

# The Regulation of Indonesian Government Concerning Main English Teaching Material in Learning Process

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**Abstract:-** The problem of this research was the Nadim Nakarim's speech as the minister of education and culture in 2019 is not in line with ministerial regulation No. 8 of 2020. The policy dis-harmonization between the Regulation of Minister Education and Culture in 2020 with the Policy of Minister of Education and Culture in 2019 gave confusion for the English teachers. The objectives of this study were to find out how do teachers perceive the regulation of the Education and Culture Minister number 8 of 2020 concerning the use of main teaching materials in the learning process. The significances of this research are the finding of this study is expected to contribute in the development of science especially English Education Science related to teaching material more specific English textbook for Junior High School students and also the results of this study are expected to be a reference for the government in making subsequent policies so that the policies that will be made by the government can be right on target. The design of the study employed a descriptive qualitative method with a design case study. There are various teachers' perception regulations of the Education and Culture Minister number 8 of 2020 concerning the use of main teaching materials on the learning process in terms of the level of compliance, smooth routine functions, the occurrence of the desired performance impact.

**Keywords:-** Regulation, Policy, Textbook, Teachers, Perception.

## I. INTRODUCTION

Textbooks as one kind of teaching material are components that really support the success of the teaching and learning process. Richards [1, p. 251] argues that the majority of language programs' teaching materials such as textbooks are important elements that serve as a basic source of language knowledge and language training for learners. Handayani [2, p. 328] said that errors can occur to students when the textbooks used do not match the needs of students. That is why the selection of the main teaching materials is

crucial considering that teaching materials are the main learning resources for students.

Several previous studies found that textbooks from the government had crucial weaknesses to be used in English language teaching and learning. According to Qodriani [3] the electronic school book "English Junior High School / MTs 2013 Curriculum When English Rings the Bell" shows there are no written pronunciation learning activities, there are no summary rules for using grammar, and no teaching aids (tapes, recordings, videos, etc.) to the maximum. Oktalia et al [4] also found several deficiencies in "K13 English textbook When English Rings a Bell" and that weaknesses have an effect on language learning output and have no effect on developing student's listening skills. Handayani [2] also evaluates "When English Rings a Bell - Revised Edition", she concludes that this textbook had no brief and easy example, has no grammar explanation, it has no language represents a diverse range of registers and accents. Anshar [5] also adds that the design activities and proper supporting aids for the teacher in that textbook need some improvement.

One of the findings in my previous study at SMP Negeri 4 Baubau entitled "the effectiveness of using student worksheet (SW) as learning motivation in English" in 2018 is the teacher used the textbook of K 13 as second teaching material or supporting teaching material not as a major teaching material, that condition was opposite with the government policy that ordered the K 13 textbook must use as major teaching material in the class [6]. In the finding of that research, the teacher argued that the textbook of K 13 is not yet appropriate to be used in her class because the material explanation of that book is so less or not various, the exercise is not various and the majority of the material is about speaking skill. She claims that the textbook did not match with the knowledge level of her student. She is also worried about student's ability in reading skills, writing skills and also listening skills which may be caused by the fact that the textbook did not sharpen well those skills.

Those facts become the researcher's concern. The researcher's concern prompted the researcher to harmonize government regulations and educational needs, more specifically the educational needs at SMPN 4 Baubau. According to the Regulation of the Minister of Education and Culture Number 8 of 2020 concerning Provisions for the provision of Main Textbooks, the Main Textbooks purchased are books that have been claimed and stipulated by the Ministry and the Main Textbooks purchased by the school must be used as a guide in the learning process at school. Meanwhile, at the 100 CEO Forum Kompas event on 28 November 2019, Nadiem Nakarim as Minister of Education and Culture gave the following speech:

*“Keberagaman di Indonesia begitu besar sehingga apapun yang kita lakukan untuk menstandarisasi akan ada dampak buruk, yang banyak sekali daerah di Indonesia nggak bisa satu cara. Bagi satu sekolah mungkin kelas V matematika lebih cocok kelas II di Jakarta. Jadi bisa sebaliknya juga. Mungkin sebaliknya di bidang seni level kelas VI tetapi di Jakarta mungkin masih level kelas II,”*

In addition to emphasizing that standardization will have a negative impact on education in Indonesia, Nadiem Nakarim in the same event at the 100 CEO Forum Kompas event on 28 November 2019 also emphasized the freedom of learning for all parties as follows:

*“Perguruan tinggi merdeka dari aturan pemerintah, dosen merdeka dari lembaga perguruan tinggi, mahasiswa merdeka dari lembaga perguruan tinggi. Sama juga sekolah. Kemerdekaan semua sekolah yang tadinya sifatnya mengawasi malah melayani. Merdeka dari aturan, kemerdekaan guru dalam berkreasi dalam kelasnya sendiri dan kemerdekaan murid dalam menentukan arah dan level yang cocok untuk dia,”*

It seems that Nadiem Nakarim's speech by the minister of education and culture in 2019 is not in line with ministerial regulation No. 8 of 2020. These facts indicate that research on the perceived impacts of implementing government regulations in the learning process is very important to inform the government results of the policies that have been made. The significances of this research are the finding of this study is expected to contribute in the development of science especially English Education Science related to teaching material more specific English textbook for Junior High School students and also the results of this study are expected to be a reference for the government in making subsequent policies so that the policies that will be made by the government can be right on target.

## II. GOVERNMENT POLICY IN EDUCATION

On the fifth of February 2020, revisions were made. The minister of education and culture stipulates regulations on the Technical Guidelines for Regular School Operational Assistance. The ministerial regulation regarding the Technical Guidelines for Regular School Operational Assistance number 8 of 2020 regulates a lot of funding, one of which is regulating the financing of library development which is used to provide main textbooks with provisions.

Points four and five in this rule govern the use of the main textbooks used in the learning process. The following is the content of points four and five of the main textbook rules (KEMENDIKBUD, 2020).

*“Penyediaan buku teks utama dengan ketentuan:...(4) buku yang dibeli merupakan buku yang telah dinilai dan ditetapkan oleh Kementerian; (5) buku yang dibeli oleh Sekolah harus dijadikan pegangan dalam proses pembelajaran di Sekolah.”*

Although there have been four revisions in the last three years, but the regulations regarding the mandatory use of main textbooks based on government references have not undergone crucial changes that are textbooks provided by the government must be used as the main guide in the learning process in the classroom. In other words, this regulation of the minister of education and culture should have been implemented in the last three years.

## III. STUDY OBJECTIVES

The objectives of this study are to find out how do teachers perceive the regulation of the Education and Culture Minister number 8 of 2020 concerning the use of main teaching materials in the learning process.

## IV. METHODOLOGY

The design of the study employed a descriptive qualitative method with the design case study. The study was conducted at SMP Negeri 4 Baubau located in Baubau city Southeast of Sulawesi province. The total number of population of English teachers in Junior High School of 4 Baubau is 5 English. In this case, the researcher chooses the sample by using purposive sampling. Hence, the researcher took five English teachers as a sample of the research. The 5 English teachers took from two English teachers in first grade and two English teachers in second grade and one English teacher in third grade. The guideline of the interview adapted from Rosmalia [7] based on Ripley and Franklin theory about 2 approaches to assessing policy implementation.

This research was carried out in three steps. The first step researcher was giving consent from the English teachers as a form of consent that they are aware of and agree to participate in this research. The second step in the procedure of data collection was the interview. The researcher interviewed the five English teachers one by one in their own home so the English teachers would answer the question in relax and without pressure. The next step was analyzing the data and prepare the report of the research. This study applied qualitative research using Miles and Huberman as the technique of data analysis. The steps in analyzing the data by Miles and Huberman are Data reduction, data display, and conclusion drawing/verification [8].

## V. FINDINGS AND DISCUSSION

The questions about teacher perceptions were adapted from the "Riplay and Franklin's theory" by Mirna with a total of 24 questions divided into 8 questions on "level of compliance", 7 questions on "the smooth functioning of routine functions" and 9 questions on "the occurrence of the desired impact performance".

### a. Level of Compliance

1) *First Question: Has the implementer complied with rules such as standard operating procedures and mechanisms for using the main English textbooks in the learning process?*

Based on the results of the interview above, it can be said that the teachers at SMPN 4 Baubau have complied with the standard operating rules, namely by using textbooks from the government, but not all teachers comply with standard procedures and mechanisms for using the main textbooks of English in the learning process.

2) *Second Question: What is the form of support from parents/school authorities/government in the mechanism of using the main English textbooks in the learning process?*

The results of interviews with parents of students at SMPN 4 Baubau showed support for the government's main (English) textbook use mechanism in the learning process which was marked by a positive response or the absence of complaints from parents to the school. Meanwhile, the form of support from the school authorities/government is to provide these textbooks in the school library so that they can be borrowed free of charge by students.

3) *Third Question: What is the status of the use of the main English text books in the learning process that occurred at SMP NEGERI 4 BAUBAU? (Main / Support / Supplement)*

Interviews of the five English teachers at SMPN 4 Baubau showed the status of the use of textbooks (English) from the government as the main teaching material in the learning process, one teacher used them as supporting teaching materials, one teacher used them as companion teaching materials and three other teachers as major teaching materials in the learning process.

4) *Fourth Question: How clear and consistent are the English teachers in this government regulation?*

The results of the interviews with the five teachers showed that the clarity and consistency of the English teachers at SMPN 4 Baubau in this government regulation was good, or in other words, the teachers were consistent with their responses to this government regulation.

5) *Fifth Question: How is the development of English teachers in SMPN 4 BAUBAU?*

Five English teachers at SMPN 4 Baubau said the same thing in the interview that there was no training at a special school on socialization or training on the use of the main English textbooks provided by the government.

6) *Sixth Question: What is the role of the authorities in terms of regulations on the use of English main textbooks in the learning process?*

Based on the teachers' statements in the interviews, the five teachers have never experienced or seen an inspection by the government authorities regarding regulations on the use of English main textbooks in the learning process.

7) *Seventh Question: To what extent is the level of participation of English teachers in complying with the policy?*

The results of interviews with the five English teachers at SMPN 4 Baubau showed that the level of participation of English teachers in complying with the policy varied widely. Based on the results of the interviews, three English teachers at SMPN 4 Baubau showed a high level of participation. However, 2 other English teachers showed modest levels of participation in this policy. The two English teachers did not firmly reject this textbook from the government, but they also did not apply it perfectly in the learning process as this policy intended.

8) *Eighth Question: How is the reporting and accountability of English teachers for the implementation of duties and functions?*

The results of the interviews with the five English teachers at SMPN 4 Baubau were that the five English teachers reported and were responsible for the implementation of their duties and functions regarding the use of textbooks from the government as the main teaching material in the learning process.

### b. Smooth Routine Functions

1) *First Question: Has the coordination and synchronization with related agencies in carrying out supervision and control in the education sector been effective?*

The results of interviews with the five English teachers at SMPN 4 Baubau regarding coordination and synchronization related to this in the Baubau City Education Office and the Baubau School of SMPN 4 in carrying out supervision and control in the education sector went well, but only in supervising the distribution of textbooks to schools. schools and to students not on more detailed supervision in the learning process.

2) *Second Question: How is the coordination between the government and the school? (Education Office / Principal / English Teachers)*

Coordination between the government and the school can be said to be good. Based on the interviews with the five teachers, the majority of teachers said that the coordination between the government and the school went well. The majority of teachers argued that the coordination was going well because of government instructions that were delivered by the Dinas and then the school has carried out these instructions to date.

3) *Third Question: Is the complaint function regarding the impact of regulations on the use of main English textbooks on the learning process effectively?*

The concurrent opinion of the five English teachers based on the results of the interview is that the function of complaints regarding the impact of the regulations on the use of the main English textbooks in the learning process has not been effective.

4) *Fourth Question: How are the program socialization efforts to English teachers in order to make the implementation of this government policy a success?*

The results of the interviews with the five teachers indicated that there had not been any efforts to socialize the program to English teachers in this case to make the implementation of this government policy a success.

5) *Fifth Question: Has the authority of the central government in order to make policy regulations been disharmonized or are there overlapping policies?*

Based on the results of the interview above, most of the English teachers at SMPN 4 Baubau were confused about the harmonization of policies based on the Regulation of the Ministry of Education with the Minister of Education. Some teachers have just realized the disharmony of this policy. But most of them are not in doubt or confused about what choice they choose.

6) *Sixth Question: What are the program strategies that are carried out in the context of regulations on the use of English textbooks that are appropriate for students?*

According to five English teachers at SMPN 4 Baubau, in the interview, there were no strategic programs carried out in the context of regulations on the use of appropriate English textbooks for students.

7) *Seventh Question: How is the implementation of law enforcement policies in this case the use of the main teaching material books in English in the learning process?*

A uniform opinion was given by five English teachers at SMPN 4 Baubau during the interview that there was no strict law enforcement against the implementation of the policy on the use of English main textbooks in learning.

### **c. The occurrence of the desired Performance Impact**

1) *First Question: How is the implementation process of using the main English textbook in the learning process?*

In the interview, five English teachers explained quite a variety of processes in implementing the main English textbooks in the learning process. Some teachers have the same way of implementing government textbooks in their learning process. Two English teachers only took the topic of learning from the book and then looked for other sourcebooks that were more suitable for their students' abilities. Meanwhile, other teachers divide the portion of the use of textbooks from the government with textbooks from other sources. The portion of the division varies, from 60:40 to 80-90: 15-20.

2) *Second Question: Have the visions of government policy been achieved?*

Based on the answers of the five English teachers at SMPN 4 Baubau, it can be seen that the teachers do not know the exact vision and mission of the government in issuing this policy. Four English teachers at SMPN 4 Baubau think this policy will help student guardians financially. Meanwhile, another English teacher said that this policy succeeded in making students in the Baubau area more specifically at SMPN 4 Baubau to learn to use the same English textbooks as students throughout Indonesia, or in other words, he felt that this policy increased the equality of education in Indonesia.

3) *Third Question: What has been achieved in this government policy?*

According to the English teachers at SMPN 4 Baubau in the interview, relief in the economic section was the main thing that could be achieved by this policy. In addition to financial assistance for student guardians, the ease of obtaining books is also one of the achievements of this policy. However, this was also found in the interview pessimism. Some teachers feel that this policy does not have a significant impact, even to the point of being considered an authoritarian form of education.

4) *Fourth Question: Is HR a factor in the success of the policy?*

Four out of five English teachers at SMPN 4 Baubau did not agree with the statement that the factor for the failure of this policy was human resources or in this case, was the English teacher himself. Although four of the teachers disagreed, they had different reasons. Two teachers from the opinion disagree said that teachers are unlikely to be a factor in the failure of this policy because a teacher must be able and should be able to anticipate the shortcomings of any textbook. On the other hand, two of the other four teachers who disagreed said that although teachers could anticipate the shortage of textbooks from the government, they would still be constrained by the regulations or policies themselves. Meanwhile, one teacher who agreed felt this was precisely the weakness of this policy. If the human resources or classroom teachers are not qualified to cover the shortage of English textbooks from the government, this will have an impact on students.

5) *Fifth Question: How is the budget allocation for spending on this main English textbook?*

The results of the interviews showed that not all teachers clearly knew the budget allocation for spending on main English textbooks from the government, although according to them this was explained in detail and transparently by the school.

6) *Sixth Question: Are the facilities adequate to support the policy?*

Based on the results of the interview, the special facilities provided to support the textbooks from the government are not yet available. Although one of the English teachers at SMPN 4 Baubau thinks this textbook



from the government will not be helped much with additional facilities.

*7) Seventh Question: Are there major obstacles to policy implementation?*

Five English teachers at SMPN 4 Baubau shared more or less the same thing. They have a major obstacle in the content of the explanatory material of this book which is expected to be made fuller by sufficient explanation and also the obstacle that is the main worry of the teachers, namely this textbook which focuses on students' interactive dialogue. The teachers hope that there will be the addition of various types of exercises as well as additional book accessories such as audio listening cassettes and videos that can help students improve their dialogue skills.

*8) Eighth Question: So far, have the program targets or HR (English teachers) been against the policy?*

The answer given by three English teachers at SMPN 4 Baubau was not to oppose this policy with certain conditions. Meanwhile, 2 out of five English teachers from SMPN 4 Baubau clearly opposed this policy on the grounds that teachers must have freedom of teaching.

*9) Ninth Question: Is the government policy on regulations for the use of English as the main teaching material in the learning process effectively?*

The interview above provides an overview of the differences in opinion among teachers. Some teachers argue that this government policy is ineffective in the learning process and is only effective in reducing the burden on student guardians from an economic perspective. Meanwhile, other teachers' opinions emphasize that this policy can be effective when teachers can adapt to this textbook from the government.

Regulate public life directly or indirectly, either by acting on something or not taking action on something to create order and public welfare through decisions of government agencies or government officials is called public policy [7, p. 1]. Government regulation No. 8 of 2020 concerning the use of primary textbooks in the learning process is also a form of public policy carried out by the Indonesian Ministry of Education and Culture. Regulations issued through decisions of government agencies or government officials will have no impact if their implementation is not in accordance with the purpose of the regulations being made. Therefore, policy implementers are the spearhead of the success of the regulations that have been issued.

The following is the teacher's perception of regulation of education and culture minister number 8 of 2020 concerning the use of main English teaching materials in the learning process which is seen based on three points from research and Franklin. First of all, the teacher's perception will be seen from the first aspect in Ripley and Franklin's theory, namely the level of compliance. Based on the results of the interviews above, it can be said that the teachers at SMPN 4 Baubau use textbooks from the government in the

learning process, all of these teachers do not use this book singly but also use other books from private or non-government publishers. One interviewee confirmed that he used other books to improve the performance of government textbooks. Sjahrony et al state that textbooks are one of the most important learning materials in the learning process [8, p. 26]. Textbooks serve as the main foundation that students have in learning because textbooks provide the basis of language knowledge to be learned through the material contained in books and textbooks also provide examples of language practice that will become the basis for students to learn to practice the language in the classroom learning process [9].

Meanwhile, the alignments of parents/school authorities/government parties based on the results of interviews showed that the parents of students at SMPN 4 Baubau provided support for the mechanism for using the main (English) textbooks from the government in the learning process which was marked by a positive response or absence complaints from parents to the school. Meanwhile, the form of support from the school authorities/government is to provide the textbooks in the school library so that students can borrow them free of charge. It is not only administrative institutions that are responsible for implementing the program, but community participation also plays an important role in the success of policy implementation [10, p. 2]

Interviews with five English teachers at SMPN 4 Baubau showed that the status of using textbooks (English) from the government as the main teaching material in the learning process was very diverse. One teacher uses it as a supporting teaching material, one teacher uses it as a companion teaching material, and three other teachers as the main teaching material in the learning process. Interviewee, I as a teacher who has taught more than 10 years at the school gave interesting comments. She said that he actually used this book as a topic list to teach his students, according to her, this textbook from the government could not be applied to her students even more so as to be applied as the main teaching material in the learning process. She added that he could only use this book as a supporting teaching material because the content of the learning materials in this book was still too minimal.

He also regretted the number and type of practice questions provided by this government textbook. It could be said that it was too general and needed a long explanation from the teacher to be absorbed by her students, not only the content of the learning materials she complained about. Textbooks are the most important component in teaching or learning EFL because textbooks can guide teachers to teach systematically easily and also textbooks prepare basic raw materials for teachers and students in the teaching and learning process [11, p. 92]. While RI Law no. 3 of 2017 explains that the main textbooks are textbooks that must be used in the learning and teaching process which refers to the current curriculum and its provision which is fully borne by the government. Meanwhile, RI Law No. 3 of 2017 also explains that accompanying textbooks are textbooks written

or made by non-government parties that refer to the curriculum that is currently in effect and has passed the examination of the central government. Considering the definition of the main textbook and accompanying textbook based on RI Law no. 3 of 2017 and the result of the interview, it could be argued that the process of applying government English textbooks in learning at SMPN 4 Baubau is not optimal. Although the majority of teachers use the main English textbook from the government, the use of the book as the main teaching material has not been optimized properly.

The implementation process is divided into two levels, namely the first level which focuses on strengthening the operational details of a policy that provides very important and detailed interpretations such as legal orders/regulations at a more detailed level in the form of manuals and circulars, while the second is an implementation-focused level that is applied in everyday life involving public needs such as service provision, demand and service requests, termination of rights, issuance of notices, supervision, scientific inspection, and testing, law enforcement, as well as responding to complaints and receiving feedback [12]. The process of implementing this policy itself belongs to the second level, namely the level that focuses on the implementation that is applied in everyday life. The results of interviews with the five teachers show that the clarity and consistency of the English teachers at SMPN 4 Baubau in this government regulation is good or in other words the teachers are consistent with their response to this government regulation.

Edward III in Alamsyah [13, p. 70] said that four factors influence the success of policy implementation, namely Bureaucratic structure (bureaucratic structure), Resources (resources), Disposition (implementer attitude), and Communication. The disposition or attitude of the implementer is one of the crucial aspects that directly affect the implementation of policies and participate in influencing the performance of other aspects of each other such as communication, resources, and bureaucratic structure [14, p. 100]. The perspective and attitude of the implementer towards the policy are very likely to influence the implementation of the policy effectively and efficiently [10, p. 6]. Based on the results of interviews, the teachers showed consistency, but the results of interviews with one of the teachers showed trepidation in the distribution of portions of the main textbook he used. Interviewee V explained that although the material he taught came from textbooks from the government, during the process of maturation of the material or the process of practicing questions and assignments at home he did not use textbooks from the government. She used other textbooks to hone and strengthen the knowledge of his students. She said the reason behind her preference to use other textbooks or other teaching materials in strengthening and honing his students' abilities in understanding classroom learning is because textbooks from the government do not have many exercises and also the types of exercises are not diverse. Standardized testing helps teachers measure the level of student understanding, teachers can find out what has been

understood and what has not been understood by students with the same national average level of education [15, p. 126]. While Kelly [16] said that those who are against standardized testing think that testing is not a good time-efficient, time for testing can be used for instruction and innovation.

Five English teachers at SMPN 4 Baubau said the same thing in interviews that there was no special school guidance on socialization or training in the use of the main English textbooks provided by the government. socialization has a strategic position in achieving correct and targeted policy implementation because with the socialization the policies made can be ascertained to have been accepted and carried out by related parties, more specific policy targets [17, p. 18].

Based on the statements of the teachers in the interviews, the five teachers had never experienced or seen an inspection by the government authorities regarding the regulation of the use of the main English textbook in the learning process. According to Interviewee II, although the principal had urged teachers to use textbooks from the government in the learning process, the principal did not say directly about the regulations or policies of the ministry of education and culture regarding the use of primary textbooks from the government in the learning process. Evaluation of public policies is carried out to determine the effectiveness of a policy, this is important so that the gap between the expectations or goals of the policy and the reality or level of success of the policy in society can be seen [13, p. 103].

The results of interviews with the five English teachers at SMPN 4 Baubau show that the level of participation of English teachers in complying with the policy varies widely. Based on the results of interviews, three English teachers at SMPN 4 Baubau showed a high level of participation. However, the other 2 English teachers showed a low level of participation in this policy. The two English teachers did not resolutely reject the textbooks from the government, but they also did not apply them perfectly in the learning process as this policy intended. Interviewee, I explained that his level of participation in complying with this policy depended on the circumstances of his students, he chose to use textbooks from the government in his teaching and learning process but he did not force him to use the book as the main teaching material in the classroom if he saw his students having difficulty understanding this government textbook. The suitability between the difficulty level of English textbooks and the students' ability level should be a major consideration for teachers [18, p. 156]. In addition, interviewee III gave an interesting opinion that he wanted freedom in choosing the textbooks he would use in class, therefore he emphasized that he used textbooks from the government in his own way. She believed that with the freedom given by the teacher, the level of teacher creativity will increase and the ability of students will also increase in line with the teacher's efforts to understand the needs of her students. According to Osman [19, p. 142] academic freedom is the freedom of individuals who have credibility as professionals to ask, discover, publish, and teach what

they see in their field of competence, without supervision or authority of rational methods based on established truth. He stressed that teachers must protect their rights as academics free from undue censorship or restraints that interfere with their obligation to improve the quality of students so that students can better express their views. In addition, Interviewee IV showed the level of participation by using this government textbook by including this government textbook as the main teaching material, only that he revealed that in providing exercises for his students he used other books to complement the textbooks from the government. He added that the textbooks from the government were more focused on the conversation so that the training section to strengthen and hone students' skills in the form of exercises was very lacking. Interviewee IV's opinion was also supported by another teacher, interviewee V, he said that he participated in using this textbook several years ago, he emphasized the same thing as interviewee IV that this book highlights speaking skills with lots of dialogue in it.

He revealed that pictorial dialogues alone were not strong enough, therefore he added another book that was suitable or in accordance with government textbooks, he added another textbook in order to complete the lack of practice questions that were not in government textbooks. There were many previous studies that found that textbooks from the government had crucial weaknesses to be used in English language teaching and learning. According to Qodriani [3] the electronic school book "English Junior High School / MTs 2013 Curriculum When English Rings the Bell" shows there are no written pronunciation learning activities, there are no summary rules for using grammar, and no teaching aids (tapes, recordings, videos, etc.) to the maximum. Oktalia et al [4] also found several deficiencies in "K13 English textbook When English Rings a Bell" and that weaknesses have an effect on language learning output and have no effect on developing student's listening skills. Handayani [2] also evaluates "When English Rings a Bell - Revised Edition", she concludes that this textbook has no brief and easy example, has no grammar explanation, it has no language that represents a diverse range of registers and accents.

The results of interviews with the five English teachers at SMPN 4 Baubau are that the five English teachers report and are responsible for the implementation of their duties and functions regarding the use of government textbooks as the main teaching materials in the learning process. The five interviewees had uniform answers, namely, they carried out reporting and accountability in the form of a Lesson Plan without hiding what books or teaching resources they used and how they used them. According to the Director-General of Early Childhood Education, Basic Education and Secondary Education in the foreword to the Question and Answer Pocket Book of the Learning Implementation Plan (RPP) [20] The current RPP is made in a more concise amount, not just for administrative completeness but all processes from writing RPP, from the implementation of the lesson plan, until the review of the lesson plan, it is hoped that the teacher can reflect on the process whether their learning process has been running properly or not. Based on

the statements of the teachers, it can be concluded that the teachers have carried out government instructions to report on the learning planning process.

Secondly, the teacher's perception will be seen from the second aspect according to Riplay and Franklin, namely through the smooth aspect of routine functions. The results of interviews with the five English teachers at SMPN 4 Baubau regarding coordination and synchronization related in this case the Education Office of the city of Baubau and the School of SMPN 4 Baubau in carrying out supervision and control in the field of education went well, but only in supervising the distribution of textbooks to schools and to students, not on more detailed supervision in the learning process. According to WHO [21] there are three relationships that must be coordinated and synchronized properly, namely the first aid coordination related to the established mechanisms and regulations, the second namely donor coordination, this section is part of the coordination of assistance which refers to the specific mechanisms and arrangements that have been established, while the third or last is development coordination, this coordination refers to the combination and also the relationship between aid coordination and national government systems such as policy making, policy implementation, governance, accountability and others that ultimately provide development outcomes. WHO [21] also add that aid coordination is the part that regulates a provision, while donor coordination is the part that regulates a special provision that has been determined by the aid coordination, These two parts cannot work independently, therefore development coordination serves to bind the two parts together and increase the effectiveness of the two parts by way of more involvement of the government to engage in the implementation of these policies in order to develop the effectiveness of aid coordination and donor coordination. It can be concluded that the government cannot only make regulations or policies and then apply them, review the implementation of these regulations or policies so that they can be taken into consideration in regulations/policies and in their own application.

Based on interviews with the five teachers, the majority of teachers said that the coordination between the government and schools was going well. The majority of teachers argued that the coordination was going well because the government's instructions were delivered by the Dinas and then the schools carried out these instructions until now. Coordination brings good cooperation and can eliminate conflict, inconsistency, friction, overlap, and can guide the departments in their respective parts [22].

The simultaneous opinion of the five English teachers based on the results of the interviews is that the complaint function regarding the impact of regulations on the use of the main English textbook in the learning process has not been effective. One of the teachers said that Interviewee V said that the problems in the main textbook from the government had actually been discussed between fellow English teachers at SMPN 4 Baubau in this case the principal took part in the discussion because he was also a

teacher in the field of English studies, but until the last revision in 2017 this book has not undergone significant changes. It is important to make a complaint to determine the exact situation in the field so that it becomes material for reviewing the evaluation of the policies that have been made.

The results of interviews with the five teachers indicate that there has been no program socialization effort to English teachers in this case to make the implementation of this government policy successful. Herdiana [17, p. 19] said that the policy must be socialized so that the content or substance of the policy that has been made can be disseminated so that related parties or the target group of the policy have knowledge and understanding of the content so that the policy target group is able to carry out its role in the success of the objectives as stated in the policy. The socialization that is not done carefully will make teachers have different interpretations of this policy and also how to implement it.

Based on the results of the interview above, most of the English teachers at SMPN 4 Baubau are confused about policy harmonization based on the Regulation of the Ministry of Education with the Minister of Education. Some teachers just realized the disharmony of this policy. But most of them are not in doubt or confused about what choice they choose. L.M. Gandhi, quoting the book *Tussen eenheid en verscheidenheid: Opstellen over harmonization instaaat en bestuurecht* [23] said that harmonization in law includes adjustments to laws and regulations, government decisions, judges' decisions, the legal system, and legal principles with the aim of increasing legal unity, legal certainty, justice (justice, gerechtigheid) and comparability (equit, billijkheid), usefulness and clarity of law, without obscuring and sacrificing legal pluralism if necessary. Three (interviewees I, II and V) of the five teachers gave a very agreeable opinion on the minister of education's speech on policies in choosing teaching materials. Teachers have the authority or freedom to choose, recommend, and assign learning materials that are important and in accordance with the level of proficiency and maturity of their students [19, p. 142]. Freedom in choosing teaching materials by teachers can provide opportunities to develop the strengths of their students because teachers are the ones who know the personalities and needs of their students, and each class or student has different needs, teachers must have sensitivity in choosing weapons in war. Using textbooks that match the characteristics of inner students can increase the level of teaching success. The use of appropriate textbooks has a positive effect on student achievement in subjects [24, p. 2].

According to five English teachers at SMPN 4 Baubau, in the interview, there was no strategic program implemented in order to regulate the use of appropriate English textbooks for students. Five English teachers at SMPN 4 Baubau gave a uniform opinion during an interview that there was no firm law enforcement on the implementation of the policy on the use of English textbooks in learning. The various dynamics that occur in the implementation of public policies provide a consequence

that public policies can be improved so that public policies should not be rigid, can be improved, and can adapt to the development of existing dynamics, one main thing that must be considered is the suitability of a public policy is very dependent on community assessment [10, p. 3]. The things that the teachers of SMPN 4 Baubau do use English textbooks from the government in their own way and style are a form of adjustments to the public policies that are made.

Third, the teacher's perception is seen from the third aspect according to Ripley and Franklin, namely through the occurrence of the desired impact performance. The implementation process of using the main English textbook in the learning process is quite diverse. Some teachers have the same way of implementing government textbooks in their learning process. Among them, two English teachers only took the topic of learning from the book and then looked for other sourcebooks that were more in line with the abilities of their students. While other teachers share the portion of the use of textbooks from the government with textbooks from other sources. The portion of the distribution also varies, ranging from 60:40 to 80-90:15-20. The diverse implementation processes of these teachers prove that teachers adapt to these regulations according to their individual needs and considerations. This is where the function of development coordination becomes the role of the government to connect the facts on the ground with the hope of making this policy. According to Marume & Jaaricha (2016:6) coordination brings good cooperation and can eliminate conflict, inconsistency, friction, overlap, and can guide the departments in their respective job desk (*tupoksi*).

Based on the answers of the five English teachers at SMPN 4 Baubau, it can be seen that the teachers do not know the exact vision and mission of the government in issuing this policy. Four English teachers at SMPN 4 Baubau think this policy helps parents financially. According to the center for public policy transformation [25] the effectiveness of policy implementation will be achieved if policy implementers know well what they will do and this can only be obtained if communication from policy makers and policy implementers goes well.

According to the English teachers at SMPN 4 Baubau, the things that can be achieved in this policy are financial relief. In addition to financial assistance for the guardians of students, the ease of obtaining books is also an achievement of this policy. However, pessimism was also found in the interviews. Some teachers feel that this policy has not had a significant impact, even to the point that it is considered an authoritarian form of education. An interesting opinion was given by interviewee I, obtaining the main textbooks is indeed very easy, they are all available in the school library and can be borrowed at no cost, but if the main textbooks that are easily obtained are not in accordance with the needs of the students, the textbooks will only become a burden in student bag. Suryarini [26, p. 33] said that textbooks for students who study English as a foreign language serve as language input and a place to practice language, therefore it



is very important for teachers to know the advantages and disadvantages of textbooks so that students can use textbooks that are appropriate for their class. An interesting opinion not only comes from interviewee I but also from interviewee III, who argues that this policy that does not give teachers the freedom or flexibility to be creative does not have any impact and tends to be arbitrary. He feels that this policy that does not give teachers confidence in choosing teaching materials is a form of authoritarianism in the world of education. Nebraska University [27] states that limiting the academic freedom of teachers and students is tantamount to amputating their exploratory abilities and also eliminating the opportunity to share the results of their investigations with each other, whereas intellectual exploration is the key to the gate of discovery and innovation which is the highest educational work.

Four out of five English teachers at SMPN 4 Baubau do not agree with the statement that the factor in the failure of this policy is HR or in this case the English teacher themselves. Although four of the teachers disagreed, they had different reasons. Two teachers from those who argued disagreed and said that teachers could not be a factor in the failure of this policy because a teacher must be able and should be able to anticipate the shortcomings of any textbook. On the other hand, two of the four teachers who disagreed said that although teachers could anticipate the shortage of textbooks from the government, they would still face problems with the regulations or policies themselves. Meanwhile, one teacher who agrees feels that this is precisely the lack of this policy. If human resources or classroom teachers are not qualified to cover the shortage of English textbooks from the government, this will have an impact on students. According to interviewee III, HR is not the main factor that supports the success of this policy. He believes that creative teachers alone are not enough to cover the shortcomings of textbooks from the government which must be used as the main teaching materials in the learning process, this is due to regulations that lock teachers into still having to use these textbooks as the main teaching materials in the learning process. He emphasized that the government must trust teachers to provide the best teaching resources to their students. He believes that the teacher who teaches in the classroom is a teacher who really knows the weaknesses and strengths of his students, therefore it is the teacher who knows best what teaching materials or main textbooks are best for their students. Teachers are one of the many roles that must take part in this policy, so that the responsibility for the success of this government policy cannot only be held by teachers as the spearhead of policy. Ramdani & Ramdani [10, p. 2] state that the failure and success of policy implementation is not only the responsibility of policy implementers but the responsibility and influence of many lines ranging from administrative institutions, community participation, political, economic, and social power with various parties.

The results of the interview show that not all teachers clearly know the budget allocation for spending on the main English textbooks from the government, although they think it is explained in detail and transparently by the school.

Wahinun et al [28, p. 2] transparency and accountability in managing Boss funds will have a positive effect on all the public and related parties (stakeholders). The transparency of the officeholders in managing funds for the purposes of government policies is very influential on the performance of the implementor because if the funds are transparent then the implementers will work with a calm heart and of course it will lead to the good of the students.

Based on the results of interviews, the facilities specifically provided to support textbooks from the government are not yet available. Although one of the English teachers at SMPN 4 Baubau thinks that this textbook from the government will not help much with the additional facilities. Yustikia [29, p. 2] states that supporting facilities or additional facilities are needed to support an optimal and quality teaching and learning process, appropriate learning facilities can be educational media that will support children's thinking processes through concretizing non-concrete objects and can become learning objects that can provide an overview of participants students in understanding natural, social, cultural, and technological phenomena directly. Special facilities are very important to support a book because books are inanimate objects which if the instructions are incomplete or other media are lacking then other additional facilities or media in learning are needed to improve the performance of the book.

Five English teachers at SMPN 4 Baubau said more or less the same thing. They have a major problem with the content of the explanatory material of this book which is expected to be made more comprehensive by sufficient explanation and also the main problem that becomes the main concern for the teachers, namely this textbook which focuses on students' interactive dialogue. The teachers hope that there will be additional types of various exercises as well as additional book accessories such as audio listening cassettes and videos that can help students improve their dialogue skills. An interesting statement was given by interviewee I. According to interviewee I, the main obstacle he faced was when he had to force a textbook which he thought was not in accordance with the circumstances and conditions of his students as the main teaching material in the classroom. He also hopes that teachers will be given the confidence in choosing teaching materials.

The policy that does not take sides or actually makes it difficult for teachers to add additional thoughts and work from existing jobs or responsibilities. Meanwhile, another interesting opinion was also expressed by interviewee II, according to him, the main obstacle in implementing this policy was the results of textbook revisions that did not differ much and did not meet his expectations, such as the lack of materials to improve student's reading skills and the completeness of additional accessories such as cassettes learning materials for listening and learning videos to help visualize the dialogues that dominate the material in the book. Interviewee III also had a major problem with the textbook itself. According to him, the majority of students in his class have not been able to follow the rhythm of the textbook. He also added that it became even more difficult

with the policy that the book should be the main textbook in the learning process. However, he did not say that this book could not be followed by all his students, he thought that textbooks from the government would improve the ability of students who have fast grasping power in the classroom. But in fact, according to interviewee III, it seems that only students who have abilities above the average of their friends can follow this book. Muniroh (2018:104) said that this English textbook from the government cannot be used without other additional books as a complement to teaching English in the classroom. Interviewee IV gave a quite different opinion, according to him the main problem in implementing this government policy was the material component of the textbook provided by the government. Anshar [5, p. 46] states that an attractive physical appearance is important, but publishers of English textbooks from the government should consider the content and components of English textbooks that support the teaching of teachers in teaching English in EFL classes. In addition, the authors should also pay attention to the design of books that are suitable for junior high school students and make a survey in writing textbooks to prioritize the low ability of students compared to high ability students. Interviewee V also had the same major obstacle as the others. He believes that although this textbook does not provide material that provides extensive explanations and is dominated by illustrated dialogues, he has no other choice but to use this textbook. The obstacles in teaching using English textbooks from the government for the junior high school level are not only experienced by the teachers of SMPN 4 Baubau but also in several other areas. Oktalia et al [4, p. 76] conduct research about the English textbook from the government, they state that the existing listening material does not meet students' needs, does not provide audio for listening activity, does not provide grammar section, cannot be easily accessed, not interesting, not from native speaker, not a good source for students, cannot develop students' listening skill, and the existing listening material and activity are monotonous. Handayani [2, p. 328] also added that textbook from the government lacks workbooks and audiocassettes as supporting aids, a detailed overview rather than an overview, grammar points, and vocabulary items, and natural pronunciation highlights and practices. In terms of the type of language, this textbook needs a lot of improvement or revision, such as nothing authentic, i.e. English used in real life, no examples and short and easy grammar explanations, and no language that represents various languages and accents. And in terms of subjects and content, this textbook needs to be increased in the variety of subjects and content of the textbook so that this textbook is interesting, challenging, and motivating.

The answer given by three English teachers at SMPN 4 Baubau was that they did not oppose this policy under certain conditions. Meanwhile, 2 out of five English teachers from SMPN 4 Baubau clearly opposed this policy on the grounds that the freedom of teaching should be owned by teachers. An interesting opinion came from According to interviewee IV, this policy brought positive and negative impacts at the same time. He emphasized that this policy wanted equal distribution of education throughout Indonesia

from Sabang to Merauke because the books used in the upstream to downstream areas were the same books. But at the same time, not all teachers in the territory of Indonesia can develop textbooks from the government, especially as the main teaching materials, considering that the standards of this book cannot be adapted to all student abilities in Indonesia or perhaps the competence of teachers who cannot be a bridge to develop students' abilities through textbooks. This is the main teaching material. He concluded that he was not against the policy of regulating the selection and use of primary textbooks in the learning process but there should still be flexibility in the regulation. The government guarantees equal distribution and expansion of access to education in Indonesia in Article 31 of the 1945 Constitution of the Republic of Indonesia. However, it should be borne in mind that the process of implementing generalizing policies can be detrimental or will not work as desired by the government, in fact, it will make it difficult in some regions that are not ready to implement this policy.

The interview above provides an overview of differences of opinion among teachers. Some teachers argue that this government policy is not effective in the learning process and is only effective in lightening the burden on students' guardians from an economic perspective. Meanwhile, other teachers' opinions emphasize that this policy can be effective when teachers can adapt to this government textbook. According to interviewee I, the government's policy regarding the regulation of the use of the main teaching materials of English in the learning process was effective, but he thought it was effective in lightening the burden on parents in terms of economy. He did not say that this policy did not have a significant impact on students' knowledge. He regretted that books that should be the main teaching materials in the learning process had little practice and were not diverse, textbooks that students could not use for independent study without teacher guidance. He emphasized that the main textbooks in the learning process should be studied by students independently or in other words, the teacher does not need to give a lot of explanations which can take a lot of time which should be used by students to be more active in the classroom as always voiced in the 2013 curriculum, namely student learning center is not teacher center learning. However, according to him, the fact that the main textbook that must be used does not have a clear explanation and makes students confused so that in the end it is the teacher who has to take over so that student center learning is difficult to achieve. Although this policy greatly affects the economic burden on parents, we also cannot ignore the quality of education that must be obtained by students, not just because of free books, the quality of education for students is sacrificed and becomes no longer important.

## VI.CONCLUSION

There are some teachers' perception regulations of the Education and Culture Minister number 8 of 2020 concerning the use of main teaching materials on the learning process. Teachers had complied with the standard operating rules, namely by using textbooks from the

government, but not all teachers obeyed the standard procedures and mechanisms for using the main English textbooks in the learning process. While, the clarity and consistency of the teachers with this rule is that one teacher uses it as supporting teaching material, another teacher uses it as a companion teaching material and three other teachers use it as the main teaching material in the learning process. Apart from no inspection from the government authorities regarding the monitoring of regulations on the use of the main English textbooks in the learning process, the five English teachers emphasized that there was no special school guidance on socialization or training on the use of the main English textbooks provided by the government. There are mixed opinions among English teachers at SMPN 4 Baubau regarding ministerial regulation No. 8 of 2020 regarding regulations on the use of main teaching materials in the learning process. Meanwhile, according to the five teachers, the form of support from the school/government authorities is as a provider and distributor of textbooks from the government to students at SMPN 4 Baubau. Meanwhile, the majority of teachers argued that the coordination was going well because the government instructions given by the Baubau City Education and Culture Office to schools have been implemented to date. According to the five teachers, the coordination and synchronization of the government or related offices with schools was running well. The five teachers also have the same voice regarding the fact that the complaint function regarding the impact of the regulation on the use of the main English textbooks in the learning process has not been effective. The five teachers regretted that there was no strategic program carried out by the government in addressing the disharmony of regulations or complaints from teachers about the use of appropriate English textbooks for students. Even though some of the teachers were just aware of the disharmony of this policy, most of them were not in doubt or confused about what choice they chose. Although some teachers have their own way of applying this rule, they have no concerns about official reprimands or sanctions from the government.

The teachers do not know the exact vision and mission of the government in issuing this policy. The teachers also did not know clearly the budget allocation for spending on main English textbooks from the government. The English teachers thought that relief in the economic section was the main thing that could be achieved by this policy, but some teachers feel that this policy has not had a significant impact even to the point of being considered an authoritarian form of education. There is quite a diverse process in the implementation of the main English textbook in the learning process of English subjects at SMPN 4 Baubau and they choose to apply it based on what the best for their own teaching process. They have a major obstacle in the content of the explanatory material of this book which is expected to be made fuller by sufficient explanation and also the obstacle that is the main worry of the teachers, namely this textbook which focuses on student interactive dialogue. The teachers hope that there will be special facilities provided to support this textbook from the government and the addition of various types of exercises as well as additional book accessories such as audio listening cassettes and videos that

can help students improve their dialogue skills. Four out of five English teachers at SMPN 4 Baubau did not agree with the statement that the factor for the failure of this policy was human resources or in this case was the English teacher himself. Some teachers argue that this government policy is ineffective in the learning process and is only effective in reducing the burden on student guardians from an economic perspective.

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