Implementation of Secondary Education Policy in Governance Perspective at Mataram City

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Abstract
Implementation of secondary education policy should be increased by process of alternative strategy to improve education quality. This article studied implementation of policy emphasizing on secondary education as sub education system with formulating and implementing the policy related with education that becomes trademark to achieve the policy goals. The key to policy implementation uses participatory approach to take public policy in education field supported by 4 (four) factors as motivator for successful of policy implementation. But there are constraints to achive optimum goals of policy implementation, such as: a) Communication b) Resources, c) Dispositions, and d) Bureaucratic Structure. In other side, government relation with actor out of government is not optimum, because the government is not effective in developing the relationship with community and business world, so that it was not created a governance in implementation of secondary education policy. This condition needs improvement for policies implementation aspects and increasing of coordination between actors and organization cultural lead to achieve policy goal of secondary education in supporting governance in Mataram city.
Keywords: Policy Implementation, Secondary Education, Governance.

A. Introduction

Reform in Indonesia needs local autonomy gradually in authority of education policy that must be given to local government, it means that there is flexibility for the local to run public service activities in education field without bounded with regulation made by central government. According to Syafaruddin (2008), local autonomy has born many expectations, but also giving many challenges, such as issues of educational resources, educational fund, standardization curriculum, and the main issues related with regulation and educational acts are not always consistent with macro and micro policies. If these were related with view of Edward III (1980) that lighted public policy implementation, then it is more emphasizing on successful of policy implementation in whatever field including an education field, this needs supporting such as: (a) *communication*, (b) *resources*, (c) *disposition*, and (d) *bureaucratic structure*. These four aspects/variables of policy implementation will also determine successful of public policy implementation. On other side, if these four aspects/policy implementation variables were ignored, then those will constrains the successful of policy implementation.

If related with educational policy in local government based on local autonomy contexts through decentralization policy, such as by publishing Act Number 32 of 2004 that government was given to the local with funding source, transfer of facilities, and people is fit with affairs decentralized and national education policy based on Acts Number 20 of 2003. Policy implementation needs the clear regulation, this was suggesting that there is good governance between governments, private and community. It needs also the clearness of inter-organization communication pattern, so that the goal expected can be achieved. Effort to achieve standard and policy target describe the goal of policy decision comprehensively in some activities.

On other side, empirical problem related with secondary education implementation at Mataram City is still less socialization of policies produced both in macro or micro for stakeholder, so that it often rises some problems in understanding policy based on secondary education at Mataram City. On resources aspect showed that it has weakness and constraints. Apparatus resources as implementer of secondary education policy at Mataram City has weaknesses in both number of apparatus at Education and Sport Service which has duty and function directly with secondary education implementation, such as Secondary Education Field that was still low in quality education and inadequate skill. Related with education fund allocation was assessed as inadequate, this is caused by fund from Local Budget (APBD) of Mataram City does not meet to fund secondary education implementation of Mataram City, so that this needs fund supporting from State Budget (APBN) and people participation in funding of education.

Disposition aspect of policy implementation is assessed to have weaknesses, it shows that bureaucrat behavior as policy implementer are not standing for community as stakeholder, but they are always standing for both political or bureaucracy elites. Elite interests are always number one, compared with community as sovereignty owner that should be serviced. Regarding bureaucracy structure aspects was impressed as bureaucratical and long hierarchy, with principle command/instruction with organizational from high level until school level.

This condition showed that the secondary education policy implementation at Mataram City was assessed as not optimum.

B. Theoretical Review

Understanding on some factors related with implementation will elaborated by some policie implementation theories and it would be fondation for this study. Policy implementation is the most crucial thing, because the problem never found before would be rising in this field. Moreover, the main threatening of implementation is inconsistency of implementation.

Implementaton model developed by George C. Edwards III (1980:16-20) called as *Direct and Indirect Impact of Implementation* to be the main referrence in study of public policy implementation. There are four determinants for successful of the policy, such as: (a) Communication; (b) Resources; (c) Disposition; and (d) Bureacratic Structure. This model underlines that policy implemention run liniearly from communication, available political resources and policy implementation. According to Sabatier quoted by Akib (2004), there are two models triggered in policy implementation stage, these are *top down* and *bottom up* models. These two models stay on every policy making process. Sabatier and Mazmanian (1983) argued that important role of policy implementation analysis is identifying the effecting variables to achieve the formal goals on the whole implementations process.

According to Grindle (1980), implementation as the effecting factors for implementation activities characterized the existing interaction between policy maker, policy implementer and policy user in interactive model. In perspective of Grindle (1980), beside showing their domination characteristic to be nearer with characteristic of policy implementation interactive model, it also shows the model advantage based on the way used to measure successful of policy implementation, with output and its outcome. (Akib and Tarigan, 2004). According to Van Meter and Van Horn (1978) to develop Policy Implementation Model which more emphasizes on control and obedience in acting as important concept within implementation procedure.

Quade (1984: 310), to measure the public policy implementation performance must pay attention to policy variable, organization and environment. This attention should be directed because by selecting the appropriate policy can make the people participates to give optimum contribution to achieve an expected target. Ripley and Franklin (1986:12) rely on three aspects, such as: (1) bureaucratic obedience level fits with acts, (2) there is fluency routines and without problems; and (3) implementation and benefit from existing program are directed. According to Goggin *et al.* (1990: 20-40): policy implementation process as information transfer effort or message from higher institution to lower institution should be measured for its successful of their performance based on variables: (1) encouragement and pressure in federal level, (2) central/state capacity, and (3) encouragement and preassure on central and local levels. According to Syamsiar (2005), successful of policy implementation should be related with *governance* as the most important factor to achieve policy or organization goals, based on organization structure, the administration process is as re-finding government managed well. *Governance* is basically a new paradigm that involves not only government or state, but also role of some actors out of governmental and state, so that the involved parties are very great (Dwiyanto, 2004).

C. Secondary Education Policy Implementation in Perspective of *governance* at Mataram City

In discussion of secondary education policy implementation at Mataram City, we use Edward III's Model, as reference to portrait empirical phenomenon. Some factors used to measure the successful of policy implementation include communication, resources, disposition and bureaucrat structure that influences the successful of policy implementation. While policy implementation process here is to which extent the policy implementation aspect can be implemented by a mechanism. The implementation aspects and their process can be discussed as follows:

C.1. Communication

Communication is the mesage sending process from communicator to receiver through the channel with certain intention. Succesful of policy implementation needs to know what must be done and it can be achieved if the communication process run well. Communication needs to do in order to acchieve the goal and target of policy can be transmitted to *target group,* so that this can reduce distortion of information in their implementation.

In implementation of secondary policy in Mataran City, implementer consists of apparatus of Education Service of West Nusa Tenggara Province, aparatus of Education and Sport Service Mataram City, consultant from National Education Standar Board of central level, the school side (School Principal and Teacher). *Target group* on this study is student at State Senior High School in Mataram City. Look at the long communcation chain that must be done, then the communication should be done through socilaization conducted gradually. In implementation of this secondary education policy, the Education and Sport Service at Mataram City of West Nusa Tenggara Province as implementer has done socialization of program, but it was assummed as ineffective because their frequency are still minimum, this was only conducted once during 2013 until 2014. The

socialization was conducted by Educatiin and Sport Service of Mataram City with attending consultant from representative of Edication National Standard Board of central level as the speaker. School side participation and community showed the low participation. From absent of communicant invited has caused that the information undelivered well. The attendant must understand detailly, even the school are not sending representative will certainly need longer time to implement this program.

In this framework, there are three important things delivered by Edward III (1980) regarding communication process, that is *transmission*, *clarity* and *concistency*. a) Transmission is channeling or delivering the information conducted by implementer. On the secondary education policy implementation process at Mataram City, the information is delivered through some hierarkhi layers, so it rises communication distortion. One of causes is less paying attention the local language within policy transmition (Syafri 2007:269). It is also not effective for communication process through supervision concistenly, so it is still occuring confusing when created learning plan, b) Clarity is meant that the policy implemented must have an instruction and implementer get clarity about when or how the program conducted is. By many sides related with secondary education policy implementation needs coordination intensively. c) Concistency is related with implementation regulation. Contradictive instruction will make policy implementation process become slow.

Secondary education implementation at Mataram City based on communication aspect are still minimum on policies socialization that produced by macro or micro for stakeholders, so that this often rises problems in understanding secondary education implementation standing for the secondary education world at Mataram City with governance basis. Therefore, Metter and Horn (1975), stand out the successful of policy implementation is very influenced by factors, such as policy standard and inaugural activity characteristics of the implementing agency, social condition, economic and politic and also implementing character. Communication here become the point of view for successful of policy implementaton. For Meter and Horn (1975), an effective Implementation always demand for existing of clear standard program target, however that clearness need supporting by clear communication pattern of inter-organization, so that the goal achieved can be understood by implementing program. Standard and target were not achieved if they are not stated clearly, so that the role of implementing should understand what expected from the program is?. Meter and Horn (1975) were more emphasizing on successful of policy implementation would be very determined by communication between related organization with implementation activities.

Point of view of Mazmanian and Sabatier (1983) related with communication aspects are very important to support successful of public policy implementation and how the clearness of policy content is?. This means that clearer and detail of content of policy will be easier to implement, because implementers are easy to understand and translate into real action. For Grindle (1980), successful of policy implementation would be very determined by the program supported by adequate resources, in order to have capability to communicate thos content from policy should be implemented.

Successful program implementation will much be determined by *responsiveness* of implementing apparatus to fill public needs. Responsiveness can be seen from how the implementing apparatus want and able to understand community demands, flexible in understanding procedure and formal regulation, more emphasizing community's interest than personal interest, sensitive for injustice and not satisfaction developed in community, and within every step and action should be adapting with development of people needs. An effective implementation always demands the existing of clear standard program, but the clearness itself still needs support from communication pattern of clear inter-organization, so the goal achieved can be understood by program implementers.

Intra-communication and inter organization are the complex and difficult process. In transferring message to lower organization level or other equal organization are not avoided that communication often experiencing abuse. Organization characteristic is crucial factor which determines the successful of program. Ripley (1973) assumed that bureaucrat structure as normal characteristic, routinely, relationship pattern within implementing agency that has both potential and factual relationship with what they do in policy line, including monitoring pattern and its responsibility.

On other side, the related problem with secondary education policy implementation at Mataram City, if looked at communication aspects are still minimum on policy socialization produced both macro or micro to stakeholder, so that it often rises the problems in understanding the secondary education policy that stands for secondary education world at Mataram City with *governance basis.*

C.2. *Resources*

Resouces is the second important factor in policy implementaton to be effective. On implementation of education program at Mataram City, there are two requirement related with resources: First, availability of adequate time and other. As the data obtained from research result that in implementing the secondary education program at Mataram City have been provided budget from Regional Budget (APBD) and State Budget (APBN) in form of General Fund Allocation (GFA) and Special Fund Allocation (SFA). This fund was estimated to be enough for supporting this program, so the secondary education program can be implemented well. Human

resources are also important in this implementation of program. Human resources includes: a). Implementer as element of implementer from Education and Sport Services of Mataram City, such school side and people figure; b) *Target group* is student receiving the program. Second is this group must have enough readiness in order to the program can be conducted smoothly; if we compare this condition with Baidhowi's opinion (2004) that ability of government apparatus at regency/municipal based on "translation ability' concep is not effective enough in managemen of education service. Within implementation of program at Mataram City, socialization and training for teacher and shcoll side related with something conducted by municipal government and education service since 2013, but until this study conducted in the end of 2014, teachers and implementer element from school are still traying to translate the curriculum in order to be able to apply for student in form of more innovative learning plan. Second, size and program policy goals are the government program in education field, which generally aiming to increase education quality through curriculum of subject conducted by student. The policy implemented was based on the shopisticated causality, the program sometime can not be implemented well, but because the less apropriate program and the program is not based on understanding level regarding the problem overcome.

Van Meter and Van Horn (1975) was more looking at successful of policy implementation from resources aspect. That is availablity of policies sources, including apparatus/implementer resources and budget. Mazmanian and Sabatier (1983) are more emphasized on allocation of financial resources for policy want to be implemented. Availability of adequate financial resource will become motivator of successful of policy implementation.

On resources aspect showed that it still has weaknesses and constraints. Apparatus resources as secondary education implementer at Mataram City has weaknesses both amount of the existing apparatus at Education and Sport Services or quality of human resources to do the task and function directly with secondary education implementation, such as General Secondary Education Field is still inadequate yet, see table 1, although it was dominated by strata 1, but this does not showed maximum performance. Then, related with education fund allocation was assessed as not adequate yet, see table 2 and 3, this is caused the fund source from Local Budget (APBD) of Mataram City is not enough to expense the Secondary Education implementation implementation at Mataram City, so that it needs donation from State Budget (APBN) and peop0le participation in funding education; it is lining with Fatah's view (2012: 234) less resources in education institution become the main constraints for application of education policy, so that this study light one of resource aspect in implementing education policy to be improved, it applies an efficiency as the urgent thing.

If compared with Horn's view (1975), Edwards III (1980) needs pay attention some aspects in supporting successful of policy implementation including the resources of apparatus resource, funding and prequisite as the key factor for success policy implementation. These aspects are more important that communication aspects, bureaucrat structure and disposition; according to Darwin (1998) that successful of policy implementation is very determined by the involved resource, apparatus is as policy implementer and inspirator.

C.3. *Dispositions*

Disposition showed the attitude owened by implementer, if implementer had a good attitude, then they can run policy well as like what ecpected by policy maker. Attitude and behavior showed by education implementer is still more standing for elites for both bureaucrats and politics. If this condition were neared with view of Edward III (1980) will show alignments directed to *stakeholders*, so that this demand a good attitude and behavior.

It is important to study of implementer attitude in establishing implementation of Secondary Education Program at Mataram City, then implementer as implementing element from Education and Sport Service of Mataram City and school side, then implementer as implementer element from Education and Sport Service of Mataram City and school side (Principal of School and teacher). School principal and teacher as very important implementer in arrangement process of Learning Plan has showed the positive attitude and good will to run this secondary education program, only in process to translate the regulation until its implementation are still needing the consistence supervisor in order this program can be implemented well.

Process of taking decision applied until now tends to result in the less relevant with education policy with community needs. In their practical, the main actor of Mayor and Commission II of Regional House of Representative (hereinafter referred to DPRD), more dominant and influencing each other in determining policy, compared with policy implementer. That is Education and Sport Service.

As stated by Isjoni (2009) that in the first stage of learning and teaching conducted, the teacher must prepare four begining device, such as: First, Annual program. Second, Semester Program. Third, Sylabuse. Fourth, Learning Implementation Plan (LIP). RPP is explanation of sylabus which designed simpler, complete and operational within one meeting, it is two hours learning. Second stage is implementation of learning activity and teaching in the classroom or out of classrom or called as instruction management. An effecitve and efficient class management will encourage successful of learning and teaching process. Third stage is evaluation, including the evaluation must done when the learning and teaching process was going on. It can be imagined that

how much duties must be conducted by teacher, so that in helping their success of this education policy implementation, the central and regional government should facilitate them in establishing thei program innovatively. Form of facilities needed are easy consultation vertically to Education and Sport Service, Guarantee Instituion of Education Quality (GIEQ) at Province level, and National Education Deaprtment. Horizontally, school was facilitated in order to collaborate with private (business world and industrial world) in order to create innovation and able to answer the local needs. By this faciltiies, the school could have larger insight and grow a new cultural to be always creative and innovative in building relationship with business world.

Mazmanian and Sabatier (1983) stated that successful of policy implementation is not only from implementer side, but also from *constituency groups,* they can influence the policy implementation.

C.4. Bureaucrat Structure

In implementation of secondary education program at Mataram City, bureaucrat structure as implementer element of policy is clear. They are apparatus of Education and Sport Service of Mataram City, school side and Education Board/people figure/school committee. From three components, e=school principal and teacher are the most important component related with implementation of secondary education policy. Meter and Horn (1974), also emphasized that successful of policy implementation is determined by implementer agency characteristic, this includes bureaucrat structure, norms, and relationship pattern occur in bureaucrat, they are influencing the implementation of program. Mazmanian and Sabatier (1983) look from aspect of how big the relationship and supporting between some implementing institution, program failure often caused by less vertical and horizontal coordination among the institutions involved within implementing program. Cheema and Rondinelli (1983) said that there are some variables can influence performance and program impacts, such as: environment condition, relationship between organization, organization resource for implementing the program, implementing agency characteristic and capability. Relationship between organization emphasized here is very determining successful of policy implementation, such as related with organization structure that no longer, so that it makes easy in coordination. Ripley (1986) stated bureaucrat structure as normal characteristic, routinity, relationship pattern within implementing agency who has potential and factual relationship with what they do in policy line, including monitoring pattern and its responsibility.

D. Conclusion

Public policy implementation theory stated by scholars, such as G. Edwards III (1980), consists of: (1) Communication, it is related with knowledge would be done by implementer. This can run if the communication is runing well, so that every decision of implementation of policy and regulation must be transmitted (communicated) to division of appropriate personel. The policy communicated must be appropriate, accurate, and consistence. (2) Resource is other important thing in implementing policy well. The indicators used to look at resources can be run well and neat. They are staff, information, authority and facilities should be available adequately, both quantity or quality to supporting successful of policy implementation. (3) Disposition is related with attitude and behavior of policy iplementer as the third most important thing in approaching about implementing the policy. If implementation of policy wants to be effective, then implementers of policy should not only know what will be done, but also has ability to do it, so that in their practices would not be bias. The important thing should be understood on disposition variables are appointingbureaucrat and incentive. (4) Bureaucrat structure should include two things, such as mechanism and bureaucrat structure itself. First aspect is mechanism. In policy implementation usually the standard *operation procedures* (SOP) has already been made. SOP becomes guidance for every implementer to conduct in order to the policy implementation not deviate from goals and target of policy. Second aspect is bureaucratic structure, too long and fragmented bureaucratic structure will tend to weak controlling and causing the complicated and complex bureaucratic procedure and then these will make inflexible organization activities.

Governance (relationship of state, business world and community) is very important to pay attention in managing public sector. If these three factors are interacted synergicaly will be accelerating and advancing management of public sector to be more suitable with demand and needs of *stakeholders*. The partnership built with private side and community within pro-poor government program are likely to build *trust* among goverment and community. So that, government goals are not only runing in one direction, but these also have implication practically for enforment of local democracy which is likely for people to participate in taking decision/policy.

Appendix:
Table 1. Education Level of Employees at Education Service of Mataram in year 2014

No.	Education Level	Amount of Employees
1	Elementary School	-
2	Junior High School	1
3	Senior High School	41
4.	Diploma	4
5.	Undegraduate	69
6.	Postgraduate	16
7.	Doctoral	-
Total		133

Source: Education and Sport Service of Mataram City.

Table 2. Allocation of Dipa Kemendikbud For Poor Student Aid toward Senior High School/Vocation Education (in Billion) Period of 2009-2012

No.	Year	Volume	%
1	2009	450,676,980,000	26.66
2	2010	478,894,260,000	28.35
3	2011	238,776,720,000	14.13
4	2012	521,121,900,000	30.85
Total		1,689,469,860,000	100

Source: Secondary Data from Kemendikbud RI. 2012.

Table 3. Budget and Realization in Secondaru Education Field at Mataram City in year 2012-2013

No.	Year	Budget Volume	Realization	%
1	2012	50,634,154,951	49,455,593,245	97.68
2	2013	41,118,838,831	38,974,625,262	94.79
Total		**91,752,993,782**	**88,430,218,507**	**96.38**

Source: Regional Secretary of Mataram City, 2014.

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