

The Analysis on Policy Implementation of *Bermutu* Program (A Study of Direct Assistance Fund for Teachers, Principals, and School Supervisors) in South Halmahera

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Abstract

There are many observations showing teachers and students' outcomes. It then provides information on the importance of applying various strategies to improve the teachers' quality in order to improve the teaching and learning process such as the mastery of the teaching materials and the skill to teach the material would better give the big success in improving the quality of student learning than the level of teacher education or the teachers' achievement. In this case, the idea is driven by the experience of other countries stating that that participation in workshops, courses and training can significantly increase the quality of teachers. Correspondently, Indonesia government launched Better Education through Reformed Management and Universal Teacher Up-grading Program in 2008. It is acronym with BERMUTU Program which more focused on efforts to improve the quality of education through improving the teachers' competence and performance which automatically has correlation with the increasing of quality in teaching and learning activities at the classroom.

The objective of this research is: 1) to describe the implementation of policy programs in the South Halmahera Regency. 2) To identify the obstacle and supporting factors in the implementation of BERMUTU program in South Halmahera Regency. 3) To design the strategy to overcome the obstacles in implementation of BERMUTU program in south Halmahera regency. The research method uses descriptive qualitative approach. This research is located in South Halmahera. The source of data were taken from the accountability of BERMUTU program and 23 working groups who participate in BERMUTU Program. In Data collection techniques, the writers use interview and documentation.

The result of this research lead to the conclusion as follows: organization committee, the procedure of selecting the work group, and the program socialization as the way to introduce and as the reference to apply the policy had been implemented fairly. Geographical place, a clear picture on duties and functions of organizing committee, political patronizing, and local based-policy become the important part in implementation of the program work smoothly. In order to solve the problems faced in implementation of BERMUTU program in South Halmahera regency. It needs all participants and delegates to establish the communication and work together. The use of resources, both human resource and supporting resource, and then division of duties and functions in the frame of job description in organizational structure should be clear and explicit.

keywords: educational policy implementation, *BERMUTU* Program

Introduction

A well developed nation is a modern and prosperous nation that has qualified human resources. Qualified human resources can only be realized with the system and practice of quality education. Therefore, efforts to improve the quality of education is not negotiable. One is by improving teacher quality as an indicator of the increasing quality of education.

In order to improve the quality of education through improved teacher quality, the government in 2008 rolled BERMUTU program (Better Education through Reformed Management and Universal Teacher Up-grading) "which is focused on improving the quality of education through improved teacher competence and performance is directly linked to quality improvement learning in the classroom. BERMUTU program is implemented in a comprehensive manner through the four components of improving the quality of teachers including: (1) reforming Organizing Institute Education Personnel LPTK, (2) strengthening the structure of teacher development at the local level, and (3) reforming the accountability and incentive systems for improved performance and career teachers (4) developing a means of monitoring and evaluation of teacher quality and student achievement. (POM BERMUTU, 2008)

The Decree of the Ministry of Education of Indonesian Republic of. 128/P/2007 regarding the determination of the District Municipality Executive Program Composer (Better Education through Reformed Management and Universal Teacher Upgrading) was establish in South Halmahera of North Maluku as one of the 75 districts / cities throughout Indonesia which is trusted to implement the BERMUTU program (the recipient of Direct Assistance Fund (DBL) for the Working Group Teachers, Principals and Supervisors) in 2009

up to 2013 or later

Direct Assistance Fund (DBL) is allocated to finance the structural strengthening for teacher development programs at the local level with two main activities, namely: (1) improving the capacity building activities of the working group (Working Group of Teacher, Subject Teacher Council), and (2) building the capacity of groups working principals and supervisors.

In its implementation, bermutu Program is carried out in district / city governments. District / city governments are selected based on the following criteria: (a) commitment, (b) education data; (c) profiles of teachers, and (d) the amount of the allocation of education funding at least 20% which reflects the level of concern of the district / city to education in the region.

South Halmahera was selected based on the criteria in the implementation based on observations and interviews of implementation of the working group activities. There found many disparities among the executive working group who should receive the sharing funding from the local government is not yet realized. The person who is responsible for managing the implementation of motor activity seem indifferent which resulted in the confusion of the working groups in carrying out activities that ultimately gave rise to complex problems experienced by the working group in implementing the program.

Of the constraints mentioned above in relation to the determination of vulnerability criteria by the Ministry of Education then found the inequality. According to the central government, the South Halmahera District has met the set criteria and is considered to be able to implement the program but the facts shows that the persons implemented the activities seem not ready to run the program.

Based on the above statement , the problem of this research are as follows: (1) How is the policy implementation of BERMUTU program in South Halmahera District, (2) what are the factors hinder and support the implementation of the BERMUTU program in South Halmahera, and (3) what are the strategies to overcome the obstacles in the implementation of BERMUTU program in South Halmahera

Review of Related Literature

Policy analysis is a method or procedure in the use of human understanding to solve policy problems, Suryadi and Tillar (1994)

Education policy is an overall process and results formulation of steps outlined in the strategic educational vision and mission of education in order to realize the achievement of educational goals in a society for a certain timeframe, Tilar & Nugroho, (2009:140)

Dunn (2000:97) adds that the objective of policy analysis is to produce information about the value - and the value of a selected set of actions. Thus if it is connected with the analysis of education policy, the purpose of education policy analysis was not different from that of general analysis above. It's just more policy analysis focused on things - things related to education policy. Dwijowijoto, (2003:158) states, in principle, policy implementation is the way a policy can be implemented in order to achieve its objectives

Mudjia, (2010: 6-12) states that policy implementation is a process that is reflected from the actor - an actor who occupied the central position, geographic area, administrative ability and managerial implementing policies, supported by the ruling elite politicians, local officials and a commitment in charge of policy with environmental conditions and local social.

Therefore, the implementation of Analysis of Education policy is a form of analysis that produces and presents information based on a series of interviews and observations by researchers in the application or implementation of the plan - the strategic plan of an educational program or policy that can provide the basis of the policy makers in making decisions in the form of program or strategy - strategies in an effort to solve the problem of education. Policy question is the decision of Ministry of Education of Republic of. 128/P/2007 regarding the determination of the District / Municipal Implementing BERMUTU Program

BERMUTU program stands for Better Education and manegement Reforming Teacher Upgrading Project which is focused on improving the quality of education by improving teachers' competence and performance by giving them source of funding, from the government of the Netherlands (via the Dutch Trush Fund) and World Bank (IDA soft loans through Credit and IBRD Loan), as well as assistance from the Central Government (DG Ditbindiklat PMPTK, DIT Man Power Directorate General of Higher Education, and Research and Education Ministry) and the Local Government.

Methods

The research on policy implementation analysis of BERMUTU program uses a qualitative descriptive approach. Referring to the formulation of research problems and objectives, then it is categorized into a research study aimed to assist policy makers (policy makers) in formulating plans and policies, by giving opinions or information they need to solve their problems. Trisakti, (2011: 03) states that research policy is a set of activities that begins with the preparation of researchers to conduct a study or studies, conducting research and concluded

with a set of recommendations.

The research location is in the District of South Halmahera and the research object of Program BERMUTU in South Halmahera District are Group Teachers, Principals and School Supervisor who are all the beneficiaries of BERMUTU program in South Halmahera. The data were obtained through observation and interviews in the field of dtufy (survey). Meanwhile, the data were in the form of concepts and theories related to the subject matter derived from documentation and books or relevant literature

The process of analyzing the data are divided into three stages: (1) preliminary stage or data management is the process of managing of the completeness of the data obtained, the limitations of writing, clarity of meaning, sustainability and suitability of data with one another, (2) the stage of organizing the data was done by disaggregating data included in the discussion of which is the core of the analysis of data, and (3) the stage of data analysis starts from the initial data obtained by the researcher.

The results then are checked again in order to gain legitimacy and credibility of the data obtained by the researcher. The data analysis was performed according to Miles and Huberman (cited in Supriya, 2009: 54), namely: (1) reduction of the data which researchers successfully collected data after the location of the research outlined in the description or a complete and detailed report. Reduction of field reports, summarized, and then selected parts - the constituent parts and then determined the pattern of his friend. The data reduction is done continuously during the research process. Data reduction is followed by a process of summarizing, coding, tracing themes, making clusters - grouping and writing memos, (2) the presentation of data, preparing the information is a complex process designed in a systematic way so that it results in more simple and selective one. This is intended to to put the researchers at ease when looking at the overall picture or parts - certain parts of the research. For this stage, the data found are presented in detail and systematically to provide temporary conclusion, (3) drawing conclusions and verification. Conclusion is the step after data reduction and data presentation. Data verification is conducted continuously throughout the research process. During the data collection process, the researcher attempted to analyze and search for meaning - the meaning of the data collected by looking for patterns, themes, relationships equation, things - things that often arise, and so the hypothesis outlined in the conclusions are tentative, but with the increasing number of data through a continuous process of verification, the obtained conclusions are "grounded", and (4) the development of recommendations, development of recommendations made after a series of research activities carried out until after the conclusion stage. Things need to be recommended are - matters related to the implementation of policies in BERMUTU program, constraints and efforts as well as the role of the District in charge, the Working Group that has been found during the research.

Checking the validity of the data required inspection techniques that are based on the degree of trust and substitute criteria. (Moleong, 2009), namely: (1) persistence of observation, which looks for the consistent interpretation of the various ways in which a constant process analysis. It looks for anything that can be calculated and what can not. It is intended to discover the characteristics and elements in the situation which is very relevant to the issue or issues that are being searched and then focus on those things in detail, (2) triangulation, is done by using something else which means to compare and check the information obtained through time and by using different tools. This study uses the method of checking back through different informants and documents, and (3) substitution, which is done through a detailed description specifically disclose everything that is needed in this research in order to understand the findings obtained, then interpret them in detail with all forms accountability based on real events.

Finding and Discussion

The organization which implements BERMUTU program in South Halmahera is the Department of Education as the person in charge of conducting BERMUTU program while the Consultant was appointed directly from LPMP along with their duties and responsibilities as well as working groups selected. This was confirmed by Gogain (in Tillar and Nograho 2009:212) who says that the variable behavior of actors implementing the program determine a successful implementation of the policy, because the head of the group and its staff of this program are selected personnel who are deemed worthy and are able to carry out the task of its staff in implementing the BERMUTU Program in South Halmahera.

The Determination of procedures of choosing the working group receiving Direct Assistance Fund (DBL) in South Halmahera District is based on the pre-existing group work. This is done by calling of participants who are considered able to carry out dissemination activities continued with revenue proposals and finally it was decided by LPMP that there are 23 groups of beneficiaries of work activities who get direct funds .

Before it, the participants were given socialization activities / workshops on direct aid program involving all organizations directly involved in the program. However, from the results of the study, it was found that the mechanism is not implemented appropriately as stated in the use of funds and technical guidance because there are some important elements in the implementation of activities which do not receive

appropriations. The types of activities can be carried out all the activities that have not only maximum performance.

The Geographical condition greatly affects the implementation of the activity. The coverage area is traversed by sea transport is very costly, so even though they are very useful for the job but due to limited time and ultimately costly then they miss some of the responsibilities they have to do. In carrying out the duties and functions of the organizations, the person who is responsible to implement this program in this case the national education and related local government offices at all have not yet shown their role in the implementation of these activities. It happens because the working group who works are the chairman, secretary and treasurer while the division chair do not work. Political support and the support of local officials from 23 working groups interviewed stated that there is no support both morally and materially.

The Charge of social policy supported by environmental conditions, South Halmahera is considered very supportive of this activity, that is why in the year 2007-2008 it has been instructed by the REGENT to implement free education of 9 (nine) years. Of these data, it shows that the policy gives a condition that the local government gives a great attention to education. as has been mentioned earlier that the criteria a district / city to get help if the district can show of the followings (a) commitment, which is the seriousness district / city to participate in the implementation of the program indicated by BERMUTU officials who present in the socialization, the ability to provide matching funds through the budget (Budget Revenue and Expenditure) for program management (including coordination and monitoring) and replicate the BERMUTU program, (b) educational data, the completeness of the submitted data including the data of teachers, schools, and the number of KKG / MGMPs and other educational personnel working group; (c) profiles of teachers, in terms of educational background as an material calculations and considerations to see the increasing number of qualification and certification of teachers, and (d) the amount of the allocation of education funding at least 20% which reflects the level of concern of the district / city to education in the region. Central government hopes to meet this criterion then it creates an image that the region can implement the program properly. The Data from this study indicate that there are many obstacles and constraints encountered in the implementation of these activities in the field, which in turn has implications for the implementation of disfluencies and ultimately the achievement of low activity.

Yet the establishment of a good communication between the components involved, has resulted in the working group completed its own implementation problems encountered, communication has not been this good in the field as in the previous discussion raises many issues that become obstacles in carrying out this activity. Resources that they have to be able to implement the program are very much needed, which show a disclosed that the spirit and dedication of the work group, managing personal skills activities, awareness of school committees and policy support area. Of several indicators of the resources mentioned, if it is very well managed the activities of this program will be implemented well, and the disfunction of the administrator group implementing this program is due to their lack of seriousness in doing this program proven by their lack of seriousness when answering the question.

So for the implementation of a program, there are some essential elements that must be considered to have good communication. In this case, communication in question is how serious the person responsible for the program in the district be a liaison between the relevant local authorities, executive group activities and other elements. Resources are an important point that must be considered for the success of the program, supporting resources are not only human resources but also other resources. Duties and functions of a clear organizational structure and firm also affects the running of the program.

Implementation of the policy in principle is a way that can be implemented in order to achieve a policy goal (Dwijowijoto, 2003:158). Described in Putt and Springer (in Sharafuddin 86:2008) implementation of the policy is a set of activities and decisions which facilitate the formulation of policy statements embodied in organizational practice.

The Policy Implementation of BERMUTU Program (Better Education and management Reforming Teacher Upgrading Project) in South Halmahera can be seen from the implementing of its organization, delivery mechanisms and funding allocation (quota and socialization), the mechanism of the use of funds and types of activities. As stated by Gogain (in Tillar and Nograho 2009:212) who says that the variable behavior of actors implementing a more decisive policy implementation success of policy implementation. reinforced by Grindle (in Mudjia 2010:06) who put policy implementation as a political process and administratif, which begins by detailing the goals and objectives, determining courses of action, as well as a number of funds or costs to be allocated for the purpose and objectives as well as the opinion of Putt and Springer (in Syafaruddin 87: 2008) implementation of the policy requires such a lot of decisions and actions; ensure and strengthen the various directives and regulations, issuing and making discoveries, personnel recruitment and training, valuing and making contracts, creating a new organizational unit as staff, budget necessary and create analysis reports. In the end, the implementation of the education policy in a meaningful way will develop specific criteria for decision-

making practices to achieve the aims of education policy.

The factors that come in barriers and the support to implement BERMUTU Program in South Halmahera are revealed and this is in accordance with what Mudjia, (2010: 6-12) has stated that policy implementation as a process reflected from the actor - an actor who occupied the central position, geographic area, administrative capabilities and implementing managerial policies, support the ruling elite politicians, local authorities and a commitment charge of social policy to the local environmental conditions. This opinion is reinforced by Garn (1999) in Syafarudin that policy implementation will be successful when the leader / managerial consider the variable communication, financial support and bureaucratic structures.

Strategies To Overcome the Obstacles In the Implementation of BERMUTU Program in South Halmahera to note is how the preconditions for the successful implementation of the policy, namely: communication, resources, disposition or attitude and structure of the bureaucracy. (Syafarudin, 87: 2010).

Conclusion

Based on the research and discussion that has been done, it can take some of the following:

1. In The implementation policy of BERMUTU program in South Halmahera, program implementers organization is responsible for the Department of Education as the member of BERMUTU program and working group are elected by the board deemed worthy and able to perform the tasks of its staff. The determination procedure of Working group conducted by selecting group of pre-existing work should be filtered again with reference to the proposed proposal. Socialization / workshop as an introduction and reference for carrying out these activities are carried out so that all kinds of activities can be completed
2. things which become obstacles factor in the Implementation of BERMUTU Program in South Halmahera is the geographical location which in this case really greatly affect the implementation of activities, that is characterized by absenteeism rate of participants during the implementation of activities. Duties and functions of the implementing organization has not been implemented to the maximum. There is no political support and the support of local officials both morally and materially, though Cargo social policy with a very supportive environment, constraints and obstacles in the implementation of this activity has implications for the implementation of activities that lead to disfluencies achievement of low activity.
3. Strategies to overcome obstacles In the Implementation BERMUTU Program in South Halmahera are Good communication between components related to the important things to guarantee the smooth implementation of the program. There should be a utilization of resources, both human resources and other support resources. Duties and functions of a clear organizational structure and firm also affect the running of a program

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