



AMUNG MA'MUN

Development of the Educational Sport in Indonesia: The Policy Study Based on the Law of National Sports System

ABSTRACT: *The National Sports System Law in 2005 stated that the scope of sports system in Indonesian is divided into three components, they are: Educational Sport, Recreational Sport, and Competitive Sport. Like it or not, there has been still a bias in the way peoples gave meaning of the sports in the planning document, which is irrelevant with the true meaning purported by the law; and in which it is also still meant that the sports should be directed to the cultivation of the high performance solely. This is definitely inaccurate meaning for which the real meaning of educational sport has its own goal and different targets, giving children broader opportunities to expand and explore their own potentialities. The policy to develop educational sport is supposed to be concentrated on the improvement of physical education and sport program quality; to increase the number of schools organizing sport extra-curricular activities, sport units, and sport classes; to improve the quality of services and management of the Education and Training Center; and to increase the number of sports school in many region of provinces in Indonesia with national standard. If all those mentioned activities could be improved, then, this educational sports program will undoubtedly contribute positively to the sports development foundation in Indonesia generally.*

KEY WORD: *Development of educational sports, recreational sport, and competitive sport, policy review, sports law, and sports development foundation in Indonesia.*

RINGKASAN: *“Pembangunan Olahraga Pendidikan di Indonesia: Studi Kebijakan Berdasarkan Undang-Undang Sistem Keolahragaan Nasional”. Undang-Undang Keolahragaan Nasional Tahun 2005 menyatakan bahwa ruang lingkup sistem olahraga di Indonesia dibagi menjadi tiga komponen, yaitu: Olahraga Pendidikan, Olahraga Rekreasi, dan Olahraga Prestasi. Suka atau tidak, masih ada bias dalam cara orang memberi arti olahraga dalam dokumen perencanaan, yang tidak relevan dengan makna sebenarnya didalam undang-undang; dan yang masih juga berarti bahwa olahraga harus diarahkan untuk mencapai prestasi puncak semata-mata. Ini jelas makna tidak akurat dalam arti yang sebenarnya dalam olahraga pendidikan, yang memiliki tujuan sendiri dan target berbeda, yakni memberikan anak-anak kesempatan yang lebih luas untuk mengeksplorasi potensi mereka dan mengembangkannya. Kebijakan untuk mengembangkan olahraga pendidikan seharusnya berkonsentrasi pada usaha untuk meningkatkan kualitas program pendidikan jasmani dan olahraga; untuk meningkatkan jumlah sekolah yang menyelenggarakan kegiatan olahraga ekstra-kurikuler, unit olahraga, dan kelas olahraga; untuk meningkatkan kualitas pelayanan dan pengelolaan Pusat Pendidikan dan Latihan; serta untuk meningkatkan jumlah sekolah olahraga di banyak wilayah provinsi di Indonesia dengan standar nasional. Jika semua kegiatan tersebut dapat ditingkatkan, maka program olahraga pendidikan ini pasti akan memberikan kontribusi positif bagi fondasi pembangunan olahraga di Indonesia pada umumnya.*

KATA KUNCI: *Pembangunan olahraga pendidikan, olahraga rekreasi, olahraga prestasi, kajian kebijakan, undang-undang olahraga, dan fondasi pembangunan olahraga di Indonesia.*

About the Author: **Dr. Amung Ma'mun** is a Senior Lecturer at the Department of Sports Education, Faculty of Sports and Health Education UPI (Indonesia University of Education), Jalan Dr. Setiabudhi No.229 Bandung 40154, West Java, Indonesia; and now is an Expert Staff for Information and Communication at the KEMENPORA RI (Ministry of Youth and Sports Affairs of the Republic of Indonesia) in Jakarta. The author can be contacted via e-mail at: amg_mamun@yahoo.co.id

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INTRODUCTION

One of the monumental moment in the history of the Indonesian sport development has been the officially ratification of the Sports Law Number 3 of the year 2005 (Ma'mun, 2014b). Unfortunately, after 10 years of development process, since the Sports Law firstly ratified and referred to as the legal umbrella of the Indonesian sports system, there has been no improvement in terms of mass participation in sports, as some people also even called it as stagnant. There has been no significant leap on the advancement of sports, especially in the area of "Sport for All" programs. The same circumstances also occurring on the segment of educational sport as the integral part of the schools and universities lives. If only the existing results should be deemed as progress, those all are far from the satisfying expected results and the development process seemed to be to run in laxity.

These facts and situation have encouraged the writer to put a special attention on how could we evaluate the programs on the sense whether or not they are relevant and in line with the dictated messages of the Sports Law. The writer assumed that the Sports Law has been formulated in a very comprehensive manner, including the strategy steps to be carried out, both for the government at any level and for the society needs. If there is a discrepancy on how the sports society interpreted the way the educational sport to be developed in different way from it is purported in the Sport Law, then, there should be big problems.

Moreover, we could infer that the main reference source for the assumption of sports development on the Sports Law is "the house of sport theory" from Geoff Cook, an expert from the Great Britain (cited in UN, 2004 and 2005). As has been quoted by Kevin Hylton & Peter Bramham (2010), the theory of house of sports underlined the basis for sports development process stood, firstly, on family involvement in which kid and children introduced to sports by their parent; and then, secondly, continue to engage more intensely in the schools span years through the university; and finally, thirdly, they will be refined and utilized either systematically or not in the

society's lives settings (Hylton & Bramham, 2010:5).

From those sports activities span series, it is expected that children who loves to further develop their talent in sports could be recruited into talent development program that will be housed in the program called school sport clubs. For those eligible in terms of their potentialities, they will be entered into the elite school sport unit or further when their age is appropriate they will be also integrated into special sport schools, like SKO (*Sekolah Khusus Olahragawan* or Special Sports School) of Ragunan in Jakarta, SKO Sidoarjo in East Java, SKO Jakabaring in Palembang, South Sumatera, and so on.

In Indonesia, there has been four existing SKO to be officially organized by the province governmental level. From this picture, it is easy to conclude that the management of organizing the special sports school is not seriously prioritized yet, because after so long, the number of these schools have never been increased (Hanif, 2011). We may make simple comparison with the existing number of sport schools in Thailand, for instance, which have now been around 26 schools (Ma'mun, 2014a).

In bottom line, the theory of house of sports acknowledged the critical contribution of in family and early aged experiences into the sports system development and purported them as the strong foundation to lay the ground of the basis for later development in the schools and universities lives. From those descriptions, it could easily be concluded that the goal of participating in sports is not merely and solely to become top or elite athlete, but most importantly is to make use of the participation for the sake of personal and social benefits given the facts that sport contains so many valuable values (Mutohir, 2002; and Ma'mun, 2014b).

This is slightly different from what the traditional model advocates believe of the sports goal, especially if we compare it with the goal of pyramid model (Hylton & Bramham, 2010:5), that someone's participation in sports is to excel in sport. The model (pyramid model) itself underlined the importance of the emphasis on each level, in which the first base of the model represent participation goal as

the foundation, the next level up is improving the number of mass participation, and the next level further is to specialized and improving performance, and the highest level will be for athletes to become excellence (Hylton & Bramham, 2010). As could be seen from the model, each level represents the different number of participants, which end up in the last level with only limited number of person to be involved.

The way of the Sports Law gives meaning into the sports development could be traced from chapter 17, that the scope of sports are divided into: educational sport, recreational sport, and competitive sport. It is also stated implicitly that the way we translate this sports development concept in the law is encouraged to integrate the three scopes of sports into a simultaneously development process. In reality, however, this will be very difficult to realize, for which, very often, the target formulation is always narrowly formulated and only for the sake of short-term period objectives.

Mostly, all implemented program to develop sports are really imbalance in proportion between these educational sport, recreational sport, and competitive sport. There is also tendency that the way people gives meaning to the development concept to be too heavily focused on the pyramid model, so that, in reality, this sports development process will be biased and often translated incorrect hope, concept, and substance from what existed in the sport law.

For this reason, this paper will elaborate the more accurate concept of sports development on the segment of educational sport as it is explicitly stated on the Sports Law. This will directly to have a strong connection and even contributing for the development of elite competitive sports. To formulate this educational sport to be more in line with the content of the National Sport System Law, it is expected that the implementation of this educational sport could be considered more precisely and prudently.

For the above consideration, the scope of this paper will be based on the general inquiry that is: how this educational sport concept and its development effort is seriously deemed

as one of the policy reviews relevant to the National Sport System Law? Specifically, how this educational sport development is in line with the effort of student elite athletes' improvement program?

REVIEW ON PROBLEMS AND CHALLENGES OF SPORTS DEVELOPMENT

For Years 2010 to 2014. In the strategic planning of the Ministry of Youth and Sports of the Republic of Indonesia, for the period 2010 to 2014, that is stated on the Minister Regulation No.0022 Year 2010 (Kemenegpora RI, 2010:23-26), we could summarize detail problems and challenges of the sports development, which include: management system of the sports development in the segment of educational sport, such as PPLP (*Pusat Pendidikan dan Latihan Pelajar* or School Students Training Camp) 133, PPLM (*Pusat Pendidikan dan Latihan Mahasiswa* or University Students Training Camp) 21, and special sport schools 4 is not standardized, as the result of low quality of the sports personnel in carrying out the message of making broad foundation level and due to limited of infrastructure and training facilities (Ma'mun, 2014b).

The low of mass participation in sports due to lack of efforts in cultivating sports as society's culture; which is shown by the participation level of kids aged 10 in the 26.9% and the value of SDI (Sport Development Index) which is also still low. The weak of efforts in improving sports achievement, in both national and international level, which part of the followings impetus: the system of making strong foundation on sports is not optimally implemented, the limitation of applying science and technology and health science in sports program, and still limited the number and quality of sport professionals.

The lack of financial support, both in the national and province government level, and the poor level of appreciation and merit system for the excellent sportsmen and athletes, including in the management system in general and the sport facilities based on survey of BPS (*Badan Pusat Statistik* or Center Body of Statistics) through PODES (*Potensi Desa* or Village Potential) in 2008.

The aforementioned problems, though

has been encompassing the three scope of sports, but can be deemed as remain bluntly formulated. The first problem is identified in the segment of educational sport that is still not in line with the real expected meaning on the UUSKN (*Undang-Undang Sistem Keolahragaan Nasional* or Law of National Sports System), since it still is interpreted as the entry point into the student elite level of sporting system with solely directed into the achievement of high sports performance (Ma'mun, 2014b).

This is, of course, one of the inaccurate kind of giving meaning into it, in which the true and ultimate goals of the educational sport is to become an integral part of the students' lives in the school settings. This is, of course, also implied that the system should also provide a pathway for all students to have access into such program, which allowing them to grow their potentiality into the best and perfect possibilities. Only when some students are really interested and talented in the elite level of sport, then, they will be treated as the specialist with better training process and other facilitated treatment (Mutahir, 2002; and Ma'mun, 2014b).

The another problem was, based on the calculation of the SDI, among which its indicator includes participation level, public space, fitness level, and quality of sports human power, it is concluded that the value of Indonesian sports is still in the poor level, which indicates that the segment of recreational sport is still in its infancy level. This will be strongly deemed that the government efforts in building the strong foundation with involving the society to take part in sports and making it as culture and d on chapter 19 verse 1 in UUSKN in 2011, that recreation sport should be part of recovery process and improving the fitness level (Kemeneppora RI, 2011:11). For that reason, it is not exaggerated to say that it is very important duty of the government to generate program and system to implement this recreational sport for the benefit of human lives quality.

The problem related to sports development, and this was the crucial thing, was the system of development itself. This related directly to any issues regarding

athletes, coaches, training sites and facilities, science and technology implementation, each of which will need special description to make it clearly understood.

The problems closely related to financial support, in which if it is seriously conceptualized will no longer become a big deal in the context of three segments of sport scope, including the whole components of each segment. The issue is related to the security system, especially in the context of appreciation and its management system in general. In this issue seemed clear that the government tends to be not too consistent in the sense that there is no consistency between issue of appreciation, management system, and the profile of infrastructure in national and regional level.

The Minister Regulation or PERMENPORA RI (*Peraturan Menteri Pemuda dan Olahraga Republik Indonesia*) No.0022 also clarified that the challenges in the future is to improve the cultivation program and elite competitive sports that be supported by the sufficient budget, facilities and other infrastructure, sports appreciation, as well as sports system optimization to integrate the whole segment of educational sport, recreational sport, and competitive sport (Kemeneppora RI, 2010).

A strategic planning is truly an important document in the Ministry level for which its formulation process has been always referred to the National Development Planning System, based on UU (*Undang-Undang* or Law) No.25/2004); whilst the substance always referring to National Development Long Term Planning, based on UU No.17/2007; as well as a manifestation of National Middle Term Development Planning or RPJMN (*Rencana Pembangunan Jangka Menengah Nasional*), based on PERPRES (*Peraturan Presiden* or Presidential Decree) No.5/2010. It is, therefore, this strategic planning will become an integral part of the government implementation system, so that all plan and budgeting program will be referred to it (*cf* Setneg RI, 2004, 2007 and 2014; and Ma'mun, 2014b).

When the problems in the strategic planning are inaccurately formulated, it will consequently impact on the plan and budgeting program. It is, therefore, highly

important when this plan and budgeting program is also simultaneously referred to the highest law reference in sports, that is National Sports System Law or UUSKN (*Undang-Undang Sistem Keolahragaan Nasional*), which already described comprehensively all the scope of sports from which all strategic issues and all problems are derived.

For Years 2015 to 2019. Related to these problems of the sports development in the five years from now (2015-2019), Amung Ma'mun (2014b) has identified on his own paper that: the system of sports elite development is not yet well managed as the consequence of not being standardized, not being integrated of the policy of sports development between those in the central government and local level, not being well organized of the young level development, limited numbers of the qualified sports personnel, limited numbers of sports facilities for the training camps, not being structured of the appreciation system, not well developed the training camps in all provincial level, not being well organized of the competition system and its sports industry, as well as not being optimized of the sports science and technology implementation; poor percentage of the participation level of the society in sports (in which sports is not yet becoming a healthy and active lifestyle) as the consequence of the absenteeism of systematic, structured, and broadly implemented "sports for all" program; alienated the educational sports program, such as poor quality of sports and PE (Physical Education) program at schools, low numbers of sports activities and especially sports classes, the absenteeism of special sport schools for the talented student athletes in provincial level, not existed of the special sports program, not revitalized of the schools and university students training camp or PPLP (*Pusat Pendidikan dan Latihan Pelajar*) and PPLM (*Pusat Pendidikan dan Latihan Mahasiswa*); and not well organized of the competition format for sport school and university students (Ma'mun, 2014b).

If we take a more deeply look at this problems, we could infer that the first mentioned problem is giving us a clue that identical with the problematic of the competitive sports as a whole. As an analogy,

we could withdraw the case of the Incheon Asian Games 2014 just a year ago. There was a noticeable strong competitiveness of the six countries as the highest medal collectors in this Game. The analogy in this sense is the 30-floor building in which all the medals are collected in the 30th floor. To be able to get the medal/s, all nations is to build a building system in their own country, which of course should also replicate the building as high or almost as the 30-floor building mentioned in the first feature. This building system should in nature encompass all factors indicating the world-class sports development system for each sports federation. The higher the level of this sport to the 30th floor, the better chances for that sports to reach the 30th floor to collect or at least to steal the medals provided.

This analogy resembles the competitiveness nature of the sports from all countries participating in the Game. From this perspective, now we could then to identify which sports of the Indonesian sports federation that will have better chance to steal the medal/s from such game as Asian Games. It could not be denied that the answer is only badminton that possessing the possibility. This sport has been consistently proven itself to possess all indicators as a world-class sport in the Asia and even in the world level. This sport (badminton) has been proven consistently to contribute gold medals in many multievents, such as Asian Games and Olympic Games for Indonesia.

As we have might known, the development program for this badminton is centralized in the national training camp, which all supporting factors have been beyond the level of minimum standard of execution. As we have known, the badminton training camp has been carried out continuously without being interrupted, as well as being supported by the strong squad of professional coaches and other personnel. The management of the organization is relatively good with minimum internal conflict and supported with a broad training system, in which all provincial region all over Indonesia conducting simultaneous training process in the level of clubs under the management of each sport federation. Not too exaggerated as well to mention that this sport

Table 1:
Distribution of Medals Tally of the Best Sixth Asian Games XVII/2014 di Incheon, South Korea

No	Country	Medal	%	Floor	Remarks
1.	China	151	34.79	10.5	Thirteen and half
2.	Korea	79	18.20	5.5	Eight and half
3.	Japan	47	10.83	3.0	Five
4.	Uzbekistan	28	6.45	2.0	Four
5.	Iran	21	4.84	1.5	Three and half
6.	Thailand	12	2.76	1.0	Three
17.	Indonesia	4	0.92	0.3	Basement

also has the best and regular competition both in provincial, national, and international level as have been scheduled on yearly competition schemes. Last but not least, it is relatively good to know that sports science and technology has also play the important role in the process of training (Mutohir, 2002; and Ma'mun, 2014b).

Let's take a look at the table follow to showing the position of the best sixth countries in medals tally of the Incheon 2014 Asian Games in South Korea last year, and Indonesia's position with four medals that two of them are coming from badminton: men double event and women double event (Ma'mun, 2014a). See table 1.

This way of seeing the Indonesian position in the constellation of the medals collectors is with reading in the table 1. If the Chinas position is already at the floor 10.5 in the highest possible floor in Asia, Korea in the floor 5.5, and Japan in the floor 3, then Indonesia is still in the third basement, not even reached the first floor like did the Thailand, and still too far even from Iran that is at the floor 1, and Uzbekistan at the floor 2. This is an empirical data that reflex one condition that there should be a revitalization step in the development system if Indonesia would like to uplift its ability to gather more medals in the Asian Games, or at least to get closer gap with other countries.

Will a well-organized educational sport contribute to the increase of national competitive sports? The answer is yes. The educational sport that is well organized will, of course, play a very important role in improving the level of competitive sport in terms of two interacting agents. They are, in the first layer,

this will automatically improve the quality of its process for the sake of the student participating within it; and at the same time, it will boost the number of potential athletes to be recruited as the precious assets in the competitive segment.

The same answer will also prevail when the same question also directed to recreational sport. If this segment is well organized, it will also play important role in boosting the achievement level of the competitive sport. When the policy of the recreational sport is well design, it will directly impact on the quality of the foundation making process, so there will be many of kids have better *basic motor ability*, *motor skill*, and *overall sports skill*. As has been acknowledged that a sound basic motor ability, motor skills, and sports skills are main foundation of the achievement of the best performance, when they are well trained to the highest level (Mutohir, 2002; and Ma'mun, 2014a).

The future challenges of the sports development for the next five years will be: to establish elite sports system to gradually step up to the level of world standard parallel with the level with other advances countries and far beyond the level of the developing countries, which hand in hand with the establishment of high level competition to be directed as one of the sports industries for the sake economy growth and development; to formulate national sports improvement and development policies, especially for the "sports for all" program to increase the society participation level more broadly, to cultivate sports as culture in order to make it to better contribute to the formation of advance society and nation civilized; and to improve the quality

of educational sports program, both intra and extra-curriculars, to improve the quality of sport units and sport classes, special sport schools for talented athletes in provincial levels, special sports program for the sake of broader students participation in sports, and revitalization of PPLP (*Pusat Pendidikan dan Latihan Pelajar*) and PPLM (*Pusat Pendidikan dan Latihan Mahasiswa*), as well as its competition program for school and university students.

It is, therefore, the focus of this text is certainly directed in order to answer of the question: how this improvement and development of the educational sport is quite in line with the message of the National Sports System Law or UUSKN (*Undang-Undang Sistem Keolahragaan Nasional*), especially in relate to PE (Physical Education) and educational sport directly contribute to elite and high performance sports?

DISCUSSION

On the Educational Sport. It is clearly explained in the National Sports System Law or UUSKN (*Undang-Undang Sistem Keolahragaan Nasional*), in 2011, that educational sport is PE (Physical Education) and sports program carried out in the school setting as part of regular and continuous educational process to elicit knowledge, personality, skills, health, and physical fitness (cf Kemendiknas RI, 2006; and Kemenegpora RI, 2011:4).

This domain of educational sport is also clearly stated on chapter 18 of UUSKN in 2011 as the followings: (1) Educational sport is carried out as part of educational processes; (2) Educational sport is carried out both on formal and non-formal pathway either on intra-curricular or extra-curricular stream; (3) Educational sport is started early in live of children; (4) Educational sport on the formal stream is carried out on every level of education stage; (5) Educational sport on the informal stream can be carried out structurally and staged; (6) Educational sport as purported on the verse 4 and 5 is guided by teacher or lecturer of sports and is aided by other sports personnel prepared by any educational institution formally; (7) any educational institution as purported by the

verse 6 is required to provide sports facilities for the purpose of educational sport and in line with the needs of children or students athletes; (8) Any educational institution may organize sports championship in line with the stage of growth and development of the children periodically of the same stage; and (9) The sports competition inter-educational stages as purported on the verse 8 can be continued to the next level such as district, province, and regional, national, and international (Kemenegpora RI, 2011:11).

The core meaning of educational sport on the UUSKN, as already stated above, clearly accentuated that this sports segment has a sense of long anticipation ahead and possessing fix dimension and expectation to foster children in expanding their interest and potentialities. And the most relevant meaning of the sports in this stream is the dimension of it as put forward by Jay Coakley & Elizabeth Pike (2009), as follows:

Sports are institutionalized competitive activities that involve rigorous physical exertion or the use relatively complex physical skills by participants motivated by internal and external rewards [...] first, sports are physical activities; second, sports are competitive activities, according to this definition; third, sports are institutionalized activities; and forth, sports are activities played by people for internal and external rewards (Coakley & Pike, 2009).

Unfortunately, up to this moment, the concept of improvement and development of this educational sport is not yet strongly conceptualized, so that it must be prioritized at the first place. What the writer feels to this time, there should be moment to formulate strategic steps in how this educational sport should be improved and developed, especially to make it more closely in line with the message of UUSKN (*Undang-Undang Sistem Keolahragaan Nasional* or National Sports System Law) in 2011. The first priority clearly should be on emphasizing how the policy of this educational sport should be based, and then how this policy should be strategically implemented, and how this program is implemented step by step in yearly basis, with respect to the principles of regularity, sustainability, and clearly structured.

It is, therefore, that the policy of improving and developing this educational sport should be really directed to the purpose of increasing the quality of PE (Physical Education) and sports program with involving consideration regarding standardized implementation, supporting components, such as sports facilities, and the provision of qualified sports personnel and sufficient allotted time (cf Bucher, 1979; HoC, 1998; and Ma'mun, 2013). If these all components have been included as part of the policy implementation and supported by the strong surveillance in the daily basis, only then the educational sport could contribute positively to build a very solid foundation for the sake of next five-years development.

On the Sport and the World Peace Movement. In the global level, many world politicians, including Adolf Ogi (former of Switzerland President and Special Adviser to the General Secretary of United Nation for Sports Development and Peace), do believe that sports have been and always to become a vehicle for the nation and world peace program (cf UNICEF, 1999; WHO, 2002; and Ogi, 2005). Joul Bouzou (2014), as the Editor of *Newsletter Peace and Sport*, under the President and Founder of Peace and Sport, reported that Adolf Ogi ever mentioned on the Peace Conference and Run at the Cape Town Marathon in 2014. In connection with the Asian Games XVII/2014 in Incheon, South Korea, Adolf Ogi said as follows:

Incheon Asian Games, held not far from the border between the two Koreas, peace through sports resonated at both the political and diplomatic level. Despite the opposition between North and South Koreas, the two countries chose to send athletes and coaches to take part in the Games.

Just a few days ago, I was invited to speak in front of Korean leaders gathered in Seoul for the Annual International Sports Relations Foundation Forum. I shared with them Peace and Sport's initiative to bring together; in Qatar, young North and South Koreans table tennis players for a tournament in 2011, in which they played in mixed teams, thereby helping to restore dialogue between the two countries. I hailed the efforts shown by leaders of the two Koreas to continue following this example, to pave the way to diplomacy and policy through sports, despite ongoing difficulties (cited in Bouzou, 2014).

This note gave important meaning that the front stage of sport arena can be regarded as tribune for discussing further the peace efforts, at least to initiate the initial state of peace discourses. Further, Adolf Ogi also mentioned that peace and sports were on the ground in Burundi and Democratic Republic of Congo to give training on Adapted Sports practices to sports instructors at youth centers in the region. This year, a further training workshop was held to build on the knowledge gained by the Burundian and Congolese instructors and to introduce Rwandan youth leaders to these special activities using sports as a tool for peace (cited in Bouzou, 2014).

From those statement above, it can be summarized that sports contained a sound precious values and exactly related to the improvement of lives quality of mankind in every piece of world as well as teach peace and lives perfection. In the practical level, sports have also proven itself to permeate cross-nation diplomacy in the peace endeavors all over the world.

There is no doubt that competition in the domain of educational sport also could be projected as the laboratory for teaching competency; but also, at the same time, cooperation and peace when the children engaged at many inter-schools competitions, when they are well organized and bound, especially on the purported peace education. These are all the true value of sports that can be permeated and cultivated on the learning process in daily basis.

It is, therefore, not quite surprising when Monaco King summarized the value of sports with stating that sports have an unique and irreplaceable capacity to unite people, going far beyond ethnic, religious, or social differences. *"We convinced that sports can be at the long-term service of peace"* (cited in Bouzou, 2014).

About the sports and its universal values contained, it has been abundantly analyzed by many experts, both on its benefits from the perspective of education, leisure time as the constructive recreation, and from high performance sports in the form of formal competition. Amung Ma'mun (2011) has identified that those values can be classified

Table 2:
Grouping of Universal Values of Sport

No	Value Group	Values
1.	Ethics and moral	Respect for the rules, respect for others, fair play, self-esteem, honesty, tolerance.
2.	Knowledge and comprehension	Problem solving, understanding, how to win, how to lose.
3.	Social	Cooperation, communication, connecting with others, teamwork, trust.
4.	Psychological	Value of effort, resilience, confidence, discipline, self-respect.
5.	Leadership and organization	Leadership, how to manage competition, sharing.

(Source: Amung Ma'mun, 2011)

into five groups of generic values, as could be seen in the table 2.

From the table 2, we could all see that sport, in spite of directly connected with effort of developing organic, neuromuscular, social, interpretative, and emotional, it also stimulate the crystallization of universal values that strongly bound on the learning and training process. The presence of educational sport in the practical level need to have contacting touch with substance of developing character and personal human that positively characterize the perceived excel human like smartness, noble character, integrated, and responsible.

With such a huge positive values contained on sports, especially on the educational sport, there is no choice that this segment of sports should be put in a higher priority to be managed. First of all, we should do is to increase the status of PE (Physical Education) lesson and sports program in school as a compulsory lesson mandated by the formal curriculum and provide a guaranty that it should be well organized either inside the school boundaries or outside (Bucher, 1979). In addition, the schools also need to be provided with a special widespread access to build and develop sports facilities and PE equipment with working together with surrounding neighborhood and local government.

For that purpose, schools need to set up a yearly program and budget that will assure the program can be carried out with a better quality. On the other hand, the government also needs to constantly review and execute the policy of the public spaces that can be accessed by several schools in each strategic location. These ways will also guaranty that the PE and sports program can be carried

out optimally with the presence of qualified teachers possessing sufficient, if not excellent competencies and officially certified as sports personnel.

On the Policy Review on Educational Sport.

A simple elaboration into government policies has been the issue of today's hot debate and commonly called as policy analysis. T.R. Dye (1995) and Solehudin Kusumanagara (2010) defined policy analysis as a description and explanation on the cause and effect and consequences of various public policies. Policy analysis studied *what* the government is carrying out, *why* did they do it, and *what* was the consequence from *what* they were doing (Dye, 1995; and Kusumanagara, 2010).

Chabib Soleh & Suropto (2011) and Ann Majchrzak & M. Lynne Markus (2014) also explained that the action of policy analysis is identical with the investigation process to support or to criticize the policy being implemented to see the effect on the social problem and provide solution recommendation. The aims of the research on policy analysis study are not on finding how deep this analysis from the scientific perspective, but more closely on how practical this action to solve the social problems (Soleh & Suropto, 2011; and Majchrzak & Markus, 2014).

With this perspective, the writer is willing to take the same intention with this paper, for which this is a guideline provided for all leaders and policy makers with respect to what should ideally be implemented in the area of educational sport. Here are the recommendations for those responsible for educational sport programs:

First, improvement and development program of the educational sport is directed as a systematic and continuous unity with

national education system. The meaning of this notion is also further explained on explanation part of the law that the educational sport as a subsystem of national sports policy could not be separated from national education system. Meanings, there is no program in the part of national education system could be implemented without involving the educational sport.

How this relates to question about policy, strategy, and its program? To name a few, beside the lesson of PE (Physical Education) and sports program dictated as one of the compulsory lesson in school, its implementation should also be supported by the existence of other important policies, such as policy on infrastructure and sport and PE equipment, standard on process of learning, standard on teachers qualification, standard on teacher trainings for developing competencies, and also standard on yearly competition for schools and university students.

Second, improvement and development program of the educational sport is implemented via learning process led by qualified teachers and lecturers and proven by the certificate possession. This second verse gives us clues that the improvement and development program of the educational sport should be conducted in form of learning process, led by qualified teacher and lecturers, and supported by infrastructure and sports equipment for learning. This mandate affirm that all processes and all supporting condition should be supported by policy, strategy, and program; and most of all by budget plan to assure that the program can be well implemented.

Third, improvement and development program of the educational sport on all stage of education should open a wide access for children to engage in all sports activities relevant with their interest and potentialities. This third verse will allow children to develop their own potential, including to accommodate their willingness in sports areas. To include many schools in this line of business, there should be government efforts to open access for the prepared schools as the pioneer schools, and step by step encourage and facilitate many schools to feel ready by the support from local government and invite

them to be involved in full program.

Fourth, improvement and development program of the educational sport is implemented with respect to children's potentiality, ability, interest, and talent in general, both through intra-curricular and extra-curricular streams. This fourth verse explicitly gives meaning that the program should provide wide access for children to get involved in the sports program at schools. If the data of the number of schools in Indonesia, based on 2012 data, was recorded that there were about 184,786 elementary schools all over Indonesia (Ma'mun, 2014a). If only 5% taken to be involved in the subsidized sports program, there will be around 9,239 schools inside the program. If average 50 children chosen to be part of the program, there will be about 461,965 children are expected to become sportsmen in ten years to go.

With a better training program and better facilities, there will be possibility that 5% from those kids being in the training program will become excellent athletes in the future. For future projection, it says that the number of schools and children to be involved can gradually be increased, 10% for the next 5 years, and 20% in the next other 5 years. Consequently, there should be calculation also for the budgeting support. If one child spent about 1 million Rupiah for one year program, there should be budget provided around IDR 461,965,000,000 (four hundreds sixty one billions and nine hundreds sixty five millions Rupiah Indonesia) in a year allocated in the State Budget Planning or RAPBN (*Rencana Anggaran Pendapatan dan Belanja Negara*).

The above money is only for the program implemented in the elementary schools program, not including the budget for that in the secondary schools also high schools. We could also make the same projection for the same program at university level. Where is the money from? That should be a strong commitment and political will from the government through the co-budgeting between the Ministry of Youth and Sports of the Republic of Indonesia or KEMENPORA RI (*Kementerian Pemuda dan Olahraga Republik Indonesia*) and the Ministry of Education and Cultural Affairs of the Republic of Indonesia

or KEMENDIKBUD RI (Kementerian Pendidikan dan Kebudayaan Republik Indonesia).

Fifth, improvement and development program of the educational sport, as have been purported on verse three, is regularly, gradually, and continuously implemented, with respect to the stage of growth and development of children. This fifth verse requires that the improvement and development program of the educational sport must be structurally managed, in which all programs should be done in regular basis, based on schedule, and regularly evaluated. The most significant factor, from all the above issues, is to make sure that the program is basically planned and structured on DAP (Developmentally Appropriate Practice) principles. This principle will guaranty that all children, having different abilities, will be accommodated and feel secured with program that basically structured based on their abilities.

Sixth, to improve the achievement of sports in the area of educational sport, there should be initiative to establish sports units, sports classes, center for training and education, and sports schools in each stage of education as well as the existence of regular competition that is organized based on leveling system. This sixth verse describes specifically on how the educational sport will have a close and strong connection with the efforts to directly support the competitive sports. To a certain extend, it is clear that educational sport or sports in schools setting will have positive contribution, in the sense that the potential athletes will regularly be prepared on the sub-system of schools sport system and further development process, that will eventually generate reap strong performance can be carried out either remains in sports school system or moved to national training camp specially prepared for elite athletes. For that purpose, all policy, strategy, and program planning for those students athletes should also identical with the purpose of cultivating peak performance for elite athletes, despite the process is remained in the pathway of educational sport.

As could be seen from the additional explanation section of the National Sports System Law or UUSKN (*Undang-Undang*

Sistem Keolahragaan Nasional) in 2011, it was stated that sport activity unit is sport club for students or university students as a melting basin for all student possessing special interest and talent on sports to be developed on high performance, and this can be provided in all schools both in city area and rural area; sports class is only one (or more) class at specific schools to be exclusively prepared for talented students to accommodate their needs whose schedule should be adjusted since the majority of students should follow tight schedule of sport training; while sports school is one special school prepared to accommodate all talented athletes who are particularly chosen and recruited to become athletes, in which all facilities and services to train as athletes are already provided in the school, including being housed in special dormitory to facilitate the training schedule for the majority of athletes (Kemeneppora RI, 2011:52).

Based on my informal study and visit to the field, only few schools had their sports activity units for children and several secondary schools have their sports classes. Those program only implemented by schools due to the provision of financial supports that they accepted from the Directorate of Secondary School Education Development under the Ministry of Education and Cultural Affairs of the Republic of Indonesia.

In the case of sports schools, currently there have been only 4 special sports schools existed ever since, each of which founded in the ruin of the infrastructures ever-constructed for the national games, such in Sidoarjo, East Java; Samarinda, East Kalimantan; and Palembang, South Sumatera (three provinces ever hosted the National Games organized for every four years). The other one is in Jakarta, the oldest schools deliberately built and established in order to accommodate the students athletes' development and the only schools that enjoyed the double support both from the local province government and from the Ministry of Youth and Sport of the Republic of Indonesia in Jakarta (Ma'mun, 2013).

But, all these school sports programs are not deliberately constructed and implemented based on the mutual program from the two Ministries under the publishing of co-

Table 3:
 Matric to Formulate Policy in Developing Performance in the Educational Sport

No	Type of Activities	School/ Province	Remarks
1.	Sport Units	9,239	5% of the number of schools
2.	Sport Class	9,239	5% of the number of schools
3.	PPLP	34	One/province
4.	PPLM	20 – 30	Prepared University
5.	Sport School	34	One/Province

Notes: PPLP = Pusat Pendidikan dan Latihan Pelajar (School Students Training Camp); and
 PPLM = Pusat Pendidikan dan Latihan Mahasiswa (University Students Training Camp).

agreement letter or even memorandum of understanding. It is, therefore, critical for the two Ministries, i.e. KEMENPORA RI (Kementerian Pemuda dan Olahraga Republik Indonesia or Ministry of Youth and Sports of the Republic of Indonesia) and KEMENDIKBUD RI (Kementerian Pendidikan dan Kebudayaan Republik Indonesia or Ministry of Education and Cultural Affairs of the Republic of Indonesia), to immediately formulate one of the legal umbrella in general, so that all mandates stated in the UU SISDIKNAS (*Undang-Undang Sistem Pendidikan Nasional* or Law of National Education System) and stated in the UUSKN (*Undang-Undang Sistem Keolahragaan Nasional* or National Sports System Law) can get along together in harmony.

If this legal umbrella for joining implementation could be realized, then, the improvement and development program of the educational sport could be institutionalized and regularly provided by financial support from the RAPBN (*Rencana Anggaran Pendapatan dan Belanja Negara* or State Budget Planning) and, at the same time, also can become exemplify by provinces and districts government (Lemhannas RI, 2006 and 2007; and Ma'mun, 2013). With this way of thinking, it will become a trigger to accelerate the generation of foundation from which Indonesia could step up from the basement to the higher floor, as described on table 1 in the previous section. Table 3 is showing matric to formulate policy implementation for developing the sports.

The table 3, hopefully, could inspire people on policy makers on how one policy could be developed with referring to on the effort of increasing the supporting instruments of the competitive sports via educational sport. By increasing the number of sports units and

sports classes at particular schools, more children could be facilitated, and the more years to go the percentage of participating children is also increased. Likewise with PPLP (*Pusat Pendidikan dan Latihan Pelajar* or School Students Training Camp) and PPLM (*Pusat Pendidikan dan Latihan Mahasiswa* or University Students Training Camp), though they are already on the track, they still need to be improved, especially on the management side, including in fulfilling various variables need to handle those PPLP and PPLM go beyond the minimum standard.

Whereas for the sports schools, it is imperative that all provinces in Indonesia should build and develop at least one sports school to accommodate many talented athletes all over Indonesia, including to develop and accommodate the uniqueness of one region's excellences over another regions. It will be reasonable that Indonesia has at least 34 sports schools (one in every province), and optimize these sports schools to function as the main source of supplying for the elite squad in national program run in the competitive streams.

Seriously, it is not exaggerated for Indonesia with such a big country, in terms of geography and population. Thailand, that geographically is much smaller than the area of Indonesia, including in the number of population, has at least 26 sports schools and these schools have been deemed and acknowledge as the attributing factors for which Thailand succeeded in Incheon 2014 Asian Games and made this country considered to be fortunately more advanced with positioning in the third floor of the analogical building above.

To make this occurring, the KEMENPORA RI

(Kementerian Pemuda dan Olahraga Republik Indonesia or Ministry of Youth and Sports of the Republic of Indonesia) should feel obliged to formulate a formal concept of the model of sports schools to be implemented as joint-project with the KEMENDIKBUD RI (Kementerian Pendidikan dan Kebudayaan Republik Indonesia or Ministry of Education and Cultural Affairs of the Republic of Indonesia) as well as the provincial governments all over Indonesia.

Firstly, sport units, sport classes, and training center for schools student and university students athletes, such as PPLP and PPLM as well as sports schools, as has been mandated in the National Sports System Law (verse 6, chapter 18), should be guided by qualified and certified coaches and teachers. For this purpose, there has been one government regulation supporting this need. The Minister Regulation of the KEMENPAR-RB (Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi or Ministry for the Empowerment of State Apparatus and Bureaucracy Reformation), namely *Permenpan-RB No.40 and 41 Year 2014*, regarding Functional Position of Coach and Assistance Coach, has been published (Kemenpan-RB, 2014a and 2014b).

On the *Permenpan RB No. 40 (2014)*, for example, it was described that functional position of coach and assistant coach is government officials position for which the person possessing duty, responsibility, and competency to carry out sports training process in the scope of PPLP, PPLM, *Prima Muda* (Sports Youth Program), *Prima Utama* (Priority Sports Youth Program), and other equal training program in the level of central and local sports institutions. On the other hand, on the *Permenpan-RB No. 41 (2014)*, the coach and coach assistant is government official that is assigned and responsibility as well as competence to carry out sports training on the scope PPLP, PPLPD (*Pusat Pendidikan dan Latihan Pelajar Daerah* or Regional School Students Training Camp), SKO (*Sekolah Kepelatihan Olahraga* or Sports Coaching School), *Prima Pratama*, School Sports Club, and other equal sport training in the area of government institution both in central and

local level (Kemenpan-RB, 2014a and 2014b).

These *Permenpan-RB* has been especially published in conjunction with the policy of recruiting athletes, ex-athletes, and coaches as the government official that has been already 5 years in progress. From this perspective, the new policy regarding the establishment of sport units, sport classes, sport-training center for schools and university students, and sport schools will become one of the best contingencies. Those program will become the best laboratory for the newly assigned coaches and assistant coaches to contribute to the success of the educational sport program at schools environments.

Secondly, the improvement and development program for the educational sport can also make use or utilize the recreational sport program with exploring many traditional games as part of the educational and learning activities. This traditional games (sports), in the context of educational sport, are those local traditions rich with movement features that commonly developed by local communities, especially in rural areas, to be re-invented, revitalized, maintained, and reawaken as well as re-eternalized in the area of the educational sport. In the technical level, this process can be included into the effort of synergizing and synchronizing between recreational sport and educational sport (HK, 1999).

CONCLUSION

Based on previous review, there are several important notes that can be summarize here, as the followings:

The policy of improvement and development program of the educational sport is very critical in manner, where as long as the message of the UUSKN (*Undang-Undang Sistem Keolahragaan Nasional* or National Sports System Law) is concerned, the educational sport should be compactly integrated into all stages of educational unit. Therefore, it is very important that this program to be supported by additional regulation made by two or three Ministers under co-agreement letter signed by the two Ministers, they are the KEMENPORA RI (Kementerian Pemuda dan Olahraga Republik Indonesia or Ministry of

Youth and Sports of the Republic of Indonesia) and the KEMENDIKBUD RI (Kementerian Pendidikan dan Kebudayaan Republik Indonesia or Ministry of Education and Cultural Affairs of the Republic of Indonesia) for educational sports program at school level, and now also the KEMENRISTEKDIKTI RI (Kementerian Riset, Teknologi, dan Pendidikan Tinggi Republik Indonesia or Ministry of Research, Technology, and Higher Education of the Republic of Indonesia) for the program at university level. Strategy to implement this program ideally formulated by the government institution that having authority on sports development; whereas the action of implementing it, including for the financial support or the budget, is provided by the Ministry of Education.

The efforts of improvement and development program of the educational sport are often being obstructed by inaccurate understanding on the meaning of sports, both from the bureaucracy people, from practitioners, or from people in the streets. To comprehend the sports objective for solely reaching the elite performance in competition is one of the culprits. It is the main reason why the program for educational sport limited only to limited children and not giving access for the majority of children.

The efforts of improvement and development program of the educational sport ideally be directed to improve the quality of PE (Physical Education) and sports program with formulating the standard for all supporting components, such as PE and sports facilities, qualification and professionalism of the teachers, and other sport practitioners; and also the content curriculum, including the competition format for the school and university students athletes. The efforts of improvement and development program of the educational sport is directed also to increase the numbers of schools that ready to implement the sports programs, such as sport extra-curricular, sport units, sport classes, and sport clubs in many regions and districts all over Indonesia.

The efforts to improve the quality of PPLP (Pusat Pendidikan dan Latihan Pelajar or School Students Training Camp) and PPLM (Pusat

Pendidikan dan Latihan Mahasiswa or University Students Training Camp) should also give a significant impact on the betterment of management, so that encourage all program embraces all factors, such as standardized recruitment for the athletes candidates, all athletes are housed on dormitory, trained by qualified and professional coaches, and the complete services on sports science and technology advancement.

The efforts to develop sports schools should be placed on high priority and should be included into a very important policy. All we should do is to formulate all sports schools models as the result of co-agreement program between the two Ministries and could be implemented in many region of Indonesia.¹

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¹**Statement:** I would like to declare that this article is my own original work; so, it is not product of plagiarism and not yet also be reviewed and published by other scholarly journals.

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Efforts of Improvement the Educational Sport

(Source: <https://sites.google.com>, 20/5/2015)

The efforts of improvement and development program of the educational sport ideally be directed to improve the quality of PE (Physical Education) and sports program with formulating the standard for all supporting components, such as PE and sports facilities, qualification and professionalism of the teachers, and other sport practitioners; and also the content curriculum, including the competition format for the school and university students athletes.