Dynamic Governance: Educational Transformation Through the Merdeka Belajar Policy “Sekolah Penggerak” in Lampung Province

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Abstract. Various issues of disparity in the quality of education between regions, inadequate teacher competence, and various other educational problems still continue to haunt education in Indonesia. In order to overcome these various problems, the Ministry of Education and Culture has published 17 episodes of Merdeka Belajar guidelines and derivative programs. The Ministry of Education and Culture is accelerating the transformation of education in Indonesia. The “Sekolah Penggerak” program is one derivative of the policy. This program is a catalyst for realizing the educational vision of Indonesia. The Sekolah Penggerak program focuses on the holistic development of student learning outcomes to realize Pancasila’s student image, in line with the vision of Indonesian education, through outstanding human resources. The program will be implemented by strengthening the human resource capacity of school leaders and teachers who are key to restructuring and reforming the Indonesian education system. The program is aimed at leaders and teachers of his PAUD, SD, SMP, SMA, SLB level schools in 34 states, local level education officials, school superintendents/supervisors and local education departments, is involved. Strategic cooperation between the Ministry of Education and Culture and local governments, especially the Lampung Provincial Education Department and stakeholders is key to the success of this program. The entire education ecosystem will play an active role in various program activities ranging from the process of reviewing, planning, implementing and evaluating the management of the Sekolah Penggerak program. This research is in qualitative type. The research stage begins with examining the problems of education in Indonesia. Furthermore, primary and secondary data are collected through interviews, observations, and documentation. Data compilation and analysis is carried out through the Dynamic Governance Paradigm. This research is expected to contribute to the Lampung Provincial Education Department as a policymaker in realizing adaptive and relevant government functions, also effective and efficient in the context of efforts to realize the education vision through the Merdeka Belajar policy episode 7: Sekolah Penggerak in Lampung Province.

Keywords: Dynamic Governance · Sekolah Penggerak · Quality of Education
1 Introduction

Law No. 20 of 2003 on the National Education System states in article 5 (1) that “All citizens have an equal right to quality education”. This means that development in the field of education must ensure the principle of equitable distribution of educational services for citizens, both in terms of access and quality.

Equity in the sense of “access” emphasizes that educational services must be able to be reached by every citizen from various backgrounds, such as social status, economy, region, physical and emotional condition, ethnicity, and so on [1]. Equitable distribution of education must also adhere to the principle of justice, namely by providing educational services in accordance with the needs of students [2].

According to the global education report released by UNESCO, nearly 258 million children in the world do not have access to school. There are gaps, segregation and discrimination in obtaining access to education, this situation is further aggravated by the corona pandemic [3]. Meanwhile, according to the PISA (Programme for International Student Assessment) survey conducted by the OECD between 2000 and 2018, Indonesia performs very well in terms of expanding access to education. 85% from 2000 to 2018.

However, positive developments in terms of expanding access to education have not been followed by the achievement of the learning quality outcomes. Still, referring to the 2018 PISA survey, Indonesia’s scores for reading, mathematics, and science skills were 371, 379, and 376 respectively. The score is still below the average of OECD countries. The results of the survey also show that most students are not even able to achieve minimum competence in these three areas [4]. The Fig. 1 shows the trend in Indonesia’s reading, mathematics, and science proficiency scores based on a PISA survey from 2000–2018.

The 2018 PISA survey with oversample in DKI and DIY Provinces showed that the average score of the two provinces was 35 points higher than the national results and was on an equal footing with ASEAN countries. This indicates the occurrence of quality gaps between regions in Indonesia (Fig. 2).

The description above shows the phenomenon of problems with the quality of education faced by this nation. In order to overcome these problems of education, The

Fig. 1. Trends of Indonesian scores in reading, mathematics, and science from 2000–2018 by PISA [4]
government continues to strive towards improvement in the form of education reform through various policies derived in the education program. Merdeka Berajal is a policy initiated by the Ministry of Education and Culture as one of the steps to transform education in Indonesia [5]. This Merdeka Belajar Policy is packaged in episodes of the program. Until the beginning of 2022, The Ministry of Education and Culture has released 17 episodes of the Merdeka Belajar (Table 1).

The Sekolah Penggerak program is a catalyst for realizing the vision of Indonesian education to “realize a sovereign, independent, individual and advanced Indonesia...
through the creation of Pancasila students”. The Sekolah Penggerak program is a holistic view of student learning outcomes, including competencies (literacy and numeracy) and personality, starting with the best talent (school leaders and teachers) to achieve the Pancasila student profile. Focus on sustainable development (Fig. 3).

The acceleration of school transformation is carried out in all conditions of schools, both public and private, in order to move 1–2 stages ahead within three academic years. The program will be implemented in stages and later integrated into the ecosystem until all schools in Indonesia become ‘Sekolah Penggerak’. Below are his four groups of Indonesian schools based on stages of the transformation process (Fig. 4).

In the 2021/2022 academic year, the Sekolah Penggerak program involves 2,500 education units in 34 provinces and 110 districts/cities; for the 2022/2023 academic year, this program will involve 10,000 education units in 34 provinces and 250 districts/cities; for the 2023/2024 academic year it will involve 20,000 education units in 34 provinces and 514 districts/cities; furthermore, up to 100 percent of education units become the “Sekolah Penggerak” [6].
The Sekolah Penggerak Program is a collaborative program between the Ministry of Education and Culture with local governments, especially the Provincial Education Department as a key entity through policy interventions and school facilitation in improving quality [7].

The change in the Sekolah Penggerak program starts from the inputs produced at the national level at the beginning of the program year in 2021. In this context, inputs can be interpreted as resources that must be met so that interventions at the regional and educational unit levels are able to get optimal results (Fig. 5).

Based on Fig. 5, it can be seen that the theory of change at the school, regional, and national levels will occur gradually per year simultaneously. Transformation at various levels of the education ecosystem will settle in the improvement of the education quality in Indonesia.

Lampung Province is also involved and supports the acceleration of educational transformation through the Sekolah Penggerak program. In 2021, there are six districts and one city in Lampung Province participating in this program. This Sekolah Penggerak program has been attended by 11 kindergartens, 38 elementary schools, 22 junior high schools, and 13 high schools and special schools in Lampung Province who are involved in this program.

Referring to the pre-research that the author carried out, there are several challenges and obstacles in implementing the Sekolah Penggerak program, namely: 1) criticism of the ineffective curriculum transformation, especially during the pandemic with the remote learning model or PJJ; 2) the problem of incompatible teacher handbooks.

The changes that occurred in various sectors and aspects of life eventually gave birth to various demands so that the government could respond effectively and efficiently, including the implementation of programs such as Sekolah Penggerak.

Stakeholder involvement is one of the keys to the success of the Sekolah Penggerak program. The entire education ecosystem will play an active role in various program activities ranging from the process of reviewing, planning, implementing and evaluating the management of the Sekolah Penggerak program. Through the dynamic governance paradigm, this research will highlight the capabilities of stakeholders, especially the Lampung Provincial government as an essential actor in the context of efforts to realize...
2 Education Transformation: Sekolah Penggerak

The Sekolah Penggerak program seeks to encourage schools to be able to carry out internal transformation, and can be a catalyst for change for surrounding schools. To achieve this goal, this program intervention not only seeks to encourage school change, but also the transformation at the regional level in order to provide better education [8].

One of the important interventions in the learning transformation towards the learning process that is oriented on strengthening competencies and developing character in accordance with the values of Pancasila, through the inside and outside the classroom learning activities. The Sekolah Penggerak program consists of five intertwined and inseparable interventions (Fig. 6).

In general, the Sekolah Penggerak program scope is divided into five aspects:

1. Learning process. Schools will implement the learning process with a new paradigm with a simpler and holistic learning outcomes model, as well as with a differentiated learning approach and Teaching at the Right Level (TaRL). Teachers will receive training and assistance to increase their capacity to apply the learning process with a new paradigm.

2. Board of Education. The Sekolah Penggerak program also aims to improve the capacity of school leaders. The principal organizes the administration of the school for the benefit of learning through training, mentoring and counseling. Further, capacity development also includes teacher training and mentoring to improve the quality of learning.

3. The Sekolah Penggerak program optimizes the use of digital technology and facilitates the performance of school leaders and teachers.

4. Self-assessment and evidence-based planning. The Sekolah Penggerak program provides data on student learning outcomes and assists in the interpretation and use of this data to carry out program and budget planning.

5. Consultative and asymmetric support partnerships between central and local governments. At the local level, the Sekolah Penggerak program also improves the capacity
of supervisors to support school leaders and teachers in improving student learning outcomes [2]

Specifically, this program aims to:

a. improve literacy, numeracy, and character in every student in Indonesia;
b. increase the capacity of principals and teachers to encourage the creation of quality learning;
c. make it easier for teachers to innovate learning, as well as principals in conducting self-evaluation and school management, through a school digitization approach;
d. increase the capacity of local governments to be able to conduct evidence-based evaluations in order to produce education policies that focus on equitable distribution of quality education; and

e. create a collaboration climate for stakeholders in the field of education in the scope of schools, local governments, and the central government.

3 Prepare Your Paper Before Styling

The two main components emphasized by dynamic governance are the capability to: thinking ahead; thinking again; thinking across and organizational culture. Organizational capabilities and culture lead to the organization’s ability to design various activities and resource management to be more effective by referring to the results of the analysis of changes in the internal and external environment of the institution [9].

Organizational competence and culture is the combination of human resource (HR) expertise/competence and organizational competence to apply that HR expertise, where organizational competence is not just human resources but system and processes. As a system, capacity plays a key role in delivering government performance and success.

The concept of dynamic governance requires leaders to think intellectually and tactically by articulating ideas in organizational patterns. Understand the impact, seize new opportunities and identify the strategies needed to forestall potential threats. It can be interpreted that the intention of thinking ahead is to encourage one institution to assess the risks of current strategies and policies, refresh goals, and the concept of new policy initiatives to prepare for the future. The conceptual framework of Dynamic Governance from the context of organizational culture means the ability of the organization to work interactively and synergistically as part of a dynamic system.

The basic essence in the implementation of dynamic governance is that there is a change. This means that the government’s efforts to adjust in facing various dynamics of environmental change during the running of governmental wheels both from the planning aspect and in the implementation aspect.

4 Research Methods

This research is of a qualitative nature, aiming at a natural understanding of phenomena in a social context by prioritizing the process of deep communicative interaction between the researcher and the phenomenon under study. am. The dynamic governance paradigm is the main theory used in this research. In the diagram below, researchers describe the flow of their research (Fig. 7).
To continue and develop education quality improvement strategies to make more schools and communities more equitable, the Ministry of Education and Culture launched the Sekolah Penggerak program. The program is designed to encourage schools to transform themselves internally to improve the quality of learning and then expand to other schools to make similar quality improvements [10]. In order for this program to be sustainable, efforts are needed to create an ecosystem to improve the quality of education both at the national, regional and educational unit levels.

Stakeholder involvement is one of the keys to the success of the Sekolah Penggerak program. The entire education ecosystem will play an active role in various program activities ranging from the process of reviewing, planning, implementing and evaluating the management of the Sekolah Penggerak program. As the principle of the Sekolah Penggerak, the involvement of stakeholders is one of the manifestations of educational mutual cooperation where each actor is involved in every process and is included in key decision-making both directly and indirectly.

The roles and responsibilities of stakeholders are divided into three, namely: 1) National Scope; 2) Regions; and 3) Educational units. In the National Scope, it will generally involve work units under the Ministry of Education and Culture, such as the Secretariat General of the Ministry of Education and Culture, the Directorate General of Teachers and Education Personnel, the Directorate General of PAUD Dasmen, the Research and Development and Books Agency, and the Inspectorate General. In addition, this program also involves the technical implementation units of the Ministry of Education and Culture, such as the Technical Implementation Units of PAUD Dasmen.

5 Merdeka Belajar Policy: Sekolah Penggerak in Lampung Province

Fig. 7. Research Flow Chart
and the Technical Implementation Units of GTK. Actors in the national scope have their own duties and roles in carrying out the Sekolah Penggerak program scheme.

At the Regional Scope is the Local Government. The Local Government is a partner of the Ministry of Education and Culture who actively participates in running the Sekolah Penggerak program starting from socialization, signing of a memorandum of understanding, implementation of assistance, and program evaluation. The commitment of the local government is realized through the existence of programs and budgets to support the implementation of the Sekolah Penggerak program in the regions. The local government also has school superintendents and overseers who will be empowered to assist the education unit in implementing the program and encourage the education unit to develop student-centered learning programs.

Meanwhile, at the school level, stakeholders in the Sekolah Penggerak program include the principals and teachers who seek to improve their competence in school management and learning practices. Principals and teachers will receive training and assistance to improve the quality of their schools so that in the future they will be able to become a “penggerak” for other schools to carry out positive transformations.

Since 2021, Lampung Province has been involved in running the Merdeka Belajar “Sekolah Penggerak” program. Based on the decree of the Directorate General of PAUD and Dikdasmen 6555/C/HK.00/2021 concerning the Establishment of Education Units implementing the Sekolah Penggerak program, there are 11 kindergartens, 38 elementary schools, 22 junior high schools, and 13 high schools and special schools in Lampung Province who are involved in this program (Fig. 8).

As stated in the picture, this program has been implemented in six districts, namely: South Lampung Regency, Central Lampung Regency, Mesuji Regency, Pesisir Barat Regency, Pringsewu Regency, Way Kanan Regency; and one city, Metro City.

Since the first rollout in 2021, the number of schools participating in the Sekolah Penggerak program has continued to grow. This shows that schools in Lampung Province are quite interested in being involved in this program.

As previously outlined, the government of Lampung Province has a responsibility and role in implementing this program. In the academic text of the Sekolah Penggerak program, it is stated that in its implementation the Local Government plays a role in:

1. The socialization to all education units in the region and other stakeholders through:
   a) meetings both online and offline; b) make a circular letter relating to the Sekolah Penggerak Program; and the dissemination of information through various media.
2. The preparation of local government policies/regulations related to the Sekolah Penggerak Program.
3. The allocation of resources to conduct training.
4. Designing data-based program and budget planning for the implementation of the Mobilizing School Program.
5. The identification and mitigation of risks in the implementation of the Sekolah Penggerak Program.
6. Identifying and solving problems in the implementation of the Sekolah Penggerak Program.
7. Coordinating with the Ministry of Education and Culture in utilizing the technology platform for the implementation of the Sekolah Penggerak program.

The transformation of education through the Merdeka Belajar policy of “Sekolah Penggerak” in Lampung Province based on the concept of Dynamic Governance can be described in the following points:

A. Organizational Capabilities: Thinking Ahead

In the Dynamic Governance paradigm, Government Capabilities are seen from thinking ahead, it means the ability to interpret various challenges and readiness to face various expectations.

Referring to the Performance Report or LKJ of the Education and Culture Department of Lampung Province based on the service problems identifications of the Lampung Provincial Education and Culture Department and the factors that influence the emergence of these service problems, also the factors that hinder or encourage the service of the Lampung Provincial Education and Culture Department towards the achievement of the vision, mission, and programs of the Governor and Deputy Governor of Lampung, the strategic issues related to education by the Education and Culture Department of Lampung Province is: 1) Lacks the fulfillment of educational facilities and infrastructure; 2) Non-fulfillment of secondary and special education SPM; 3) Low competitiveness of Vocational high school graduates; 4) Non-optimal secondary and special education services; and 5) Low secondary and special education school age participation.

In the context of this research, the Lampung Provincial Government through the Lampung Provincial Education and Culture Department realizes that a special strategy is needed in an effort to advance education in Lampung Province.

Through a memorandum of understanding between the Ministry of Education and Culture and the Lampung Provincial Government Number: 01.104/I/NK/2021 and Number: G/83/V.01/HK/2021 concerning the Implementation of the Sekolah Penggerak Program, the Lampung Provincial Government shows its commitment to be able to transform education in Lampung Province.

The Lampung Provincial Government through the Lampung Provincial Education and Culture Department hopes that involvement in this Sekolah Penggerak program can: 1) Improve the quality of education in Lampung Province; 2) Improve the competence of human resources educators in Lampung Province; 3) Providing a multiplier effect of Sekolah Penggerak will accelerate the improvement of the education quality in Lampung
Province; and 4) Become a reference area for good practice in the development of Sekolah Penggerak.

The Memorandum of Understanding between the Ministry of Education and Culture and the Lampung Provincial Government in an effort to transform education in Lampung Province shows the capabilities of the Lampung Provincial Government, namely thinking ahead.

B. Organizational Capabilities: Thinking Again

Furthermore, in the Dynamic Governance paradigm, the concept of thinking again or re-examining is interpreted as an activity of seeing and reassessing. In this concept, the Education and Culture Department of Lampung Province is asked to be able to review the policies that have been made and implemented. The meaning of this re-examining is not just at the implementation stage but can start from the planning stage.

In the memorandum of understanding between the Ministry of Education and Culture and the Lampung Provincial Government, it is stated that the scope of the memorandum of understanding includes: 1) Socialization of the Sekolah Penggerak Program; 2) Determination of Education Units as Sekolah Penggerak; 3) Implementing the activities of the Sekolah Penggerak Program; and 4) Monitoring and evaluation of the Sekolah Penggerak Program implementation.

From the fourth point, when viewed from the Dynamic Governance paradigm, the concept of thinking again can be understood that the Education and Culture Department of Lampung Province must be able to conduct a reassessment based on the results of monitoring and evaluation. This reassessment is inseparable from various factors of environmental change and readiness in implementing the Sekolah Penggerak program.

Based on the data from the general research on the implementation of the Sekolah Penggerak program in Lampung Province, the author found challenges and obstacles, namely:

1. Report card facilities that have not been provided by the Ministry of Education and Culture.
2. The digital platforms used by the driving schools are considered incompatible.

The data from the findings in the study are then combined with the findings on the pre-research by the author, namely:

1. Criticism of the ineffective curriculum transformation, especially during the pandemic with the distance learning model or PJJ.
2. The problem of incompatible teacher handbooks.

Regarding these challenges and problems, the Education and Culture Department of Lampung Province based on the role and responsibility it has in implementing this program, realizes that they have not optimally provided support to the Sekolah Penggerak program due to obstacles in the form of: 1) Refocusing the budget affected by the Covid-19 pandemic; 2) Some activities cannot run optimally affected by the COVID-19 pandemic; and 3) There is still a lack of coordination between relevant parties.
C. Organizational Capabilities: Thinking Across

The next Dynamic Governance paradigm is the concept of thinking across or learning from the experiences of other countries/organizations. This concept means that the Lampung Provincial Government is asked to be able to learn from the experiences of other organizations such as other local governments in implementing the Sekolah Penggerak program also facing challenges and problems during this program. Learning from the experience of other organizations does not mean absolutely adopting the form of implementation of the Sekolah Penggerak program in other organizations but adapting the form of implementation that is most in accordance with the conditions and characteristics of education in Lampung Province in order to achieve the in order to achieve the set targets for the quality of education.

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References


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