

Analysis of Minimum Service Standards (SPM) in the Education Sector in Brebes Regency

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Keywords			Abstract
Minimum Standards; Policy; Quality; Government.	Service Education Public Service Local		The fulfillment of Minimum Service Standards (SPM) in education represents a fundamental responsibility of local governments in guaranteeing citizens' basic educational rights. Despite this mandate, the achievement of the Education MSS in Brebes Regency during the 2022–2024 period has remained relatively low and shown limited progress compared to other basic service sectors. This study aims to examine the implementation of Minimum Service Standards in the education sector in Brebes Regency and analyze the factors influencing its performance. The research applies a qualitative descriptive approach using a case study design. Data were collected through interviews, observations, and document analysis involving relevant local government institutions. The analysis is guided by public policy implementation theory and the Total Quality Management (TQM) framework to assess service quality, coordination, and organizational commitment. The findings indicate that the implementation of Education MSS has not yet achieved optimal outcomes, particularly in early childhood education and equivalency education services. The main constraints include weak data processing, ineffective inter-agency coordination, limited resources in terms of both teaching staff and technical personnel, and suboptimal integration of regional development planning. Meanwhile, supporting factors consist of regulatory clarity, local government commitment, and utilization of the e-MSS system. This study concludes that strengthening policy implementation mechanisms and applying continuous improvement principles are key to enhancing the performance of Minimum Service Standards in the education sector at the local level.



INTRODUCTION

The Minimum Service Standards (SPM) represent provisions regarding the type and quality of basic services included in mandatory government affairs to which every citizen is entitled at a minimum. This constitutes a form of government guarantee to provide basic services for all citizens equally and with quality. The central government, through the Ministry of Home Affairs, routinely evaluates SPM implementation achievements in all districts/cities in Indonesia every year. This evaluation is conducted by the Directorate General of Regional Development via the e-SPM digital system to assess local governments' fulfillment of basic services in accordance with applicable regulations (Lina & Noer, 2025). The results of this evaluation are used as a basis for coaching and supervision in order to improve the quality of public services. According to Ipik Permana (2023) Public policy consists of decisions by government institutions or officials that aim to regulate public life, either directly or indirectly, to create order and public welfare. One tangible manifestation of this public policy is the implementation of Minimum Service Standards (SPM), which seeks to ensure equitable and quality basic services for all citizens.

Table 1. Data on the SPM Achievement Index (SPM IP) of Brebes Regency from 2022-2024

Yes	Types of Basic Services	IP SPM 2022	IP SPM 2023	IP SPM 2024
1	2	3	4	5
1	Educational Affairs	68,98	60,73	63,92
2	Health Affairs	74,96	84,30	84,72
3	Public Works and Spatial Planning Affairs	92,08	100	100
4	Public Housing and Settlement Matters	78,61	99,17	100
5	Peace, Public Order and Community Protection Affairs	49,98	98.25	100
6	Social Affairs	97,33	97.74	100

Source : *Report on the Implementation of SPM Achievements of the Brebes Regency Government for 2022-2024 (data processed by the author)*

According to the Ministry of Home Affairs evaluation, Brebes Regency's SPM Index in 2024 reached 89.02, categorized as Intermediate Completion, but ranked 35th out of 36 districts/cities in Central Java Province. This prompted the present study to examine Brebes Regency's SPM achievements from 2022–2024 to identify developments, trends, and influencing factors, serving as a basis for policy recommendations. Data from the Achievement Index (IP) of Minimum Service Standards (SPM) in Brebes Regency for 2022–2024 reveal variations across basic service sectors. Overall, the IP SPM shows a yearly upward trend, though some sectors remain suboptimal. Education recorded the lowest achievements, with a fluctuating pattern: 63.98 in 2022, decreasing to 60.73 in 2023, and rising to 63.92 in 2024. This underperformance relative to other basic services justifies focusing this research on SPM implementation in Brebes Regency's education sector.

In implementing SPM, local governments have flexibility to regulate and manage government affairs within the framework of the Unitary State of the Republic of Indonesia but remain bound by minimum service standards as a form of central oversight on public service quality. According to Hidayati (2019) states that local government implementation aims to accelerate community welfare by enhancing empowerment and services, community participation, and regional competitiveness, while adhering to principles of democracy, equity, justice, and regional peculiarities within the Unitary State of the Republic of Indonesia.

The fulfillment of SPM in the education sector is a local government obligation to guarantee citizens' basic rights to quality and equitable educational services. (Susanti & Sari, 2021). SPM not only functions as a normative instrument but also serves as a benchmark for local government performance in delivering public services in the education sector. Technically, SPM for Education Affairs is regulated in Permendagri Number 59 of 2021 and Permendikbudristek Number 32 of 2022, which cover three main service types: Early Childhood Education (PAUD), basic education, and equivalency education. PAUD services target children aged 5–6 years, fulfilling minimum standards for educators, infrastructure, and learning processes. Basic education serves children aged 7–15 years to ensure equitable and quality access. Meanwhile, equivalency education targets students aged 7–18 years who have not completed formal schooling, via Package A, B, and C programs.

Numerous previous studies indicate that Minimum Service Standards (SPM) implementation in Indonesia remains suboptimal across various public service sectors. In the health sector, SPM execution is deemed ineffective due to inadequate human resource readiness, limited facilities and infrastructure, and poor communication and coordination among service providers, ultimately impacting service quality for the community (Fauzia Yunus & Muhammad, 2024). These findings confirm that SPM implementation success depends not only on existing regulations but also on institutional and managerial capacity. In the education sector, research from various regions reveals a gap between established policies and field-level realization. Ardianto (2024) revealed that basic education SPM implementation

has not fully realized educational rights and quality, due to discrepancies between normative standards and actual service provision conditions. A similar condition was also found by Guntara (2021), who stated that achievements across all basic education SPM indicators were influenced by uneven teacher distribution and limitations in educational facilities and infrastructure.

Other research indicates that variations in SPM achievement are also influenced by management capacity and education management quality at regional and unit levels. Yuniati (2020) show that applying *Total Quality Management* (TQM) principles to support basic education SPM achievements remains suboptimal, characterized by persistent gaps in meeting service standards across schools. Meanwhile, Kaslam (2022) found that although education management planning is implemented effectively, SPM execution requires strengthening to ensure even improvements in education quality. Beyond management, human resources and policy communication are key determinants of SPM implementation. Zulfa (2023) emphasized that the failure to achieve SPM indicators is not solely due to budget limitations, but also to a lack of adequate implementing personnel. This is in line with the findings of Supriyati (2024) found that although education management planning is implemented effectively, SPM execution requires strengthening to ensure even improvements in education quality. Beyond management, human resources and policy communication are key determinants of SPM implementation. Susanto (2020) stated that the application of technology-based learning innovations is a form of adaptation of educational SPM in facing the demands of the Industrial Revolution 4.0. However, Kalele (2023) emphasized that, in general, education SPM implementation effectiveness at the regional level remains suboptimal and requires strengthened policies and enhanced implementer capacity. Based on these diverse study findings, Minimum Service Standards (SPM) implementation—particularly in education—faces persistent structural, resource, communication, and commitment challenges. Thus, further research on local-level SPM implementation is essential to deeply understand success and failure factors, enabling contextual and sustainable improvement strategies. Unlike prior studies, this research offers novelty by integrating Edwards III's public policy implementation theory and *Total Quality Management* (TQM) theory to analyze SPM execution in Brebes Regency's education sector, yielding a comprehensive view of policy aspects and service quality at the district level.

In preparing Brebes Regency's education SPM reports, the drafting team encountered primary obstacles: limited access and delays in data from technical units due to weak coordination and data management systems. Received data is often incomplete or misaligned with reporting needs, causing delays. This is worsened by poor integration between the Education Office and Ministry of Religious Affairs data systems—particularly for madrasah students—potentially leading to inaccuracies in education SPM indicators. Therefore, this study examines SPM implementation in Brebes Regency's education sector, including execution modalities, and supporting and inhibiting factors.

RESEARCH METHOD

This study employs a qualitative descriptive approach to deeply understand Minimum Service Standards (SPM) implementation in Brebes Regency's education sector. A qualitative design was selected due to the focus on policy implementation processes, mechanisms, dynamics, and factors influencing regional SPM achievement, aligning with Creswell (2014) on qualitative research characteristics.

The research was conducted in Brebes Regency, Central Java Province, primarily at the Education, Youth, and Sports Office—the regional apparatus responsible for SPM implementation and reporting in education. This location was chosen based on the relatively low SPM Index for education compared to other basic services, warranting deeper analysis.

Study subjects were selected via purposive sampling, targeting informants with relevant involvement, authority, and knowledge of education SPM execution. Informants totaled 7, including Education Office structural officials and technical staff, Governance Section personnel, e-SPM managers and operators, and representatives from education units and related agencies. Informant numbers remained flexible, guided by data saturation principles.

Data collection involved in-depth interviews, observations, and documentation. Semi-structured interviews elicited insights on SPM implementation, data management, inter-agency coordination, and challenges. Observations covered SPM report preparation and e-SPM data entry processes. Documentation provided secondary data such as SPM reports, regulations, planning documents, and supporting materials. To maintain the validity of the data, this study applied the triangulation technique as proposed by (Sugiyono, 2019). Triangulation is a data validity check technique that utilizes other sources outside of the main data for the purpose of checking or as a comparison of the data (Moleong, 2017).

Data analysis was carried out qualitatively using the interactive analysis model of Miles and Huberman (2014), which includes the stages of data reduction, data presentation, and conclusion drawing. The data obtained from interviews, observations, and documentation were selected and focused according to the research objectives, then presented in the form of a descriptive narrative to facilitate the extraction of meanings and patterns of relationships between phenomena.

The performance benchmarks in this study are based on the indicators of the Minimum Service Standards (SPM) in the Education Sector, as stipulated in Permendikbudristek Number 32 of 2022, and the achievement of the SPM Achievement Index (IP), reported through the e-SPM system. Performance measurement was carried out descriptively by comparing the actual achievements of indicators, the number of service recipients, and budget support against the established technical standards.

This study uses the *Total Quality Management Theory* (TQM) and Edwards III's Public Policy Implementation Theory, which are referenced from the main reference book. TQM theory is used to analyze the quality of educational service implementation through eight dimensions, namely customer focus, leadership, human resource engagement, process approach, system approach to management, continuous improvement, fact-based decision-making, and mutually beneficial relationships with stakeholders. Meanwhile, Edwards III's Public Policy Implementation Theory is used to analyze the success of SPM implementation through four dimensions, namely communication, resources, disposition, and bureaucratic structure. The two theories are used as a conceptual framework in analyzing the implementation of the Minimum Service Standards (SPM) for the Education Sector in Brebes Regency.

RESULTS AND DISCUSSION

Implementation of Minimum Service Standards (SPM) in the Education Sector in Brebes Regency

The implementation of SPM in the education sector is characterized by efforts to meet technical indicators such as the number of students receiving services, the availability of educational units, and regional budget support. However, these achievements have not fully reflected the quality of equitable services, especially in areas with limited infrastructure and educator distribution. This shows that SPM implementation is still more oriented toward administrative fulfillment of indicators rather than improving overall service quality. The discussion of this research's results begins with an analysis of policy implementation using the George C. Edwards III model framework. This analysis model examines the implementation of the Minimum Service Standards (SPM) policy in the Education Sector by evaluating four main variables: communication, resources, disposition, and bureaucratic structure.

Communication is an important factor in implementing the Minimum Service Standards (SPM) for Education in Brebes Regency because it involves various stakeholders across sectors and government levels. The study results showed that communication was carried out through coordination meetings, SPM desks, field monitoring, official letters, and the e-SPM application. According to Mazmanian and Sabatier (1983: 20), policy implementation is the process of carrying out basic policy decisions—usually outlined in laws, regulations, or court decisions—until the policy produces societal impact. In other words, implementation is not limited to enacting regulations but also ensures that policy goals and objectives are achieved through concrete actions by implementers at various government levels. The SPM desk, managed by the Governance Section, serves as a medium for aligning perceptions among technical OPDs regarding indicators, reporting mechanisms, and responsibilities for SPM implementation. This was emphasized by the Head of the Governance Section, who stated, "the SPM desk is carried out to bring together SPM operators and the technical field to understand the data needed and the achievements that are still low." Although communication among implementers is proceeding relatively well, obstacles persist in data collection due to limited time and high workloads for SPM operators, impacting the accuracy and speed of reporting SPM Education achievements.

The resource dimension is one of the main determinants in the Edwards III policy implementation model, directly affecting public policy success. The study results show that SPM implementation for the Education Sector in Brebes Regency still faces resource limitations in both quantity and quality, particularly regarding early childhood education educators (PAUD & Non-Formal Education (PNF)), technical personnel, and educational facilities and infrastructure. These limitations affect the effectiveness of administrative tasks, data management, and educational service quality at the unit level. This condition is reflected in the statement of the Head of the PAUD & Non-Formal Education (PNF) Division of the Brebes Regency The Brebes Regency Education, Youth and Sports Office, who noted that "the number of kindergarten teachers in Brebes Regency is only 1 Government Contract Employees (PPPK) and 16 civil servants," highlighting the imbalance between service needs and human resource availability. Although planning and allocation of the education budget meet mandatory spending provisions, field findings indicate that budget size is not fully proportional to real needs, especially for infrastructure and educator adequacy. Thus, the resource dimension remains an inhibiting factor in SPM Education implementation in Brebes Regency.

Table 2. Data on the Distribution of Teachers at the PAUD, Elementary, and Junior High Levels in Brebes Regency

NO	ASPECT	NUMBER AND TARGETS OF EDUCATIONAL FACILITIES					
		CIVIL SERVANT TEACHER			PPPK TEACHER		
		Early Childhood Education	Elementary School	Junior High School	Early Childhood Education	Elementary School	Junior High School
1	Salem		142	39		286	85
2	Bantarkawung	1	173	41		322	62
3	Bumiayu	5	143	84	1	338	63
4	Paguyangan	2	142	57		280	58
5	Sirampog	1	89	25		191	40
6	Tonjong	2	117	52		228	49
7	Larangan	3	188	67		262	85
8	Ketanggungan	3	152	55	1	291	96
9	Banjarharjo	4	188	53		331	98
10	Losari	2	186	61		339	88

11	Tanjung		154	69		210	111
12	Kersana	3	105	52		184	67
13	Bulakamba	4	194	66		358	78
14	Wanasari	3	182	66	1	377	86
15	Songgom	1	96	52		167	68
16	Jatibarang	5	114	60		239	81
17	Brebes	13	278	164	2	473	135
TOTAL		27	52	2643	5	4876	1350

Based on the data displayed, it can be seen that the number of PAUD teachers is still relatively very limited compared to the elementary and junior high school levels. On the other hand, the availability of teachers at the elementary and junior high school levels shows a more adequate number, thus reflecting the inequality in the distribution of educators between education levels that need attention in an effort to meet the Minimum Service Standards (SPM) in the education sector.

The Dimension of Disposition in the Edwards III policy implementation model refers to the attitude, commitment, and willingness of the implementing apparatus in carrying out the policy according to the set objectives. The results of the study show that the implementation of the Minimum Service Standards (SPM) for the Education Sector in Brebes Regency is supported by a relatively positive disposition of implementers, especially shown through commitment and strong encouragement from regional leaders to technical OPDs. This support is reflected in the determination of the improvement of the Human Development Index (HDI) as a priority for regional performance as well as support for innovations and improvement measures proposed by the Education Office, as conveyed by the Head of the PAUD & Non-Formal Education (PNF) Division of the Brebes Regency The Brebes Regency Education, Youth and Sports Office: "As soon as I was entrusted to serve as the Head of the PAUD and Non-Formal Education (PNF) Division, I was challenged by the Regent of Brebes to raise the Human Development Index (HDI) in Brebes Regency". In addition to the leadership level, the attitude of the implementers is also reflected at the operational level through providing opportunities for teachers to participate in technical guidance and capacity building, especially related to innovation and digitalization of learning. These findings show that the attitude, commitment, and motivation of the apparatus have played a role in supporting the implementation of SPM Education in Brebes Regency, although strengthening the disposition on a sustainable basis is still needed so that the achievement of SPM can be more optimal and sustainable.

Meanwhile, in the dimension of the bureaucratic structure, it still faces the main challenge in the form of unclear division of duties and authority, both within the Education, Youth, and Sports Office and in coordination across Regional Apparatus Organizations (OPD). The complexity of the organizational structure, the number of sub-activities managed, and the overlap of main tasks and functions between fields have the potential to reduce the effectiveness of coordination and the efficiency of budget management. In addition, the process of adjusting to changes in the nomenclature of regional apparatus also affects the clarity of roles and responsibilities in the implementation of SPM. This condition shows that strengthening the bureaucratic structure through affirmation of authority, simplification of coordination flows, and harmonization of tasks between OPDs is an important prerequisite to increase the effectiveness and accountability of the implementation of SPM Education in Brebes Regency.

In addition to being reviewed from the aspect of policy implementation, the implementation of SPM in the Education Sector in Brebes Regency is also analyzed using the *Total Quality Management* (TQM) Theory according to Gaspersz (2005:233) which emphasizes eight main dimensions in improving service quality.

In the *Customer-Defined Quality dimension*, the results of the study show that the implementation of the Minimum Service Standards (SPM) in the Education Sector in Brebes Regency has not been fully felt evenly by all service recipients. The level of community satisfaction varies, especially in formal education services, where there is still dissatisfaction with the condition of facilities and infrastructure that have not met the needs of learning. On the other hand, non-formal education services are considered more adaptive and responsive to the needs of the community, especially in the development of skills that are relevant to social conditions and the world of work. These findings emphasize the need to optimize the quality of education services that are more oriented to the needs and satisfaction of service recipients so that the implementation of SPM provides real benefits.

In the *User Partnership dimension*, the results of the study show that the partnership between the Brebes Regency Government with the community, non-formal educational institutions, and the private sector has a strategic role in supporting the implementation of the Minimum Service Standards (SPM) in the Education Sector. The limited resources of local governments encourage the need for collaboration through the involvement of non-governmental institutions and the use of corporate social responsibility (CSR) programs as an alternative to support the fulfillment of SPM indicators. Findings on the ground show that the partnership has made a real contribution, especially in the provision of infrastructure facilities and the development of non-formal education programs that are relevant to the needs of students. Thus, cross-stakeholder synergy is an important factor in improving the quality and sustainability of education services in Brebes Regency

In the dimension *of Stress Continuous Improvement*, as said by Wayne Parsons who stated that the community's response to the resulting policies then becomes feedback for the government in the next policy formulation process, so that public policy is understood as a process that takes place in a sustainable manner. The results of the study show that the Brebes Regency Government has carried out various continuous improvement efforts in the implementation of the Minimum Service Standards (SPM) in the Education Sector through an adaptive and innovative approach. These efforts include strengthening institutional capacity through the addition of PAUD and Non-Formal Education (PNF) supervisors, increasing the equitable distribution of services by transferring the status of Pertiwi Kindergarten to State Kindergarten, the establishment of study groups (Pokjar) in industrial areas, and the use of CSR to support non-formal education infrastructure. In addition, continuous improvement is also reflected in the SPM evaluation and reporting mechanism which is carried out regularly through quarterly evaluations by the Central Java Provincial Inspectorate and follow-up recommendations by the relevant OPDs. However, the effectiveness of continuous improvement still requires strengthening the aspects of consistency of implementation and commitment across OPDs so that improving the quality of SPM is not only administrative, but also has a real impact on the quality of education services.

In the *dimension of Top Management Commitment*, the results of the study show that the commitment of regional leaders has a strategic role in the implementation of the Minimum Service Standards (SPM) for the Education Sector in Brebes Regency, especially in determining policy directions, setting program priorities, and supporting efforts to improve the quality of education services. The Brebes Regent's support for regional performance achievements, including SPM in the Education Sector, is reflected in the attention and approval of various improvement measures proposed by the technical regional apparatus. However, at the implementation level, coordination challenges are still found, especially related to the involvement and commitment of some OPD heads in fulfilling SPM achievements. On the other hand, at the level of the Education Office, organizational leaders are considered to be actively involved in decision-making and program control related to the achievement of SPM. These findings show that although the commitment of regional leaders has been built normatively,

strengthening the active involvement of technical OPD leaders is still needed so that policy support can be implemented more effectively at the operational level.

In the *dimension of Objectives Aligned with Business* (alignment of strategic objectives with SPM indicators), the results of the study show that the implementation of the Minimum Service Standards (SPM) for the Education Sector in Brebes Regency has been planned to be aligned with regional strategic goals. All SPM indicators have been integrated in the Strategic Plan (Renstra) and Work Plan (Renja) documents of the Education, Youth and Sports Office, so that the planned programs and activities are systematically directed to support the achievement of SPM targets as well as regional development goals, such as improving the quality of human resources and the Human Development Index (HDI). This alignment shows that the fulfillment of SPM is not only normative, but also part of the regional development strategy.

In the *Measurement dimension*, the results of the study show that the measurement of the achievement of the Minimum Service Standard (SPM) in the Education Sector in Brebes Regency has been supported by the use of the Bangda e-SPM application as a standardized reporting system and facilitates periodic monitoring of performance achievements. The implementation of e-government is one of the important instruments in efforts to improve the quality of public services through the use of information and communication technology. This is in line with the opinion of Nariyah (2023) who stated that "*one of the objectives of implementing e-government is for institutions government can provide better public services.*" The quote emphasizes that the implementation of e-government is not solely aimed at digitizing government administration processes, but rather is directed at improving the quality of public services. However, the effectiveness of achievement measurement still faces obstacles, especially in the availability, timeliness, and accuracy of data from the technical field of implementers, limited human resource capacity, and operator workload that has not been distributed proportionally. In addition, errors are still found in determining the target recipients of services on several indicators, which has an impact on the accuracy of the calculation of SPM achievements. These findings show that the success of measuring SPM achievement does not only depend on the reporting system, but also on strengthening the capacity of the apparatus and a substantive understanding of the indicators and data logic used.

In the *dimension of Employee Involvement*, the results of the study show that the involvement of apparatus has an important role in the implementation of the Minimum Service Standards (SPM) for the Education Sector in Brebes Regency, including the role of supervisors, educators, and SPM operators. The limited number of supervisors and the high workload of the apparatus have an impact on the effectiveness of SPM coaching, supervision, and reporting, even though various efforts have been made to increase capacity, plans to add supervisors, and strengthen human resource competencies through learning and comparative studies. From the perspective of service recipients, the competence and concern of teachers are seen as key factors in improving the quality of education. These findings show that although employee involvement has shown positive developments, strengthening the number, capacity, and distribution of the apparatus's workload is still needed so that the implementation of SPM Education can run more optimally and sustainably.

In the *dimension of Reward and Recognition*, the results of the study show that the reward mechanism has an important role in encouraging the improvement of apparatus performance and accountability in the implementation of the Minimum Service Standards (SPM) in the Education Sector in Brebes Regency. The achievement of SPM in Brebes Regency, which is still relatively low, is reflected in the regional ranking at the provincial level, showing the need for more effective motivational instruments for implementing officials. Every organization, whether small, medium or large, will design a compensation system for its employees with the aim of attracting, retaining and motivating them (Siswoyo et al., 2019). These awards are not

always material, but they can also be formal recognition, promotions, advanced training, or public appreciation that can motivate employees to continue to innovate and work to high standards. The provision *of rewards and recognition*, both at the national and provincial levels, functions not only as a form of appreciation for performance achievements, but also as a means of evaluation and encouragement for local governments to improve the quality of basic service fulfillment. This mechanism encourages the creation of healthy competition between regions while strengthening the local government's commitment to improving the achievement of SPM in a sustainable manner, especially in the education sector.

Supporting and Inhibiting Factors for the Implementation of SPM in the Education Sector in Brebes Regency

Supporting Factors for the Implementation of SPM in the Education Sector

The implementation of SPM in the Education Sector in Brebes Regency is supported by several factors, namely:

1. **Policy Support and Commitment of Regional Leaders**
The support and commitment of regional leaders, especially the Regent of Brebes, is reflected in the determination of strategic performance targets such as the Human Development Index (HDI) related to the achievement of SPM Education. This commitment strengthens the disposition of policy implementers and is in line with the principles *of Total Quality Management (TQM)*.
2. **Alignment of Planning and Budgeting with SPM Indicators**
All SPM Education indicators have been integrated in the planning documents of the Brebes Regency Education, Youth and Sports Office, starting from the Strategic Plan, Renja, to the Regional Government Budget (APBD), so as to show the integration between strategic goals, SPM indicators, and budget support.
3. **Utilization of the Bangda e-SPM Application**
The Bangda e-SPM application supports systematic, measurable, and uniform SPM data management and reporting, equipped with guides, document templates, and achievement visualizations as the basis for planning and evaluating performance.
4. **Continuous Improvement Efforts and Routine Evaluation**
The Brebes Regency Government implements various flagship programs such as the Back to School Movement, school revitalization, equality education, regional scholarships, and education digitalization. This effort is strengthened by layered evaluations by the central government, provinces, Education Quality Assurance Center (BPMP), and routine monitoring at the regional level.
5. **Partnerships with Various Parties**
The implementation of SPM Education is supported by partnerships with the community, non-formal educational institutions, and the private sector through CSR programs as an alternative to support the fulfillment of educational services.
6. **Increased Employee Engagement and Capacity**
Increasing the capacity of human resources is carried out through the addition of supervisors, the implementation of technical guidance, and strengthening the competence of SPM operators to improve the quality of the implementation of SPM Education.

Factors Inhibiting the Implementation of SPM in the Education Sector

This study identified several factors that hinder the implementation of SPM in the Education Sector in Brebes Regency, as follows:

1. **Limited Human Resources**
The limited number of technical personnel, education supervisors, and teachers—especially at the PAUD level—is the main obstacle in fulfilling the SPM indicators. The inequality in the distribution of educators between levels of education has an impact on the effectiveness of the implementation and supervision of educational services.
2. **Communication and Coordination Problems**
Coordination across OPDs is still not optimal, especially in the collection and reporting of SPM data. High operator workloads, uneven division of tasks, and limited authority in encouraging data provision lead to delays and inaccuracies in reporting.
3. **Weaknesses of Bureaucratic Structure**
Unclear tasks and functions between fields, complexity of organizational structure, and changes in OPD nomenclature hinder the clarity of roles and responsibilities in fulfilling SPM indicators.
4. **Inaccuracies in Service Goal Setting**
The limited understanding of the apparatus of SPM indicators and the lack of optimal data integration across sectors cause inaccuracies in determining service recipient targets and measuring achievements, so that there is a risk that it does not reflect the real needs of the community.
5. **Limited Involvement of OPD Leaders at the Technical Level**
The involvement of some OPD leaders in solving technical problems in the implementation of SPM is still not optimal, so the implementation and coordination are more charged to the technical team and SPM operators.
6. **The Gap between Planning and Perception of Service Recipients**
Although the allocation of the education budget has met the mandatory spending provisions, the perception of service recipients shows that the quality of educational facilities and infrastructure is not fully as expected, which indicates that the impact of SPM on the quality of services felt by the community has not been optimal.

CONCLUSION

This study concludes that Minimum Service Standards (SPM) implementation in Brebes Regency's education sector has, in principle, adhered to applicable laws and regulations. SPM execution involves multiple regional apparatuses, with the Education, Youth, and Sports Office as lead implementer and the Governance Section coordinating facilitation, compilation, and reporting of achievements.

From Edwards III's policy implementation perspective, the communication dimension employs formal mechanisms like SPM desks, coordination meetings, and periodic evaluations. However, effectiveness is hindered by delays and data inconsistencies from low responsiveness among some technical OPDs. In the resources dimension, budgets are relatively adequate, yet SPM faces human resource shortages in quantity and competence, plus uneven educational facilities and infrastructure at unit levels.

The disposition dimension reflects regional leaders' commitment to advancing education development and SPM fulfillment. However, some technical OPD leaders' active involvement in resolving operational issues remains suboptimal. Meanwhile, the bureaucratic structure dimension reveals organizational complexity and authority overlaps—between fields and OPDs—undermining policy consistency and effectiveness.

From a Total Quality Management (TQM) perspective, quality improvement principles in education SPM are emerging through continuous evaluation, national system-based measurement, information technology use, and stakeholder partnerships. Yet, service quality falls short of recipients' expectations, necessitating stronger apparatus involvement, human resource capacity building, and consistent follow-up on evaluations.

Overall, Brebes Regency's education SPM shows correct policy direction but requires bolstered inter-OPD coordination, human resource capacity, OPD leadership roles, and planning-policy integration to yield not just administrative achievements but tangible education service quality improvements.

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