, the government's program "free education", affects the decreasing number of the parent involvement in schools. Parents gave all responsibilities to the schools. Recently, the public views show that the parental involvement is in the form of funding or material support to assist the school programs. Parent engagement consists of: (1) participating actively in the school committee activities; (2) willing to be appointed as a chairman of the committee; (3) attending school invitation; (4) meeting the children's facilities in education; (5) taking the children to school. Thus, based on the existing phenomenon, the government seeks to increase the involvement of parents to share responsibilities in terms of education by the way of issuing regulations on the involvement of parents in school. The results of the previous research that have been done both in Indonesia and abroad show that the involvement of parents in schools can improve the success of the students and schools. Therefore, this research raised the title "Parent Engagement policy on Indonesia, Study case of the Public Secondary School in Magelang, Central Java". This study aims to analyse the government policy, the direction of government policy and analyse the implementation of policies within the period 2015 to 2018.

### **Implementation Public Policy Analysis Theory**

Patton & Savicky in Nugroho (2008, 200) forced that implementation is a part of public policy poses. A policy which is supported by the highest authority is not necessarily effective because the street level bureaucrats were not able to or they did not eager to apply it because of several obstacles. Based on Edward model, there are some requirements, such as communication, resources, disposition or attitudes, and bureaucratic.

Communication relates to how the policy is communicated to the institution or organisation or society, the availability of resources to implement the policies, the attitudes and responses of the involved parties and how the organisational structure is communicated to the policy implementer.

Resources is related to the availability of the support resources, particularly human resources, including the skills of public policy for carrying out the policy implementers. Disposition is regarded to the willingness of the implementers to carry out the public policy. In this case, the individual skill is not enough without the willingness and commitment to implement the policy.

The bureaucratic structure is concerned with the appropriateness of the bureaucratic organization which is the organizer of the implementation of the public policy. Ineffectiveness in the policy implementation is due to lack of the coordination and inter-institutional cooperation

The researcher chooses this model because it is in appropriate to the condition of the problem which includes what requirements are required and what obstacles are faced to achieve the successful implementation

of the public policy. This model is able to explain the supporting elements and the obstacles in the successful implementation of a policy. It has a top-down characteristic which is suitable to be implemented at the level of a structured bureaucracy in a governmental institution where each level of hierarchy has a role and a function in the policy description.

There are various definitions of the public policy which imply that the government has an authority in policy making, its role as the role of regulation. In this case, it is not always the dominant role of the government because all actors, the government and non-government can collectively contribute (Irawati & Widyaningrum, 2015, 13).

### **Research Method**

This research used qualitative research approach with Yin case study case model (2013). Qualitative approach is a research approach without using statistics but with the descriptive explanation, which is trying to describe a current phenomenon, events, events, where the researchers try to describe the events that occur. This will be a researcher's attention.

The case study method is consistent with Yin's model (2008), as a comprehensive explanation related to various aspects of a person, a group, organization, a program, or a social situation that are examined and sought as deep as possible. It also has an understanding of the terrain of research about a person or a social unit within a certain period of time (Asmara, 2013).

The data collection techniques are through the participant observation, interview, and the document observation. The key informants in this research are headmaster, teachers, parents and the school committees.

The data analysis adopted the techniques of the case study data by Yin (2008), by covering the stages of pattern matching using Edward theory tool of communication, resources, disposition, and bureaucratic structures; making explanations, and drawing conclusions or verifications.

### **What is public policy of engaged parent in education?**

Education policy is high on the agenda of the government across the world, and global pressure focuses increasingly attention on the outcome of the education policy and on their implications for economic property, and social citizenship. Policy is related to the power to determine what gets done, or does not (Bell and Stevenson, 2006). Related to the parent engagement at school, there are some rules for the stakeholders and family when they are eager to create collaboration between schools and family. Based on The Constitution of Indonesia Education System, number 30, chapter IV, article 5, it stated that parents not only have responsibility to educate their children, but also to get know well about the improvement of their children's achievements.

Part 3, section 56, about education board and school committee, explained that the community plays a role in improving the quality of education services including planning, supervision, and evaluation in educational program through education boards and committees. The School Committee is as an independent institution which is as an advisor, a supporter in facilities and infrastructure, and an education supervisor in the school level. They would help the school how to improve the education quality. The members of the committees at least the student's parents (50%), the personages in the society (30%), the experts in education (30%), such as the retired teachers or lecturers or everyone who knows well about education in practice. The sum of the members is about

maximum 5 until 15 people.

Article 3 explained that there are several duties of the committee, they are; (1) giving consideration to the determination and implementation of education policy; (2) raising funds and other educational resources from groups, individuals, organisations, business world or other stakeholders creatively efforts; (3) overseeing the school's service for all based on the government's regulation; (4) following up on complaints, suggestions, criticism, and aspiration from learners, parents, and the community. The school committee will invite all parents once a year to submit their routines or the periodic reports of activities. In addition, the fundraising committees proceed where this is made on every fundraising.

The government regulation of education management or administration number 17/2010, section XIV, communities are able to participate in the education management through school committees. According to Article 188, public participation includes the participation of individuals, groups, families, professional organisations, employers, and the community organisations, in the implementation and quality control of education services. Community participation could be a source, an implementer, and a user of education.

The role of parents' involvement was in the regulation of the Education and Culture Minister, number 19/2007 about an administration and management standard in elementary and secondary schools. Point 10 about society involvement and school partnership, stated that societies could be involved in non-academic management, as for their participation was limited to specify the activities. All about the rules of participation at school are in the regulation of the Education and Culture Minister number 30/2017.

Families have a strategic role in supporting the implementation of education to achieve the national education goals. The family involvement implementation in education requires the synergy between the educational unit, family and society. The purposes of the parent involvement are; (1) to create mutual responsibilities and awareness among educational, family, and community units towards the delivery of education; (2) to encourage the strength of character education; (3) to raise the family's exceptions to children's education; (4) to build synergy between educational unit, family and community; (5) to realize a safe, comfortable, and fun environment for the education units.

Family engagement is carried out by the principles; (1) equality of rights; (2) the spirit of togetherness with the foundation of "gotong royong"; (3) mutual care, caring; (4) considering the children needs. The form of the parental involvement is done directly and indirectly to support the implementation of the education management at school, family life or community.

There are some activities which can be done for parent engagement at schools, such as to come in the school meeting, to attend in parenting class; as an interviewees in school activities, to take a role in the farewell party at schools, to play an active role in the extracurricular activity and student's self-development activities or another one after school activities, as member of committees, to take an active role in the school activity, as a member of anti-school violence, porn, drug, and drunk or NAPZA. They can facilitate and play a role in strengthening children character education activities in the educational units. Parent engagement at home, such as fostering children's character in the family, as a motivator on the student study; encouraging the culture of literacy, facilitating the learning need. Based on the regulations, parents have two roles as an educator both at school and at home.

Family involvement at society can be acted to avoid their children breaking school regulations or disturbing the public discipline, to prevent anarchist deeds, fighting, porn action, drugs, drunk, and NAPZA. The

form of parent engagement can be done by a foster, a supervisor, an informant to school or police about the children deviation action. All of these engagement activities can be done based on the local wisdom or norms in the school; the activities must be managed by the school committees. Parent activities can be formed as “Paguyuban” or another name in one class each grade at school.

Based on the regulation above, this can be said that each school and government has their responsibilities. The school roles are as an executive of the Minister’s standard about the procedures or criteria, a supporter on the parent engagement, an initiator and as a facilitator to parent engagement activity at schools. The roles of school committees are as a booster, a supporter, and a coordinator on parent engagement at schools.

The Minister and local government’s role is to create the regulation about the parent engagement based on standard, criteria, and procedures which has arranged by the Education and Culture Minister. They must coordinate all regulations to apply in the parent engagement activity at schools and community. They also facilitate the activity, after that to evaluate or to monitor the parent engagement at schools. Both of them carry out the technical guidance. Funding of the parent engagement comes from the state budget revenues, regional expenditure budget, donation, accommodation, and other sources of financing.

Governments have prepared everything to improve the education service quality by some innovations and regulations that concern on all pupils’ achievement. The regulations have created to make everything runs well and to avoid conflicts between schools and family. Each role has explained clearly; schools, districts and the minister as follows in the figure.1.1 below.

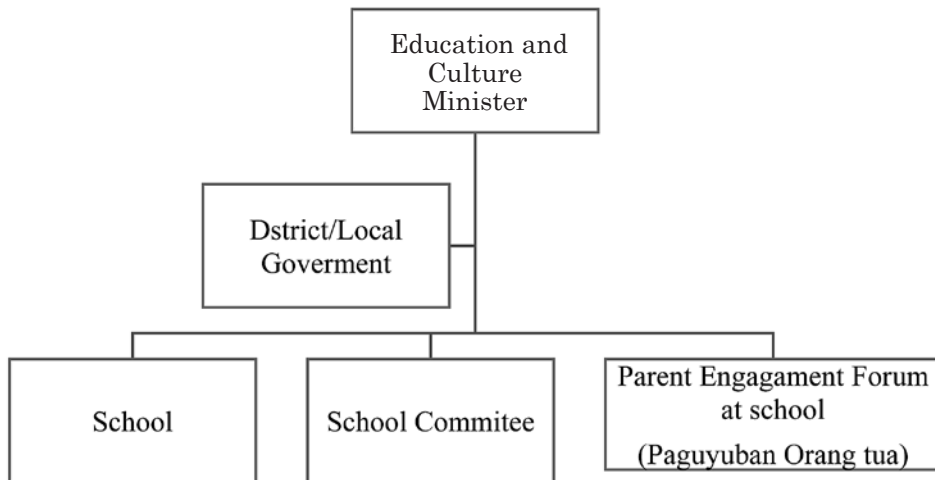


Figure.1.1 The Structure of Parent Engagement Forum

### **The Practice of Parent Engagement at the Public Secondary School in Magelang**

The history of the union of teachers and students in Indonesia (PMOG) was dissolved in 1974, and next it is established the Provincial Assistance Body (BP3). The results of interviews are about the implementation of PMOG at the time, and the parent meetings conducted towards the end or the end of the school year. They will

be a committee in the school program. The selected parents will be taken as a part in the students' activities. The goal of PMOG is to unite teachers, learners, and parents. In subsequent developments in accordance with the decision of the Minister of National Education Number: 044 / U / 2002, 2 April 2002 about the Board of Education and School Committee. Every activity of the School Committee has been regulated in the Minister of Education and Culture Regulation No.75/ 2006. The historical scheme of changes to the rules of the School Committee can be seen in figure 1.2.

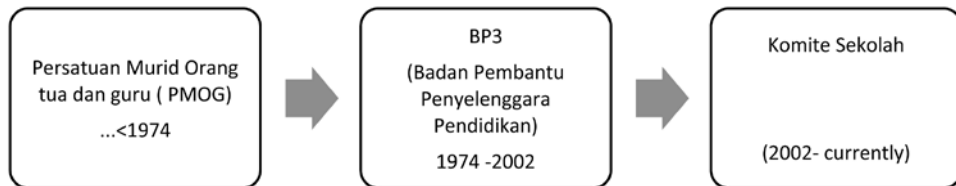


Figure 1.2 Historical Scheme of School Committee

Based on the National Education Law number 2 year 1989, there was no School Committee and education board. Public participation in education is limited to the government partners (Article 47 Paragraph 1). Communities as partners of the Government as much as possible to participate in the implementation. This year, the government has made rules on education councils and school committees. Article 56, paragraph 1, stated that the community plays a role in improving the education quality services which includes planning, supervision, and evaluation of the educational programs through the educational councils or the school committees.

Based on the Yulaeha (2015) research, this shows that the model of the parent involvement in the Public Secondary School of Magelang is a traditional model, which focuses on the success of the school, but it does not focus on the achievement of learners. As the proposed model by Merlyn and Susan (2009), they suggested that the parental involvement models have four kinds based on the parent's behaviour including an uninvolved parent model, traditional parent model, fully engaged parent model and mindful parent model. Some indicators show that the current model of the parent involvement exists among others; (1) PTA leader; (2) classroom aid; (3) fundraiser, and (4) board member, which is illustrated as the table 1.

The regulation of the Education and Culture Minister number 30/2017, family can be involved in schools, but there are several obstacles to realize it. Based on the results of the documentary observations of the School Work Plan in the Junior High School, some of them include several targets for the third rank at the provincial level. However, the obstacles have difficulties to find the appropriate trainers in the extracurricular activities. Not all teachers have the ability as trainers for all sports. The results of the interviews with one of the teachers at SMP Negeri 1 show that the success of those achievements because of the support of their parents in the material and non-material circumstances. They always took the students up while going to race and helped to find a trainer. This situation is not found in other public junior high schools.

Table 1 Parent Engagement Model In the Public Junior High School of Magelang City

Kuadran	Parent's behaviour (perilaku orang tua)	SMP N.7	SMPN.4	SMPN.10
1	<i>Rumour</i>	X	X	V
Uninvolved Parent	<i>Blaming</i>	V	V	V
	<i>Collision</i>	X	X	X
	<i>Reactive Parent</i>	V	V	V
2	<i>PTA leader</i>	V	V	V
Traditional	<i>Classroom aid</i>	X	X	X
Parent Involvement	<i>Fundraiser</i>	V	V	V
	<i>Board Member</i>	V	V	V
3	<i>Communicator</i>	X	X	X
Fully Engagement Involvement	<i>Problem solver</i>	X	X	X
	<i>Active listener</i>	V	V	V
	<i>Strategist</i>	X	X	X
4	<i>Teacher Respect</i>	V	V	V
Mindful Parent	<i>Instil discipline</i>	X	X	X
	<i>Model positive behaviour</i>	V	V	X
	<i>Inspires learning</i>	X	X	X

Source: Yulaaha's Result of Research on 2015

As stated in the Education System Act No. 20 of 2003, the article 54 explains that families can be involved in the delivery and quality control of education services as resources, implementers and the users of educational outcomes. Furthermore, according to the Government Regulation No. 19/2007 on the Education Management Standards in the Elementary and Secondary schools, the form of participation is limited to certain activities (non-academic area). In addition, based on the Regulation No. 17 of 2010, School Committees stated that parents can play a role in education as (a) the provision of educational resources; (b) the implementation of the educational unit; (c) the user of educational outcomes; (d) the supervision of education; (e) the supervision of education management; (f) the provision of judgment in decision-making that impacts the education stakeholders in general; and/ or (g) the facilitator/provider on the educational units in performing their functions. Each stakeholder has a role to apply the parent engagement, such as a headmaster.

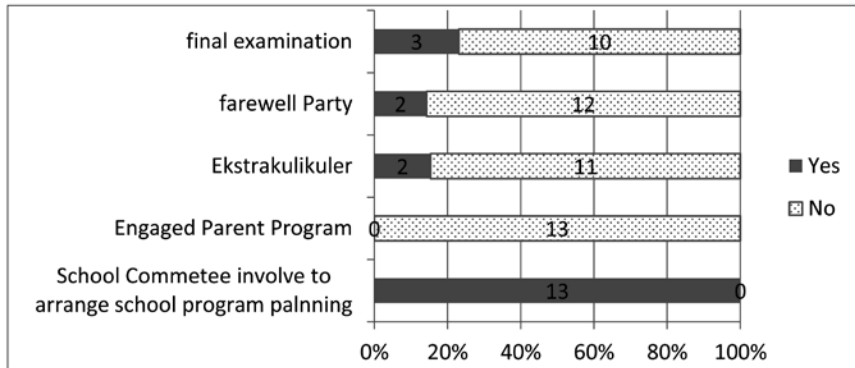


Figure 1.3. Headmaster Role

Based on the data above, almost public school committees are involved to arrange the school planning program. The chairman of SC signs the documents. The process of the planning program arrangement has done by the teachers, a face headmaster, and a headmaster. Although 100% of the public schools have no parent program included it in the school program, so only two public schools have two programs asking parents to involve, such as extra-curricular and the farewell party for grade IX. There are three schools which has the parent involvement for the final examination. We can conclude that almost public schools have no parenting program, and handle all of problems without discussing with their parents. They only stay on the outside of the school gate. All of these situation leads a gap between school and family.

### Implementation of Parent Engagement Policy

Parent involvement at schools requires the roles of a government local district, the education boards, the school committees and the school regulation. Furthermore, the school committees and the principal will arrange the rules on the parent involvement of the students based on the conditions of each school.

Figure 1.4. shows that the government has arranged the regulation for the parent engagement at schools, home and society. The policy fulfils the government's commitment to support and to enhance the parent engagement in Indonesia. The policy must evolve to recognize the changing condition as they strive to support students' achievement and well-being. The policy acknowledges all aspects of the important parental role in education.



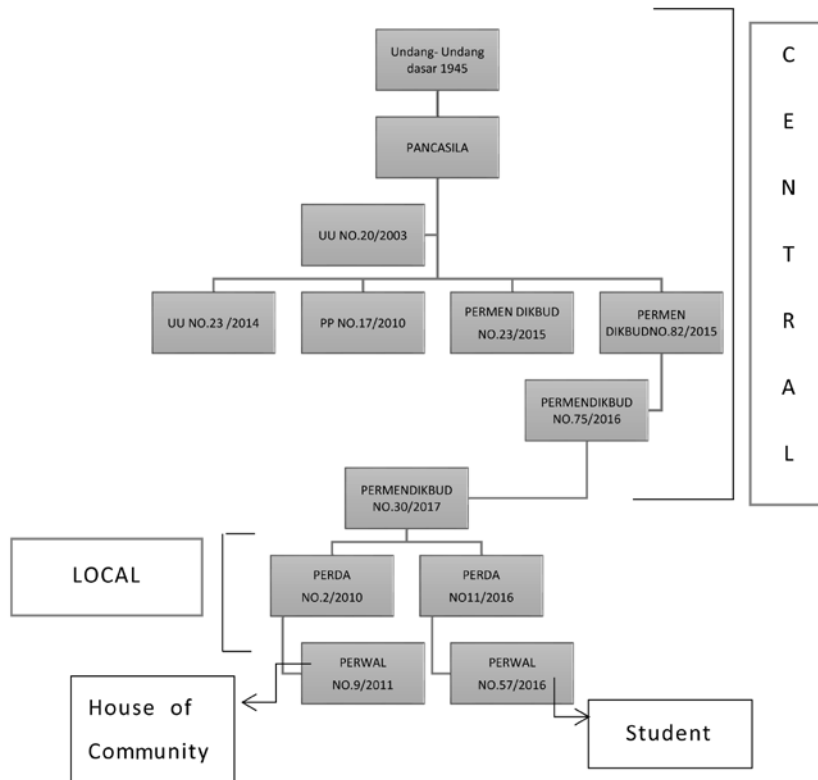


Figure 1.4. The Regulation of the Parent Engagement

### 1. Student Care over Policy

The Mayor Regulation number 9, year 2011, the community study policy is a framework to improve the optimal education services to realize Magelang as the city of Education Service, and it is necessary to join the movement to prepare the future students or learners better. Their goal of the program is to reduce the delinquency of the students, to cultivate morality, and also to develop the care of the fellow students in Magelang. It takes attention, care, and concrete efforts performed jointly by parents, educators, the Unit Education, and the Local Government embodied in the Student Caring Program (SCP) of Magelang Municipality. The members of the executives consist of teachers, the school committees, society and parents. They have several roles of school to apply it, at least communicating about SCP by involving School Committees, Parents, community leaders, teachers and educators in both oral and written; warning or other notices that stick in that areas that it has been applied SCP; Schools provide the program to support the implementation of SCP; implementation SCP; conducting guidance to students who violates some SCP rules; organising an Education Unit level meeting at least once a month; evaluating the program and making reports on the implementation of GPS activities routinely to the GPS implementers at the district level. The research aims to evaluate the implementation of the policy by interviews and observations in 13 public secondary schools in Magelang. The researcher observed several activities which was related to GPS. The results of this research are summarised as figure 1.5 below.

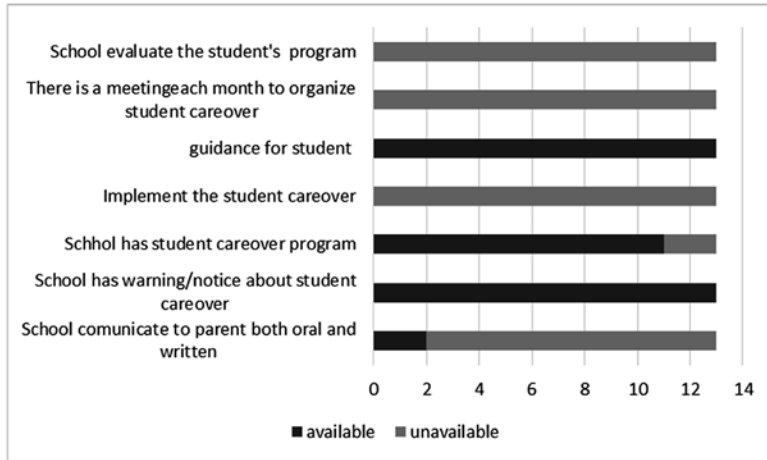


Figure 1.5 The Role of School in the Implementation of the Policy

We concluded that the local government has arranged the regulation well, but in the institution, the headmaster only shares and communicates the public policy, but less action. Based on the observation, the sum of the schools has no programs related to the student care over. The counselling teacher is conducting guidance to student about bullying. Schools rarely do meeting in the school level. Both parents and teachers do not know about the program, but only the counselling teachers know well about it.

The results of interviews indicate that the majority of the teachers or parents do not know or understand about SCP. They only know it that it is a local government policy which must be applied at the school units. They believe that the counselling teachers will implement it well. Parents know the programs because they read the warning or notices on the wall when they come to school. The weakness of the implementation of SCP is there is no program, no communication to the parents, teachers and the school community. The headmaster should create the school regulation to support the program. School and family sit together to discuss how to implement it. This program will be more effective when the parents are involved in this event.

## 2. Community Learning Time Policy

The community learning time policy for Magelang society in Indonesia is called *Jam Belajar Masyarakat* or "JBM" based on the local government regulation number 9, year 2011. Thus, the purpose of the implementation of CLT is the guideline that all citizens who live in the region in creating an atmosphere to achieve a safe, comfortable and conducive environment for studying in the school-aged population in the residence. Local government provides a sense of security and comfort to the school-age population in learning environment; improving the participation, support and motivation of the parents and the community in the school-age population in a residence or learning environment; increasing the school-aged population learning at residence or learning environment. The members of the executives at least chairman come from the Head of Education and Culture Department of Magelang, and a vice chairman is the Head of the Ministry of Religious Affairs; The Secretary of the CLT Executor at city level is the Secretary of the Education and Culture Department; implementing the members of CLT at the municipal level which consist the elements from the Regional Development Planning Board, elements of the People's Welfare Division at the Regional Secretariat, the

elements of the Ministry of Religious Affairs, the elements of the Public Relations Division, the Elements of the Board of Education and the Head of the Family Welfare Development Team. Furthermore, their roles on the implementation program are socializing CLT to institutions, organization, school and community both in oral and written forms; providing pilot area for CLT; building monuments, memorial boards or other signs that the area has already been imposed by CLT; endeavouring to support funds from the Regional Income and Expenditure Budget and community self-help in order to support the success of the JBM program; monitoring the implementation of CLT; coaching the school-age population and community who are committed to CLT violations; conducting the city-level meetings of at least 3 (three) months; providing awards for school-aged and community-level residents within the city-level CLT; and conducting evaluation and report on the implementation of JBM activities regularly.

The researcher took data from several schools by interviewing some people, and collecting some documents there. The result of the study are showed on the figure 1.6.

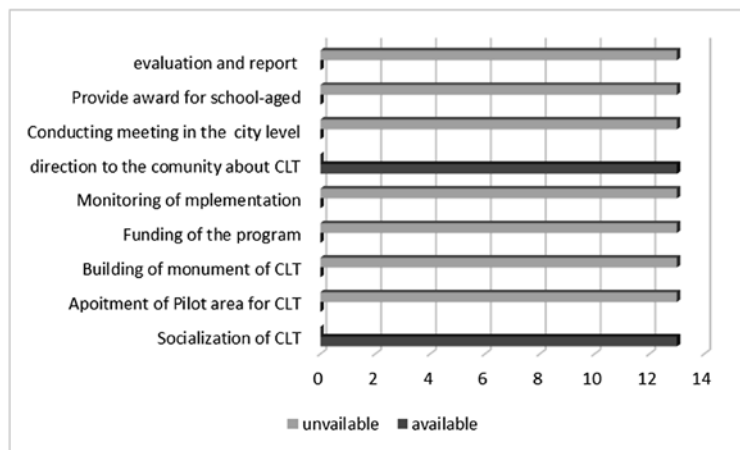


Figure 1.6 The Member Executive's Roles

Figure 1.4. shows some indicators of the implementation on CLT, all citizens know about these program by listening to the radio, but they never find out one area as a pilot for this program. The government prepares funds to support the program. The researcher did not find the monument or anything else related to CLT. The conclusion of the research finding is the local government policy will run well if the lower level of the organization is implemented to all regulations. The researcher found that some activities only “catch word” in the school.

Taylor et al. (1997) explained how education shapes and is shaped by the action of those who has the responsibility to implement it. The content of policy emerges from the economic, social, and political aspects that gives rise to an issue, explores more fully the consequences of policy and focuses more in process of moving from the policy formulation to the policy in practice. It is described on four levels; the social political environment based on the dominant discourse is derived from its over-searching guiding principles which are formulated; the strategic direction is emanated from the socio-political environment and defined the policy, and established its success criteria in those activities. The operational practices are based on the organization principles. They arrange the institutional procedures and the specific program in action. There are four levels on the hierarchical

relationship of translating policy into practice. The first part is being concerned with the policy formulation, and the second part is with the policy implementation, as shown in the figure below.

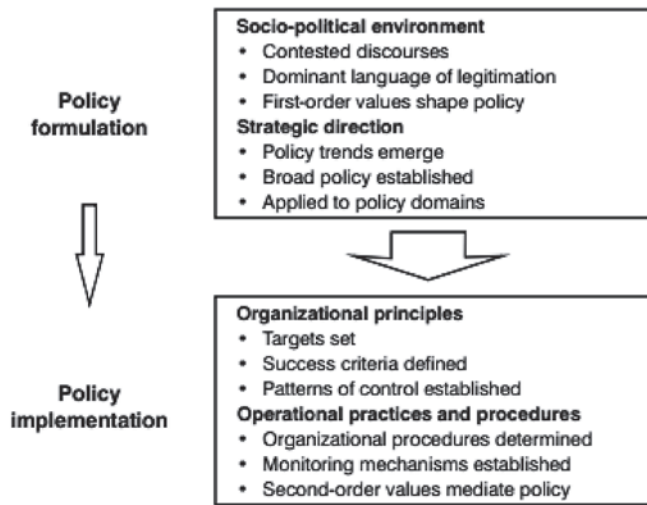


Figure 1.7. The Policy into Practice Adapted from Taylor's Model.

## Conclusions

Schools, parents, and society have responsibility in the education process for children. Although there are the different ways to involve in education based on the age or education level. Parent engagement is required in school management, it is an important part to build student achievement or characters, so school cannot work alone.

The city of Magelang has constructed an education policy which is conducted to the best education service. The government is eager to educate the nation in the school level and family life. Public policy has been created by the local government and it has been communicated to all levels through print media and other information media. The public welcomes the government's policy in a positive manner. However, the implementation of the field is found several obstacles.

The government policy in school-age education shows a very high level of concern. With the movement of the caring students, the government wants to create a fun, safe and conducive situation in schools. However, the government is aware of the relationship between schools, families and communities to achieve child achievement. For that, the government creates the regulation about the hours of the study community. Both regulations have clarified who is responsible, each task and responsibility, implementation and evaluation and monitoring process.

. Based on observations in the field, it shows that the schools and parents do not know exactly about the government's policy. Schools only realize some things that show the schools which have been applied to the caring students, but in reality, only teachers' guidance and counselling who run some of these programs. Parents are invited to communicate when their children engage in violent or disciplinary violations in the schools. The

regular meetings are held in schools and not related to the implementation of the detailed government policies. Parents know about the policy but do not know how to apply it at home. In their minds, education in schools is a complete responsibility for teachers and the heads of schools, as for home issues, it is the responsibility of the family. This leads to blame to each other when their children do the violation. The researcher did not find the school program or punishment and awards for students in the successful implementation of the government policies.

As the model which has been proposed by Taylor, the public policy is the government authority that compiles it based on the issues in the region, but in this democratic era, it is necessary for the cooperation of the government as the policy maker and the lower level as the implementer of the policy. Schools are a part of the government policy, and the implementers should develop measures that are easily understood by schools and parents in implementing them. For the continuation of the school, it needs to create programs that support the government's policy. The description of the program should always be evaluated and monitored by the principals, teachers and committees. The research findings are indicated that the hierarchy of the public policy has stopped at the formulation of the policies undertaken by the local governments and the education offices. The implementation of the policy stalls on communication. The realisation of the rules from the mayor of Magelang concerning about the care of students and learning hours is only famous in one particular period and after that is uncontrolled. This problem arises from the lower level, which is the school.

### **Recommendation**

The local government policies need to be followed up at the institutional level, and in this case, schools by making regulations based on the local and central government regulations to be translated according to the school conditions. In addition, schools need to prepare the procedures that are easily understood by schools and parents to apply them both in the school and at home. In order to realise it, this needs to be a good cooperation and commitment from the school principals, teachers, parents and the community, as they contribute positively to the future achievement or success, and it is necessary for the character formation of learners.

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