

MODEL OF 12-YEAR COMPULSORY EDUCATION POLICY IMPLEMENTATION IN PANDEGLANG DISTRICT

Asep Ubaidilah, Kamal Alamsyah, R.Taqwaty Firdausijah

Universitas Pasundan, Bandung, Indonesia

E-mail: asepubaidah@gmail.com

Abstract

The regional governments of Banten Province and Pandeglang Regency have a great deal of work to do in order to enhance government performance and ensure that all levels of society have access to basic education. In order to improve the Human Development Index. This study was conducted using a qualitative approach with descriptive analysis and Van Mater and Van Horn's theory of policy implementation as an analytical tool. The results of the study indicate that the 12-year Compulsory Basic Education program policy has not been effectively implemented in the Pandeglang Regency. Not-yet-optimal standards and policy objectives, resources, implementation activities and inter-organizational communication, characteristics of implementing agents, environmental conditions (economic, social, and political), and attitudes/dispositions of policy implementers are the contributing factors. The optimal policy implementation model for the 12-year Compulsory Basic Education program in Pandeglang Regency should include a strengthening of monitoring the policy's implementation.

Keywords: Policy Implementation, Education, Compulsory Education.

A. INTRODUCTION

Facing the era of globalization and the increasingly rapid development of the times, every individual must be committed to improving their abilities. The government and its staff have the responsibility to facilitate citizens in order to prepare themselves to be able to compete with other countries as a consequence of the globalization era (Erhamwilda, 2004), one of which is by preparing reliable young people through education, as one of the mandates of the State Constitution. Republic of Indonesia. Reliable and quality human resources can only be realized with quality education (Widodo, 2016).

The problem of education is always a concern both at the regional and national levels. The large population of Indonesia and the level of income which has a fairly high disparity, is one of the causes of problems in the quality of education. Meanwhile, everyone seems to agree that schools are a solid foundation for building a nation (Teja, 2015).

To overcome various educational problems, the government has issued many policies, one of the policies implemented quite consistently and in stages from 1984 to the present is the 6, 9 and 12 year compulsory education policy (Wardani et al, 2015). The Constitution of 1945 and the Law on the National

Education System provide the legal basis for the compulsory education policy in Indonesia. Article 31 paragraph 2 of the 1945 Constitution mandates that all Indonesian citizens receive a fundamental education.

In other words, the commencement of the birth of a policy is the needs and demands of the community, or the birth of a policy based on societal problems (Sururi, 2016). According to Wahab (2002), policy implementation is the procedure by which policy decisions (typically in the form of laws, government regulations, judicial decisions, executive government or presidential decrees) are carried out.

The implementation of the policy in question is the implementation of a rule in a directed and meaningful manner towards achieving the goals expected by all parties, both government and society, effectively and efficiently in this case related to educational issues (Ali, 2017). While the implementation model is a form or pattern of approach used to apply the policy in question. As stated by Alamsyah (2016) that the policy model is a simple representation of the selected aspects of a condition that is structured for a specific purpose.

From the initial investigation it was found that the basic education compulsory education program in Pandeglang Regency had not been implemented properly. The lack of success of the 12-year Compulsory Basic Education program in Pandeglang Regency can also be seen from the average length of schooling (RLS) in Pandeglang Regency which is far below the RLS of Banten Province which recorded an RLS of 8.62. In 2018, the RLS of Pandeglang Regency was recorded at 6.96, which means that the average population of Pandeglang Regency has only been able to complete elementary school (SD) education and has not been able to complete junior high school (SMP) level education (BPS, 2019).

Based on these data, it can be seen that the Regional Government of Pandeglang Regency has quite a lot of homework to be able to improve government performance and ensure that basic education can be enjoyed by all levels of society. This is very important considering that basic community education is an important component that forms the Human Development Index on the knowledge dimension.

The pilot program for the 12-year Compulsory Basic Education Program has become a priority program in Banten Province and was announced for quite a long time in Pandeglang Regency, namely since 2016, with the aim of increasing the Human Development Index, but the Human Development Index numbers in Pandeglang Regency have not increased significantly even though there has been an increase. This problem is the background and the author's concern for analyzing the implementation of the 12-year compulsory basic education policy in Banten Province, especially Pandeglang Regency.

B. LITERATURE REVIEWS

1. Public policy

Whatever the government decides to do or not do is public policy, according to Dye in Islamy (2009). Public policy, as defined by Chandler and Plano in Pasolong (2010), is the deliberate application of available resources to address public or governmental issues. According to Dunn (2015), public policy is a chain of decisions (including inaction) made by government agencies or officials about a wide range of issues. These decisions span policy domains such as national security, healthcare, and education.

Experts agree that public policy is the government's course of action, or lack thereof, that is designed to achieve specific ends (such as the resolution of public problems or the promotion of the public interest).

Provisions or rules and regulations enacted by the government typically contain policies to do something so that they are enforceable and forceful.

2. Public Policy Implementation

Following the stages of formation and formulation, public policies need to be put into action in order for them to have an effect on society and bring about the desired outcomes. Because it is required to first explain the meaning and comprehension of the implementation of public policy in order for it to be fully understood how the Compulsory Education Basic Education policy will be implemented, it will be possible to fully comprehend both the meaning of the policy and how it will be implemented. According to Maharani and Sukardi (2016), the necessity of the policy to be implemented is so that it can have the desired impact or accomplish the aim.

According to Fadillah (2001), Webster defines policy implementation as the process of putting policy decisions into action (whether those decisions take the shape of laws, court rulings, executive directives, or presidential decrees). According to Van Meter and Van Horn (1975), policy implementation is defined as the actions made by people as well as groups in the business sector and the government with the intention of achieving the aims and objectives that have been established. Since policy implementation is only one of the many steps involved in public policy, it is only one of the crucial factors that determines whether or not a policy is successful in resolving public issues.

3. Model of Policy Implementation Van Meter & Van Horn (1975)

A Model of the Policy Implementation was written by Van Meter and Van Horn (1975) to provide their proposed framework for approaching policy implementation. To achieve high policy implementation performance, which occurs in the relationship between numerous variables, this procedure is an abstraction of a policy embodiment. This paradigm presupposes a direct causal relationship between political decision-making, policy execution, and policy outcomes.

This model was developed by Van Meter and Van Horn, who argued that the external environment of policies has a significant impact on implementation procedures, specifically change, government control, and the compliance of policy implementers. This model postulates a direct correlation between policymaking at the political level, actual policymaking, and policy outcomes. Therefore, the economic, social, and political environment are described as one of the contributing elements..

4. Compulsory Basic Education 12 years

The Central and Regional Governments of Indonesia are responsible for ensuring that all residents complete a mandatory education program (Siswanto, 2017). The Ministry of National Education and the Regional Government are both working tirelessly to expand compulsory education. Because it is the state's obligation and is administered by state educational institutions, regional governments, and the community, the government assures the implementation of this program without collecting a fee, at least at the basic education level. To wit: (Dharta & Wijaya, 2012).

Nationally, the 9-year reasonable program was proclaimed to have been completed by the government in 2009. The completion of the 9-year reasonable program is based on indicators of achieving the Pure Enrollment Rate (APM) for SD/equivalent and the Gross Enrollment Rate (APK) for SMP/equivalent which has exceeded above 95 percent. . However, the program's success in increasing net and gross enrollment rates in schools, in fact, still leaves homework to be done, namely the dropout rate is still high. The level of

secondary education that has not been touched by this program causes the gross enrollment rate for secondary education to be relatively low (69.6%).

To overcome this problem, the policy for the General Secondary Education (PMU) pilot program was born in 2012. This program was rolled out to expand people's access to secondary education (SMA/SMK). This program is the pioneer of the 12-year Compulsory Education Basic Education program in Indonesia, which was initiated in 2012 and implemented simultaneously in 2015.

C. METHODS

This study was designed with a qualitative approach, with descriptive analysis that describes, describes and describes the object under study. (Arikunto, 2006). The research begins with tracing the phenomena and problems that form the rationale for choosing the theme and focus of the research. Then found the problems and research objectives. Which will be a reference and framework in conducting research. Because of its potential to describe and grasp the meaning underlying participant behavior, depict complex environments and relationships, explore to discover forms of information, and characterize phenomena (Moleong, 2007), a qualitative technique was chosen for this study. Interviews, observations, and written records were used to compile the data for this study. The collected data will be investigated and evaluated descriptively before being linked to the policy implementation model in use. This will allow for a better understanding of how the various elements affecting policy implementation contribute to less-than-ideal policy outcomes. This study employs an analysis method based on the work of Miles and Huberman (1992), which takes into account a wide range of considerations, particularly those that pertain to technical challenges and needs.

D. RESULTS AND DISCUSSION

1. Implementation of Compulsory Education Policy for 12 Years of Basic Education in Pandeglang Regency

Findings from studies indicate that the 12-year Compulsory Education Policy in Pandeglang Regency has not been operating at peak efficiency. In-depth interviews with various stakeholders in Pandeglang Regency revealed that secondary education services are not uniformly available throughout the Pandeglang district.

The major purpose of the 12 obligatory basic education policy program that has been stated nationally is to ensure that all people have equal access to education, however this goal has not yet been accomplished in the execution of the program in Pandeglang Regency. The low enrolment rate in schools is indicative of this problem, especially at the high school and equivalent level, which is the lowest in all of Banten Province.

This is more due to unequal access to education, said almost all of the informants who were the source of this research information. This uneven access to education can be analyzed as a result of the lack of maturity in the planning stages of the policies made. Pandeglang Regency is one of the areas that is included in the underdeveloped area with a low Human Development Index (IPM) compared to other regions in Banten Province, cultural and social features that have not been fully opened with modernization, and geographical factors that are unique to mountainous areas, villages many of which are still untouched by development, of course, must receive special attention in the planning stage of education policy.

The Pandeglang District Education and Culture Office Branch is responsible for implementing the Banten Province Education and Culture Office's program for basic education for all children aged 6 to 12 years old. Secondary education services, such as High/Vocational High Schools or the equivalent, fall under the purview of the Provincial Government and are thus the primary emphasis of the 12-year compulsory basic education program.

The 12-year Basic Education Learning Policy in the Pandeglang Regency area has been rolling since its declaration simultaneously in Banten Province, namely in 2016. During that period, the 12-year compulsory education program in Pandeglang Regency was in the midst of educational life in Pandeglang Regency. The implications of the 12-year compulsory basic education policy program in Pandeglang Regency can be described as follows:

a. Increasing Participation Rate

One measure that is often used to evaluate the development of the education sector is the level of enrollment. The school enrollment rate, both the gross enrollment rate (APK) and the net enrollment rate (APM) can serve to explain the successful implementation of the 12-year compulsory basic education policy in Pandeglang Regency, which can be seen to be increasing every year since the implementation of the policy.

In 2018 the high school enrollment rate was at 54.78, and it increased the following year, reaching 57.32. The increasing trend can also be seen in the gross enrollment rate and the net enrollment rate. This means that the implementation of the 12-year Compulsory Basic Education policy in the Pandeglang Regency area that has been implemented so far has had sufficient implications and is felt by the people of Pandeglang Regency.

b. Addition to the Number of New School Units

One of the programs proclaimed in the basic education compulsory education policy is the construction of educational facilities and infrastructure. The most tangible form that can be felt is the addition of educational facilities in the form of new school buildings or units. With the implementation of the basic education compulsory education program, the community can experience better educational facilities, one of which is the opening of new schools in the selected areas.

The number of schools in Pandenglang Regency has continued to increase since the commencement of the compulsory education program, this is intended to provide more opportunities for the Pandeglang community to receive education to a higher level. the number of high school/vocational school level schools in Pandeglang Regency in 2018 was 128 schools, and increased in 2019 to 146 in 2020. The addition of high school level school units shows that the compulsory basic education program has entered the 12 year level, has implications to society.

2. Factors Inhibiting the Implementation of Compulsory Education Policy for 12 Years in Pandeglang Regency

The effectiveness of implementing the 12-year compulsory basic education policy is determined by six factors, namely standard factors and policy objectives, resources, communication, characteristics of implementing agents, dispositions of implementers and environmental factors which include economic, social and political conditions, accuracy of policy content, and supervision.

As described above, it was found that the implementation of the 12 compulsory basic education education policies in Pandeglang Regency has been running and has implications for society, but its

implementation has not been effective. The following are the factors that have caused the implementation of the 12-year compulsory basic education policy in Pandeglang district to be ineffective, based on Van Meter Van Horn's theory in the Model of Policy Implementation

a. Human Resources

In implementing a public policy, human resources are very important. Human resources are an important support to carry out the authority that has been delegated in the policy. The human resources referred to in this discussion are the quality of implementers involved in the policy, in this case the teaching staff, as well as supporting personnel for the implementation of the 12-year compulsory basic education policy in Pandeglang Regency.

Based on the results of the research, human resources in the 12-year Compulsory Education policy for Basic Education in Pandeglang Regency have been sufficiently fulfilled, but there are obstacles, especially at the SMK level, namely in the process of teaching staff certification which is still low.

In terms of quantity/quantity, teaching staff in Pandeglang Regency are still experiencing a shortage, namely at the junior, high school and vocational education levels. As for the elementary school level, the number of teachers is sufficient or even more. The need for teaching staff for SMP, SMA and SMK levels is due to the fact that the number of PNS teachers is still small, and there are also pressures from a number of teachers who are preparing for retirement. This has an effect on the ratio of teachers and students in Pandeglang Regency which is not yet ideal, especially at the senior high school level.

b. Budget Resources

In terms of budget, the 12-year compulsory basic education program in Pandeglang Regency has been running quite well, however, there have been obstacles, especially in terms of technical and equitable access to financing for schools that are far from the reach of the local government.

Pandeglang Regency's Compulsory Education Basic Education program receives funding from the APBN and APBD during the course of its 12-year duration. According to the National Education System Law (No. 20 of 2003). According to Article 49 (paragraph 1), a minimum of 20% of the State Revenue and Expenditure Budget (APBN) and a minimum of 20% of the Regional Revenue and Expenditure Budget (APBD) are allotted for the education sector. Financing the implementation of education is the responsibility of the government, and this is reflected in the allocation of funds for the education function through state ministries/institutions, transfers to the regions, and financing expenditures, including educator salaries, but excluding the official education budget. Lack of facilities and infrastructure for access to education services, especially repairing classrooms and adding USB (new school units), is one of Pandeglang Regency's educational problems. This is especially true in sub-districts that do not yet have SMA/SMK school units.

c. Social, Economic and Political Factors

Social, economic and political factors have become one of the obstacles to the effectiveness of the 12 Year WAJARDIKDAS program in Pandeglang Regency. The social factor that becomes a problem is the culture of society which still prohibits sending their children to formal education institutions, especially in rural areas. Even though education has been emphasized as a basic right of every citizen in Indonesia in the law, in practice there are no sanctions that can be applied to those who hinder this right, because in this case it means the parents of the students themselves. This is what happened in Pandeglang Regency. The small and

non-formal industrial industries that are starting to enter the Pandeglang area are one of the threats to the reduced interest of residents to continue their education to a higher level because they prefer to work.

3. Effective Policy Implementation Model To Optimize The 12 Year Compulsory Education Program

The theoretical techniques of Van Meter and Van Horn were applied to an analysis of the implementation model of the 12-year Compulsory Education Basic Education program that is being carried out in the Pandeglang Regency. The researchers were able to reveal the factors that influenced the implementation of the 12 Year Compulsory Education Program in Pandeglang Regency by utilizing the theory developed by Van Meter and Van Horn. The researchers discovered factors other than the factors that had been stated by Van Meter and Van Horn in the past, specifically the monitoring factors.

According to the findings of the study, the size and objectives of the policy, resources, implementation activities and inter-organizational communication, characteristics of implementing agents, environmental conditions (economic, social, and political), attitude/tendency (disposition) of policy implementers, policy content, and supervision are the factors that influence the implementation of the 12-year Compulsory Basic Education program policy in Pandeglang Regency.

By modifying the addition of the monitoring factor, it will indeed slightly change the *A Model of the Policy Implementation approach* from Van Meter and Van Horn, bearing in mind that the model was originally rational (*top down*) which often ignores the element of supervision. But it is very important to include it because supervision is a condition for implementing policies in a democratic country such as our country Indonesia. Based on the description above, an effective policy implementation model to optimize free education financing programs for senior high schools, vocational high schools and public special schools in Banten province can be described as follows:

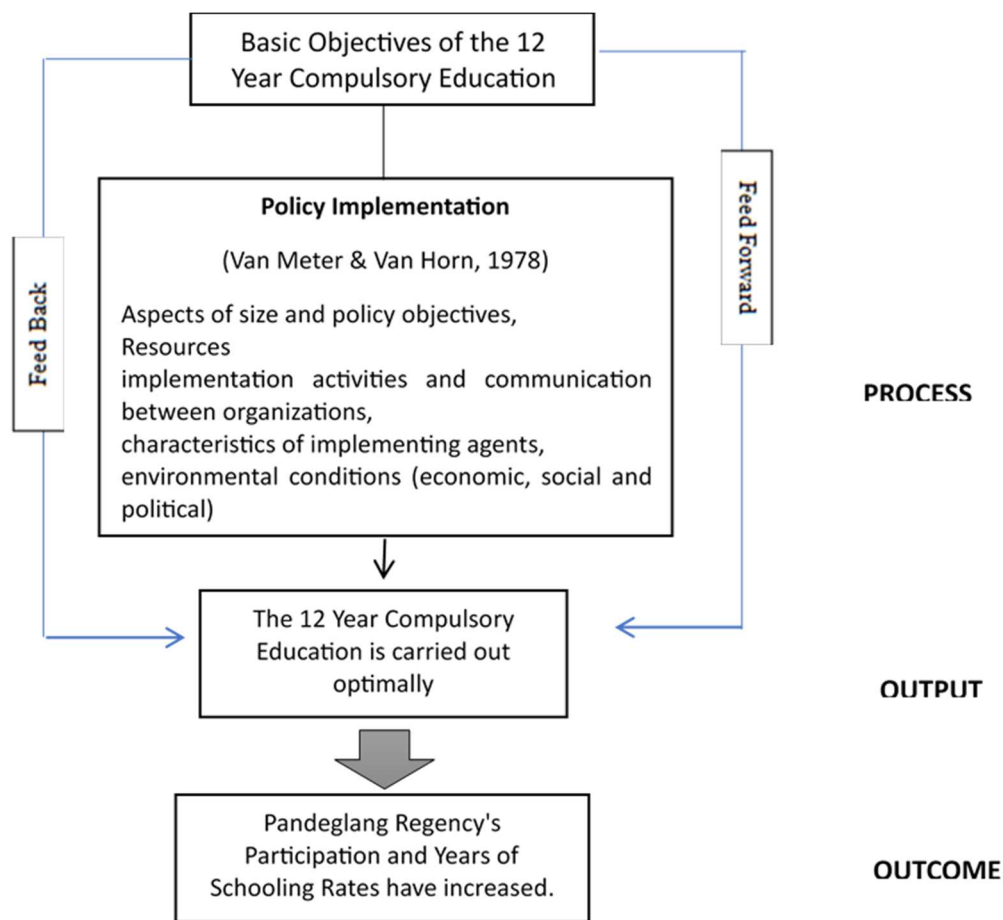


Figure 1 Ideal Model for 12 Year WAJARDIKNAS Policy Implementation

The inclusion of monitoring factors in the Van Meter & Van Horn Policy Implementation model is a refinement of the Van Meter & Van Horn Policy Implementation model that has been known so far.

Supervision is an evaluation stage in the policy process. As stated by Anderson (1979) that public policy is a series of activities that have a purpose set by an actor or a number of actors in overcoming a problem or a problem. The policy process includes policy formulation, policy implementation and policy evaluation.

Monitoring techniques are divided into two based on the approach, namely:

a. Preventive surveillance.

Supervision with a preventive approach is intended to prevent irregularities in the implementation of activities. This supervision is in the form of determining procedures, standards or requirements that must be followed in implementing the program. The purpose of preventive supervision is to prevent deviant acts, provide guidance, determine direction and objectives and determine authority and responsibility as an agency.

b. Repressive surveillance

Supervision with a repressive approach is carried out after a deviation occurs. Deviations are determined by comparing the actions that should be taken with the actions taken against an activity or policy. This supervision can be carried out remotely, namely by examining evidence and letters of accountability, or from up close, namely supervision by direct inspection at the activity site.

Based on the description above, the ideal model that can be proposed in increasing the effectiveness of implementing the 12-year Compulsory Education Program policy in Pandeglang Regency. With the implementation of this model, it is hoped that the 12-year compulsory education program in Pandeglang Regency can touch its ultimate goal of increasing the HDI of the people of Pandeglang Regency.

E. CONCLUSION

Implementation of the 12-year Compulsory Basic Education program policy in Pandeglang Regency has not been effective. This is caused by several obstacles, namely the uneven access to education in all areas of Pandeglang Regency, the zoning system which is considered to complicate equal distribution of access to education for residents who are far from educational facilities, community economic and social factors related to the mindset of the people who are partly still left behind. The implementation model for the 12-year Compulsory Basic Education policy program in Pandeglang Regency with the theoretical approach *A Model of Policy Implementation* from Van Metter and Van Horn (1975) which is ideal for implementing the 12-year Compulsory Basic Education program in Pandeglang Regency is a model that includes the size & policy objectives, resources, implementation activities and inter-organizational communication, characteristics of implementing agents, environmental conditions (economic, social and political), attitudes/tendencies (dispositions) of policy implementers, accuracy of policy content and supervision.

REFERENCES

1. Alamsyah, K. (2009). *Reformasi Administrasi Republik Indonesia*. Program Magister dan Doktor Ilmu Administrasi Publik Program Pascasarjana Universitas Pasundan. Bandung.
2. Ali, M. (2017). *Kebijakan pendidikan menengah dalam perspektif governance di indonesia*. Universitas Brawijaya Press.
3. Arikunto. (2006). *Prosedur Penelitian: Suatu Pendekatan Praktik*. Jakarta: Rineka Cipta.
4. BPS Kabupaten Pandeglang. (2019). *Pandeglang Dalam Angka*.
5. Dharta, I., & Wijaya, R. (2012). *Menyoal Prospek Program Wajib Belajar 12 Tahun*.
6. Dunn, W. N. (2015). *Public policy analysis*. routledge.
7. Erhamwilda, E. (2004). Mencermati Problem Pendidikan Indonesia Untuk Memperbaiki Kualitas Pendidikan (Suatu Upaya Meningkatkan SDM Bangsa). *MIMBAR: Jurnal Sosial dan Pembangunan*, 20(4), 457-477.\
8. Fadillah, P. (2001). Paradigma kritis dalam studi Kebijakan Publik. *Cet-1. Pustaka Pelajar. Jogjakarta*.
9. Islamy, I. (2009). *Prinsip Prinsip perumusan kebijaksanaan Negara*. Jakarta: Bumi Aksara.
10. Maharani, W. M., & Sukardi. (2016). KEBIJAKAN PENDIDIKAN GRATIS BAGI MASYARAKAT KOTA BLITAR (Studi Implementasi Program Rintisan Wajib Belajar 12 Tahun Berdasarkan Peraturan Walikota Blitar Nomor: 8 Tahun 2015). *Publisia: Jurnal Ilmu Administrasi Publik*, 1(2).
11. Miles, M. B., & Huberman, A. M. (1992). *Analisis Data Kualitatif*. (terj. Tjetjer Rohendi Rohidi). Jakarta: Penerbit Universitas Indonesia.
12. Moleong, L. J. (2007). *Metode penelitian kualitatif*. Bandung: Remaja Rosdakarya.
13. Pasolong, H. (2010). *Teori Administrasi Negara*. Bandung: Alfabeta.

14. Siswanto, A. (2017). Pelaksanaan program rintisan wajib belajar 12 tahun pada sekolah menengah atas negeri di kabupaten Bantul. *Hanata Widya*, 6(7), 55-65.
15. Sururi, A. (2016). Inovasi Kebijakan Publik (Tinjauan Konseptual dan Empiris). *Sawala: Jurnal Administrasi Negara*, 4(3).
16. Teja, M. (2015). Pembangunan untuk kesejahteraan masyarakat di Kawasan Pesisir. *Aspirasi: Jurnal Masalah-masalah Sosial*, 6(1), 63-76.
17. Van Meter, D. S., & Van Horn, C. E. (1975). The policy implementation process: A conceptual framework. *Administration & society*, 6(4), 445-488.
18. Wahab, S. A. (2002). *Analisa Kebijaksanaan: Dari Pormulasi ke implementasi Kebijaksanaan Negara*. Bumi Aksara. Jakarta.
19. Wardani, W. K., Astuti, P., & Harsasto, P. (2015). Implementasi Program Wajib Belajar 12 Tahun di Provinsi DKI Jakarta (Studi Kota Administrasi Jakarta Timur). *Journal of Politic and Government Studies*, 4(2), 371-388.
20. Widodo, H. (2016). Potret pendidikan di Indonesia dan kesiapannya dalam menghadapi masyarakat ekonomi Asia (MEA). *Cendekia: Jurnal Kependidikan Dan Kemasyarakatan*, 13(2), 293-308.