

The Implementation of Education Policy in Local Areas

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Abstract: Local School Operational Grant (BOSDA) program is directed to support the free education policy in local government. This research aimed to: 1) the implementation of Local School Operational Grant (BOSDA) policy, and 2) the factors affecting the implementation of BOSDA. This research using qualitative research method with descriptive approach. The result showed that: 1) the process of managing BOSDA was conducted in the following stages: determining the operational cost of education unit; regulation development; socialization to society and school; school income and expense budget development; implementation process; and monitoring; 2) the implementation of BOSDA policy was affected by supporting factor dan inhibiting factor. The improvement of human resource aspect, particularly budget manager and activity executives, is the agenda important to do.

1 INTRODUCTION

The preamble of *UUD 1945* (the 1945 Constitution) states that one objective of Republic of Indonesia country is to intellectualize the nation life and for that reason, every Indonesian is entitled to acquire high-quality education corresponding to his/her interest and talent, regardless social status, race, ethnic, religion and gender. Furthermore, the Article 5 clause (1) of Law Number 20 of 2003 about National Education System mentions that "Every citizen has equal right to acquire high-quality education" and Article 11 clause (1) states "Government and Local Government obligatorily provides service and facilitation, and ensures the organization of high-quality education for every citizen without discrimination".

Government is still faced with various problems to realize the ideal of national education, including either internal factor such as educator quality level not qualifying the standard quality, inadequate school infrastructure and limited education budget provided by government, or external factor such as nature and environment, social-economic gap, and globalization effect.

Primary education development policy in the period of 2004-2009 is prioritized to improve the society's access to higher-quality primary education through implementing 9-year Primary Education Compulsory Learning (thereafter called *Wajar*) and

to give larger access to community group, particularly the poor one. For that reason, at the same time, government issues supporting policy that in principle encourage the society to get opportunity of attending primary education.

School Operational Grant (thereafter called BOS) Program builds on the concern that economic problem (fuel price increase) will result in the decrease in public's purchasing power, including the poor people's access to 9-year Primary Education. Thus, the objective of School Operational Grant (BOS) Program is to exempt the poor students from tuition and to relieve tuition for other students, to make the students acquire high-quality 9-year education service.

School fees represent one of the main obstacles to enrolment and persistence, especially for children from low-income households (Heymann et al., 2014). In some areas, local government also develops policy to give the school the grant in the form of Local School Operational Grant (thereafter called BOSDA). BOSDA is the provision of school operational funding deriving from Local Income and Expense Budget. BOSDA is given to Private and School schools and the schools under Religion Ministry (*Madrasah*). BOSDA can be used to support all teaching-learning process activities at school.

Local Government Policy concerning free education is used for investment cost such as early

school admission cost (Institution Development Contribution) and operational cost with exemption of tuition and other school activities such as extracurricular, extra lesson hour/enrichment activities, and etc. The fund given for free out of personal cost includes uniform, stationery, shoes and other school instrument purchasing for students' personal interest. The implementation of Local School Operational Grant has been able to relieve the people's burden in the term of investment and school operation and constitutes a superior program in implementing basic service in education sector.

While the feasibility of need-based assistance is negatively related to the possibility of graduation, the amount of assistance positively impacts the graduation, depending on the eligibility to obtain assistance. Among the types of aid, grants and scholarships have the most positive effect on graduation (Alon, 2007). Conditional cash transfer programs in developing countries have found a positive effect on attendance in large-scale randomized trials. Research in developing countries has found that providing financial incentives to families significantly improves secondary school attendance (Slavin, 2010).

There are two important issues related to education aid. First, education aid is likely to be more effective in contexts with relatively good institutional capacity. Second, the social returns to educational investment usually materialize in the longer-term, and the involved policies processes and innovations often require 'trial and error' before yielding the desirable results (Niño-Zarazúa, 2016).

This research aimed to analyze the Local School Operational Grant implementation process and to identify the factors affecting the implementation, including factors supporting and inhibiting the implementation of BOSDA.

2 METHODS

This study employed a qualitative research method with descriptive approach. The types of data used were primary and secondary data. Primary data was collected from informants in the Education Office and School. Secondary data was obtained by looking at the archives, documents related to the implementation and mechanism of free education programs through BOSDA. The sample was taken using purposive sampling and snowball sampling techniques. Techniques of collecting data used in-depth interview, participatory observation and documentation study. This paper conducted

interviews with the Head and Secretary of the Education Office, Head of Legal Affair, four schools, including: principals, BOSDA school managers, teacher representatives, and parent of the student representatives. Technique of analyzing data used was an interactive model of analysis. Data validation was carried out using source triangulation and informant review.

3 RESULTS AND DISCUSSION

Policy implementation may be viewed as a process of interaction between the setting of goals and action geared to achieve them. Policy implementation encompasses those actions by public and private individuals or groups that are directed at the achievement of objectives set forth in policy decisions (Paudel, 2009). This implementation research not only focused the implementation process but also identified the factors affecting policy implementation. Regarding this, the author chose Van Meter and Van Horn's model (Wibawa, 1994).

3.1 The implementation of Local School Operational Grant Process

This research will describe how the implementation process proceeds, whether or not there is a standard implementation, how a number of sources is used for implementation process, how the communication between organizations is established, how the executor's attitude is, and etc.

The implementation of Local School Operational Grant is conducted in the following stages: (1) determining the operational cost of education unit; (2) regulation development; (3) socialization to society and school; (4) school income and expense budget development; (5) activity process; and (6) monitoring.

3.1.1 Determination of Operational Cost of Education Unit

The implementation of education policy through Local School Operational Grant started with operational cost calculation per students. Corresponding to the calculation of Operational Cost of Education Unit was conducted by Local Government Education Service and USAID per school level/per students subtracted with Central and Provincial BOS amount, the difference becomes the responsibility of City/Regency Government

allocated through Local School Operational Grant (BOSDA) in program and activity.

3.1.2 Regulation Development

Education policy in region (Local School Operational Cost) is often the manifestation of Local Leader's vision and mission elaborated then in Medium-Term Local Development Plan (thereafter called RPJMD). To explain the RPJMD document technically, the region develops next regulation, Local Head Regulation in the form of technical guidelines of School Income and Expense Budget (APBS).

Local Leader regulation governs: (a) school operational cost generally including BOSDA distribution mechanism, BOSDA fund use; (b) School Income and Expense Budget (APBS) including APBS structure and APBS development procedure; (c) the management of APBS deriving from BOSDA including the BOSDA financial management organizational structure, Budget User Authority, PPTK, Expense Assistant Treasurer, Activity Executor in Public Elementary School/SDLBN, Expense Assistant Treasurer; (d) APBS implementation and APBS and Change; (e) school financial expense administration; (f) account code; (g) reporting; (h) monitoring, evaluation, and supervision; and (i) BOSDA fund use prohibition as well as its sanction.

3.1.3 Socialization to Society and School

Socialization is made through inviting the students' parents to school aiming to give them explanation about policy of Local School Operational Grant and to absorb society's aspiration. Meanwhile, socialization given to school is the explanation of Local Head Regulation material. The socialization aimed to get equal understanding pertaining to the substance of policy.

To effectively implement policies and achieve policy goals, gaining sufficient public support is an essential prerequisite; the policies would be in ruins and the government may also suffer from setbacks in other policy areas in the absence of public support (Wan et al., 2017).

3.1.4 School Income and Expense Budget Development

Every education unit or school obligatorily develops School Income and Expense Budget (APBS) in the attempt of managing education fund orderly at school.

The School Income and Expense Plan (thereafter called RAPBS) is the school income and expense budget plan in one fiscal year.

Before developing RAPBS, the school is required to have four-year Medium-Term Plan as the basis of Annual Work Plan (thereafter called RKT) development in the form of School Work and Budget Plan (thereafter called RKAS). The School Work and Budget Plan (RKAS) is explored from all teachers and employees to determine activity priority scale.

RKAS signed by headmaster, school committee and authority of budget users is developed into RAPBS. Before RAPBS has been legalized, verification would be carried out first by the team established by local leader consisting of: planner, financial, development administration and supervisor elements. To realize the transparency, APBS is posted on announcement board or uploaded in school website.

3.1.5 Activity Process

Local School Operational Grant intended to public school under local government's authority budgeted in program and activity forms, while that intended to private school and *madrasah* under Religion Ministry is budgeted through bequest expense.

All school activities are carried out by Technical Activity Executive Officials (PPTK) or activity executor. The executor of activity is required to be responsible administratively and physically for the activity implementation to Budget User/Budget User Authority. Headmaster develops APBS realization report quarterly delivered to Education Service's Chairperson.

3.1.6 Monitoring

Monitoring is done for the following reasons: to detect trends, to investigate the impact of an event, and to determine the basic conditions (Caunii et al., 2014). The supervision of school's financial organization is carried out by service chairperson and local functional supervisor corresponding to the enacted legislation. Service Chairperson establishes monitoring and evaluating team in conducting monitoring.

3.2 Factors Affecting the Implementation of BOSDA

From the result of research, it can be found that many factors affect the implementation of Local

School Operational Grant, including either supporting or inhibiting factor. Referring to Van Meter and Van Horn's concept in its implementation process model, it will be seen whether some factors functions to support or to inhibit.

It was found that four factors including: economic and social macro-environment; institutional arrangements; inter-organizational relations and inter-organizational coordination structures; and interest groups were influential in the implementation of tourism policy (Wang & Ap, 2013). Education and training and participation of trading partners positively affect the extent of Electronic Data Interchange (EDI) usage (Kim & Lee, 2008).

3.2.1 Standard Regulation and Target of Policy

Standard regulation and target of policy in a policy implementation are important. Implementation process will be conducted easily when the executor understand its standard implementation rule. Without standard implementation, a policy will be implemented difficultly.

The intended standard rule is Local Regulation followed up with Local Leader Regulation. The clarity of standard implementation rule makes the Local School Operational Grant implementation process run smoothly, despite compulsively regulation corresponding to the need in the implementation. Potential problem will arise frequently as the local government's authority changes in High Education level (Senior High and Vocational Middle Schools). Corresponding to Law Number 32 of 2004 about Local Government amended with Law Number 23 of 2014, entire management (asset, teacher and students) of high education (Senior High and Vocational Middle Schools) is delegated by Regency/Municipal Government to Provincial Government. As a result, the policy of administering Local School Operational Grant for Senior High and Vocational Middle Schools from Regency/Municipal Government does not have legal foundation.

3.2.2 Resource Availability

The process of implementing a policy will be successful when it is supported with adequate resource availability. Including into resource category here is the availability of fund, human resource and facility, and other supporting infrastructure.

In relation to fund, Local Government prepares fund by allocating budget in APBD. Meanwhile, in the attempt of implementing education policy, local government should prepare adequate human resource availability. The improvement of executors' capacity is conducted by holding technical guidance to headmaster. Limited human resource quality and quantity are the factors inhibiting the implementation of policy.

Low status of teachers, low salary and abroad internships for teaching staff, distrust towards higher education influence implementation of education policy (Maratovna, 2014).

3.2.3 Communication between Executive Organizations

Communication is the factor contributing very considerably to realizing the successful implementation. Communication serves to deliver various existing information. Communication conducted is usually in the form of coordination between executors. The presence of information technology makes the communication process run effectively.

Social media enable and facilitate the shaping of organizational rhetorical practices by (i) adding multivocality; (ii) increasing reach and richness in communication, and (iii) enabling simultaneous consumption and co-production of rhetorical content (Huang et al., 2013).

3.2.4 Executive Bureaucratic Structure

Organizational structure has impact of cross levels on performance of new product development team, cross functional integration of the team has a partial mediating effect between the mechanical organization and the performance of the new product (Bai, 2017). Policy implementation process will run well when it supported with good bureaucratic structure. The executive bureaucratic structure including characteristics, norms and pattern of relationship affects significantly the successful implementation. In relation to Local School Operational Grant policy, the engagement of school as financial manager supported with other Local Apparatus Work Unit indicates a responsive bureaucratic structure.

3.2.5 Social, Economic, and Politic Environment

Economic, social, and politic conditions also affect the effectiveness of policy implementation. The

good economic condition can support the implementation of policy. Local School Operational Grant (BOSDA) will indirectly affect the economic level of family, particularly students' parent or guardian, helped in paying their children's tuition.

Similarly, in relation to social and political factors, the Local School Operational Grant (BOSDA) policy gets strong political support because it is a part of the manifestation of Local Head's vision and mission, and the local superior policy. According to Wan et al. (2017), political factors that influence level of policy support based on existing literature.

Implementing the right to education fully and equitably is a challenge. It requires sustained political will, financial investment and policy innovation. It is also an enormous opportunity (Heymann et al., 2014).

4 CONCLUSIONS

The result of research showed that generally, the Process of Implementing Local School Operational Grant (BOSDA) policy in local area (region) has been implemented well and benefited the school (society). The successful implementation of education policy in local area is evidently supported by such factors as regulation, budget availability, communication between executives, executive bureaucratic structure, and economic, social, and political environment support. Nevertheless, there are some factors inhibiting the implementation of Local School Operational Grant policy: limited human resource, quantitatively and qualitatively. In addition, the problem of regulation as the legal foundation of policy should also be taken into account in order to prevent the hesitation from occurring among the stakeholders in local areas (region) and to prevent the benefit loss in the policy implemented previously.

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