

ROLES AND FUNCTION ON REVITALIZATION OF EDUCATIONAL BOARDS IN EAST JAVA PROVINCE: HERMENEUTIC STUDY OF JURGEN HABERMAS

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Abstract

This study aims to analyze the managerial roles of Educational Boards in East Java Province, Indonesia. In particular, this concerns on five aspects, i.e. operational activities, human resources, organizational roles and functions, and facilities in the organization. In the management of educational council, there are many experts in their fields; however, its internal problem is in regard with human resources. The unhealthy organizational structures in determining organizational funds and facilities are also obstacles that need to be addressed to realize the educational council as an independent organization due to the law. Thus, this study argues that the educational boards in East Java Province needs to be revitalized owing to the autonomous principles of education. This relates to the democratization of education, involving conjoint actions and communication between the government and the community to reach the educational consensus.

Keywords: Roles, function, communicative action, revitalization

INTRODUCTION

Education has obviously been problematic in Indonesia. In a report on performance and accountability, many educational problems had not been resolved (Anies Baswedan, LKIP, 2016). One of which is the absence of community participation in improving good governance. The strategic plan of educational and training agency in East Java from 2009 to 2014, the same problems were also found in accordance with the lack of shared participation and responsibility of schools, government, and community (educational stakeholders). Otherwise, this study suggests for responsive actions of the government to establish Education Boards (DP) as a partner. According to Habermas, the principle in organizing a society includes a number of possibilities to consider some structures in changing an institutional system as well as referring to what level of system complexity (in McCarthy, 2008). Furthermore, particular roles and functions should be determined clearly in managing an educational board system.

Roles and Functions of Education Boards

Roles and functions of educational system is indeed regulated in a governmental policy. Referring to the Law Number 25 in 2000, the members of School Committee are generated in all educational level in all city and regency throughout Indonesia. The committee is also a political nature that is mandated to accomplish National Development Program (Propenas) from 2000 to 2004. In addition, the Minister of National Education Decree Number 044 / U / 2002 that was issued on 2nd April 2002 regulated the roles and functions of Educational Boards and School Committee. Their roles are as the advisory agency, as the supporting agency (supporting educational service activities), as the controlling agency (controlling educational service activities), and as the mediator or liaison to conduct communication between the community and the government.

Educational Boards involve various roles and functions. According to Peraturan Pemerintah Republik Indonesi No. 17 of 2010, there are differences in roles and functions between the National Educational Boards, the Provincial Educational Boards, and the City or District Educational Boards. Instead, it differentiates School Committee in regard with the management and implementation of education.

In the Article 192, the first policy divides types of educational council into the National Educational Boards, the Provincial Educational Boards, and the City or District Educational Boards. In the second statement of article, the educational boards have some functions, such as: improving the quality of education services through policy making, directing and supporting personnels, providing facilities and infrastructures, and supervising education at the national, provincial and district or city levels. In the third allegation, the education council carries out its

functions independently and professionally. Moreover, the education boards are considered having some tasks, e.g. collecting, analyzing, and providing recommendations to the Minister, governors, regents, and mayors in response to the community's complaints, suggestions, criticisms and aspirations for education. The article also explains the function of education council to report its task accomplishment to the government as well as to share the council's implementation through printed media, electronic media, and community meetings to show the council's accountability to the public.

Overall, the education boards have a supervisory function. As stated in Article 204, there are four points of regulations. First, the educational boards have to supervise the management and administration of education at the national, provincial, district, or city levels. Second, the results of supervision by the national council are reported to the Minister. Third, the results of council supervision must be reported to the governor. Fourth, the results of supervision within the district and city education councils are reported to the mayor.

Indeed, the educational board is an independent body. It does not have a hierarchical relationship with an education unit or another government institution. Indonesian community generally expects for the increasing legitimacy of the educational council. However, what functions of educational council that has been lied on the government policy have not met the community's expectation. In fact, the council has been considered as "effeminate", "toothless", "not inspirational", and "not grounded"; in other words, it is like a mission of impossible, Dharma (2004). Referring to the framework of Habermas, a country's policy needs to experience expansion to increase its legitimacy (in McCarthy, 2008). He also argues that it is absurd thing if a government cannot advance its educational legitimacy as well as do less intervention into new areas of life. The roles and functions of educational council are very broad due to the law; therefore, the community greatly expect the council to change educational life. Unfortunately, the educational councils have not met the community's expectations since they are established. In brief, particular problems need to be identified for understanding the lack of councils' roles and functions.

This paper is the result of the research the author uses qualitative methods with the interpretative paradigm. The interpretive paradigm has been chosen with several considerations, among others, to understand the process of carrying out the duties and responsibilities of the management board of the East Java Education Board. According to Palmer in Soemaryono, (1993), this research is an attempt to hack into the existence of the Education Council through an interpretive disclosure approach. The research was conducted as a requirement in taking the Doctoral (S3) program. The researcher is a doctoral student at the Indonesian Institute of Economics (STIESIA) Surabaya, not affiliated with any institution. So that

the implementation of research in the field and costs are fully the responsibility of the researcher.

Internal Problems of Educational Boards

This study identifies some internal problems that are faced by educational councils in East Java. Firstly, the educational boards in East Java have been established for fourteen years; however, these have no Articles of Association (AD/ART). This problem relates to a social norm that should be fulfilled as the basis of an organization (Habermas in Hardiman 2009). According to Sumarsono (2004), the system of educational boards should be interconnected and interdependent. Secondly, the numbers of educational board are limited. In East Java, the members of councils are only 17 people (Article 19 paragraph 1 PP No. 17 of 2010). The members should exceed to 30 people. Thirdly, the members of educational boards are less transparent. The selection of board members are not conducted through appointments or recruitment. Fourthly, the council needs is a double decree in the management. A decree for provincial board needs to be issued by the governor, but the decree for additional boards (working group) should be issued by the head of an educational department. Next, the activities of educational council are generally project-based, so it tends to be passive. Last, the members of educational boards rarely attend regular meetings.

Moreover, a study of education council in Jember Regency is indicated having various problems in implementing educational policy (Ali, 2008). The first problem addresses to lack of communications between bureaucratic structures. The policies are not in accordance with the policies of National Education Minister. Obviously, communication requires dialogue between participants in the world. It also refers to a process of "cooperation" to perceive mutual understandings between one and another in the organizational structures (Habermas in McCarthy 2008). The second problem relates to the unclear or intransparent usages of state budget and regional budget (APBN and APBD). Last problem relates to the overlapping bureaucracy and fragmentation structures.

External Problems of Educational Boards

Educational boards in East Java are also identified having some external problems. According to Rohman (2016), the external problems of the council are due to the government policies. For example, the policy of 2013 curriculum implementation. The fact in updating 2013 curriculum was conducted in 2015, but this was still incomplete. Otherwise, the curriculum design generated to empirical evidence that it ignored students' critical reasoning. The curriculum oriented to national ideology. Drawing to Habermas, this fact relates to "rationalization"(in Mc

Carthy, 2008) that can damage characters. In turn, this leads to problems that were previously established by cultural traditions without a slightest problem.

Another problem is the overlapping of curriculum implementation. The Indonesian Ministry develops a legislation policy that transplants groups in the structure of established government organizations. The third problem is the weaknesses in curriculum implementation. The regulatory compliance in the context of implementing the curriculum is considered very weak. The Minister of Education and Culture's Regulation Number 53 of 2015 concerning National Education Standards produces the same program with different names at the below levels. As the result, Permendikbud Number 82A of 2013 shows the multi interpretations of the implementation of 2013 curriculum.

The application of regulations that are formulated as a future education strategy does not provide sufficient evidence. The Ministry has experienced a distortion of "educational political standards" as regulated by the Republic of Indonesia Government Regulation No. 32 of 2013. The disorientation of the government lies in the priority of developing competence of teachers and the unequal education personnels. Furthermore, the submission and usages of the financial budget is controlled by the bureaucrats (East Java Provincial Education Office). The treasurers of the Education Board are held by the educational service employees (PNS), with the reason of facilitating accountability for the report on financial use.

Community Participations

Partnership is essential for social relationships among community. According to Alamsyah, community participation is as a symbiotic relationship within organizational development activities (in Munadi, 2008). Referring to Habermas, partnership is a system in which the life exists as a cooperative network that is made possible through communication in functional networks (in Hardiman, 2010). These actions seem to occur mechanically and beyond the intense offender called Lebenswelt.

According to Munadi (2008), the partnerships within educational boards have existed since 2005-2006, but their participation is still based on the Mayor's decree (SK). While Pribadiyoko (2004) argues that the realization of the community's responsibility towards education can only be done by returning the school's "ownership" to the community. This is called a form of participation. Moreover, (Tamrin, *et al.* 2009) convince that effective participation of Educational Boards and School Committees is referred to as School Base Management.

Where is the Operational Fund?

Various questions in regard the educational council existence need to be answered. Are these institutions really needed in our national education system in the future? What is the ideal concept and revitalization program? Who is responsible for implementing the revitalization of this institution, and where is the role of the center and the playing area? Who is responsible for operating the funds of this institution? Should the fund be operated by central or regional government? How much fund does this institution need? What activities are funded by the institution? Do you need to pay the membership fees? If there is no honorarium, what is the mechanism needed for the members to carry out their duties?

Most of all board members are part-time volunteers (Dharma, 2004). This can cause to malfunction in the educational councils. In other words, the members may not play their roles and functions maximally since they have no rewards or salary. According to Habermas, giving rewards (honorarium) is an achievement ideology (in McCarthy, 2008: 486). This is a social award that is distributed on individual achievements. Although there has not been a research yet, but a few council members can play their roles and functions. Therefore, what should be done to revitalize the educational council?

In some cases, the regional government and the education office do not want to see powerful educational boards. Some regional officers even warned members of the educational councils for not having activities prior the activities of educational department. The government was worried that the councils' activities and the education department's activities would be overlapped. This situation can be impressed that the educational boards are only "puppets" due to the unrealistic status of educational councils. Hendarmanawar (2012) gives evidence during the regular meetings with the governmental leaders, academics, and activists. The boards are often messaged: "The educational boards must be addressed, empowered, and more critical in defending the interests of society".

In addition, the teachers themselves are often unaware with the functions of educational boards. For example, 50 teachers (PNS) in Cirebon demonstrate their misunderstanding of the existence of educational boards. They have no ideas for what duties and responsibilities of educational boards, what benefits of educational boards to the teachers, and what the boards have done to the school. Following Habermas, revitalization is required since it includes the process and the effort to develop and discover the potential Educational Boards.

Instead, Laretna argues that revitalization must be followed by an increasing organizational performance as well as an introduction to organizational culture (in Hendarmananwar, 2012). While Smith inclines the implementation of regional autonomy because of the creation of local capability (in Hidayat, 2000). This relates to the increasing

ability of local governments to improve the rights of their communities (Article 11 of Law No. 32 of 2004). Therefore, education for today and in the future must be oriented to the aspirations of community (considering customer first) by means of need assessment at the grassroots level (Miftah, 1999). Some concepts of decentralization of educational boards are offered by Huda (in Miftah, 1999) including: site-based management or school-based management, reduction of central administration, and curriculum innovation.

Communication as Praxis for Consensus Achievement

Communicative actions are defined as communication conditions as a praxisto reach consensus freely and fairly (Habermas in Hardiman, 2009). The settlement of social problems, including the issue of domination and oppression can be carried out through communicative actions. According to Habermas, the conflicted parties can resolve problems through communicative action (Bertens, 2006).

Habermas realizes that social interaction is not always characterized by consensus that is achieved rationally and is free from pressure. He also knows that there are interactions that have a compelling and violent characteristic. Conversation cannot only be understood as attaining consensus, but it can also have a function as a medium of power. Habermas (Hardiman, 2009) distinguishes two types of actions. The first is communicative action as a mechanism to reach consensus through an intersubjective agreement; and the second is strategic action that is oriented to success. When someone is trying to influence other people to follow his will is called as a form of strategic action.

Public area

This communication paradigm will later be developed as a moral procedure that can be used as a basis for decision making and policy determination. If the philosophy is known as inconsistent concept or idea, so Habermas actually shows that the problems in philosophy are actually in relation to the daily context of humans. According to Habermas (Ingram, 2010) that the problems surrounding the spirit of enlightenment such as freedom, rationality and equality are actually in (starting with) everyday conversation.

The Habermas's paradigm on communicative issues that develop ideas on public spaces is in relation to the exploration of his another exploration on communicative action. The concept of public space is generated from the bourgeois public space model that refer to two meanings (Hardiman, 2010). First, the public space is described as an area that can be accessed by everyone; in contrast, another space exists in a special situation limitedly, called the private space. Second, the public space is normatively referred to the role of citizens in

democracy. In the context of Habermas, the public space is a place for communication between citizens in which they can influence a political constellation of the government.

Discourse

Habermas defines a community as a society that can have discussions through communicative action. In this context, the government intends to do a discourse with its citizens. In particular, the discourse can be in the forms of meetings, in media, in comments on government policies, and on achievements of the parliament. These are called as a democratic society.

Therefore, Habermas argues that a democratic society requires a full and autonomous public space from market and state imperatives (Hardiman, 2010). Having a talk in a public space provides significant normative impacts to the community. The public talks can be derived for citizens having anxieties and expecting changes; in turn, these mediate private issues among individuals in the family, business and social parties. Through public space, various interests leading to political conflict can be overcome through public interests.

Furthermore, Habermas uses the discourse approach in modern society through the theory of "modernity pathology". According to Habermas, modernity as an "unfinished project" (Ritzer, 2012) implies that the "pathology theory of modernity" is addressed in the practices that can lead to the improvement of modernity. He also sees the modernity of a pathology that causes modernity to contradict itself.

The contemporary society is a highly complex society. The systems in the society may be inevitable. If a community had particular local characteristics in the past, then theirs can be irrelevant in the modern era. The local characters will become irrelevant as the result of space, time dimensions, and technological changes. However, such situation lead society experience in encountering various forms of social situations as well as encountering values between communities. Otherwise, the different values can derive a problem for society when their legitimacy of the truth is conflicted with each other.

Revitalization as a Process

Revitalization is a process to revive something to be more essential. It is also a way and action that should be done to make something vital or to have an action to be vital. The word of vital means very important and is interpreted as the needs for life. Clearly, revitalization is defined as process, method and action to revitalize some programs of activities. In short, the notion of revitalization is an attempt to make something important.

In this study, the technical interests as results of a critical study are grounded from the performance of educational boards. This study suggests that an organizational revitalization is

an urgent matter to revitalize the functions and roles of educational boards. The revitalization scale has macro and micro levels that cover the improvement of physical aspects, economic aspects and social aspects (Hendarmananwar, 2012). In the context of Hermeneutics, the revitalization incorporates reconstruction in epistemology concerning language and psychological fields (Schleiermacher in Poespoprodjo, 1987). Hence, revitalization must be conducted to increase organizational performance as well as to introduce Laretna's organizational culture (Hendarmananwar, 2012).

Table 1 Revitalization Process through Program Development

No	Subjects of Strategic Programs	Strategic Programs	Programs Activities
1	Organizational Development	1.1 Developing Organizational Reposition 1.2. Empowering roles and functions of Educational Boards 1.3. Developing state budget of organization	1.1.1 Proposing changes of organizational structure, clarity of roles and relations between education boards in provincial, district, and city levels. 1.1.2 Proposing autonomous right to the organization 1.1.3 Recruiting the board members transparently 1.2.1 Developing roles and functions of organization as advisory agency, supporting agency, controlling agency, and mediator 1.3.1. Developing and issuing organizational budget 1.3.2 Completing budget 1.4.1 Managing organizational unit professionally 1.4.2 Accomplishing educational democratization
2	Human Resource Development	2.1. Developing Boards' Competency 2.2. Developing of Organizational Boards Performance	2.1.1 Managing regular meetings 2.1.2 Empowering organization 2.1.3 Evaluating program performance 2.1.4 Conducting training programs for organizational boards
3	Financial Development	3.1. Developing financial management	3.1.1 Organizing finance from regional expenditure 3.1.2 Managing organizational budget 3.1.3 Creating financial development program for organizational development

			3.1.4 Allocating organizational finance for organizational development
4.	Academic Development	4.1 Developing evaluation and controlling educational activities and quality	4.1.1 Having evaluation programs and policy 4.1.2 Proposing program for educational quality development
5.	General Development	5.1 Developing relationships with parents and community to participate in education	5.1.1 Developing innovative programs that directly impact parents and community for education participation 5.1.2 Evaluating the implementation of innovative program

Source: Decree, Government Regulation, and Educational Ministry Laws, processed by researcher, 2017

Concrete Revitalization Steps

The most important strategy is the roadmap in implementing an educational system. However, this section is often forgotten by organizations since developing a roadmap needs an extraordinary commitment between management and human resources. Developing a roadmap provides direction and priority on strategy execution that greatly determines the success of implementation. Like the old saying, Sun Tzu said that "Strategy without tactics is the slowest route to victory. So, tactics without strategy is the noise before defeat.

Thus, this study proposes some concrete actions. First is dismantling the bureaucracy that hinders the implementation of organizational regulations. Today, the information technology is rapidly developed. So, the bureaucracy needs the technology for effective and efficient practices of educational system. Second is implementing the concept of education as mandated with the law. The concept should be shared to the community. Moreover, the education system should be as shared responsibility between community and government. In other words, the government's involvement is still needed in advancing a concrete revitalization.

Third is the revitalization of internal organization of educational boards. Within the internal organization of the DP, the self-potential of board members needs to be increased as an effort to empower themselves and autonomous organizations. According to Pribadiyoko, the realization of community responsibility for education can only be done by returning the "ownership" of the school to the community. This is called a form of participation. According to (Tamrin, *et al* 2009), effective participation in relation to the Education Council and School Committees, is referred to as the School Base Management. Participation can only be achieved through democratization and accountability of education, where the community as stakeholders plays a full role, represented in the form of an institution called the Education Council and School Committee.

Fourth, the development of strategic roles of Educational Boards are also essential as a part of revitalization. The strategies are to give considerations as well as to be supporters, controllers, and mediators, in selecting or recruiting board members. The educational boards have to apply meritocracy system. This selects board members who have adequate competence and responsibility or commitment to advance education. They can be included as management that can develop the articles of association. The last act must be the main agenda before doing revitalization.

CONCLUSION

This research was initiated by encouraging observations on the condition of the management board in East Java Provincial Education Board which had been seen as being unable to carry out the role as made mandatory by the Law. These roles include as follow: (1) advisory agencies (2), supporting agencies (supporting educational service activities), (3) controlling agency (controlling education service activities), and (4) mediators or liaison or links to communication lines between community with the government concern.

The results of the study raise several important notes, namely the existence of different interests and perceptions between the government, the Education Council, Education Actors, and Community Leaders regarding the role of the Education Council, including: First, the Government in East Java Provincial Education Office, in providing educational services to the community involving the Education Council. As a partner the Education Council provides recommendations on the results of seminars, workshops. the contribution of thought was in the form of a recommendation but always do not to get way the solution to follow-up. So therefore is an impression that as an Advisory Agency, it is less able to carry out its role.

Because of the Education Board does not have AD / ART agenda as a basis for work. According to Dharma, (2004), almost all members of the Education Board are part-time volunteers. Besides that the dependence of the Education Council on the government is very high, and indeed there is no single article that explicitly regulates who is the object of the policies made by the Education Council both at the central, provincial and city / district levels, so it is difficult for the Education Council to run autonomy.

About various interests, according to Habermas in Hardiman (2010), requires communicative action directed at communication conditions as a praxis way to reach consensus. Building communicative actions through ethical discourse, namely a normative justification to achieve conformity between members' interests (generalizable interest) Beertens (2006). Because the community according to Habermas in Frans Magnis Suseno (2010) is a community that discusses through communicative actions.

RESEARCH CONTRIBUTIONS

Given the synthesis of the results of this study will be a consideration in setting policies on the role and function of the Board, then some notes that need attention include:

For Board of Education Managers: First, as an organization, the board of Education Board must be able to make Articles of Association (AD) and By-Laws (ART), as organizational guidelines in carrying out the vision and mission, as well as giving direction to the division of tasks of the organization's management. Second, the recruitment of members of the Board of Education must be carried out transparently, not only based on the level of education, but personality factors, integrity, and commitment.

Third, in making recommendations it should not be abstract like carving clouds, but rather leads to real, grounded programs that can be implemented and easily understood. Fourth, every member of the board must have good communication skills in interacting with stakeholders in the education sector and stakeholders. Fifth, members of the Education Council must have knowledge not only in knowledge in the field of education, but also understand praxis knowledge, about policy, implementation, and organization, as well as knowledge related to the role and function of the Education Council.

For government institutions in this case the Ministry of Education and Culture of the Republic of Indonesia: First, the Government must make fix regulations regarding guidelines for the distribution of activity budgets for the Education Council, and guidelines on how the provincial education council works with the Education Council in City / Regency to avoid overlapping activities. Second, the Government should not merely make the issue of education a tool of political interest but a political issue, by simplifying bureaucracy. Fourth, to understand the description of Habermas basically requires dialogue, because the process of understanding is a process of "cooperation" in which participants connect with one another at the same time in different fields or the world of life.

Finally for the next researcher who wants to develop knowledge about the role and function of the Education Council, especially in East Java. There are at least two things that need attention: First, expanding the scope and area of respondents, it is necessary to increase the number of respondents by involving the Board of Education administrators at the City / Regency level, educational bureaucrats, and teacher discussion groups in the regions. Second, to enrich the data, the next researcher should use the qualitative and quantitative mix data collection methods. Thus, the scope of research regarding the role and function of the Education Council in East Java can be broader in scope and supported by accurate data.

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