

Education Policy Analysis: Review of Education Policy in Central Kalimantan

R. Biroum Bernardianto, Abdul Hakim & Sarwono, Choirul Saleh

Faculty of Administrative Science,
Universitas Brawijaya,
Indonesia
a_biem@yahoo.com

ABSTRACT

The background of this study is the education policy of the Government of Central Kalimantan Province as stipulated in Central Kalimantan Provincial Regulation Number 10 Year 2012 on the Implementation of Education (Central Kalimantan Harati). Education policy is analyzed retrospectively (analysis for) using the Framework for Policy Analysis by William N Dunn (2003). The study concluded that the education policy governing the management of education in Central Kalimantan has not been fully able to realize the service equitable and to provide quality education for the people of Central Kalimantan, especially in rural areas. Therefore, in order for equitable distribution of services and improving the quality of education as to achieve the education policy objective, it is recommended to build synergies among sectors and between sectors and government (provincial and district or city), which takes carefully into account the geography, socio-economic, cultural aspects and is supported by improving the quality and competence of teachers, through proportionate funding and well managed stakeholders' participation.

Keywords: *educational policy, policy analysis, Central Kalimantan Harati.*

1. INTRODUCTION

In order to carry out the mandate of the 1945 Constitution to educate the nation as well as Law Number 20 of 2003 on National Education System, Central Kalimantan Provincial government sets education policy as stipulated in Central Kalimantan Provincial Regulation Number 10 of 2012 on the Implementation of Education, socialized as Central Kalimantan Harati. This regulation aims to create quality and accessible and equitable education, improving the availability, affordability, quality, and relevance of obtaining educational services, by increasing compliance to the 8 (eight) national education standards (content standards; standard process; competency standards of graduates; teachers standards; standard facilities and infrastructure; management standards; standard financing; and educational assessment standards).

Can Harati Kalteng policy address issues faced by education sector in Central Kalimantan? Theoretically, policy analysis becomes very important in order to ensure and predict that a policy would do good. Information about the initial conditions of the policy object with reference to the various fields of scientific study is believed to reduce the possibility of failure of a policy.

In public policy analysis, one field of study is the evaluation of the policy. Policy analysis needs to be done because basically every public policy is at the risk of failure. Wahab (1997) cites the opinion of Hogwood and Guner (1986), explaining that the cause of the failure of a policy can be divided into 2 categories, namely: (1) non-implementation, and (2) unsuccessful implementation. Typically, policies that are at risk to fail due to factors such as bad implementation, bad policy, or bad luck.

There are four policy issues that need to be reconstructed to provide education in the framework of regional autonomy (Sidi, 2000). This is related to improving the quality of education, improving the efficiency of education management, increased relevance of education and equality of educational services.

Several factors must be considered in making education policy in which these factors include the formation of lifelong learning for all citizens, the autonomy of education conducted by educational institutions, improving the quality of teachers, availability of budget for education, infrastructure, quality of education generated, equal education and educational opportunities for all citizens of Central Kalimantan.

Management and delivery of education in the province of Central Kalimantan, as a province covering such vast area (153,564 km² equivalent to 1.2 of the island of Java) and a population of 2.3847 million people (the Central Statistics Bureau of Central Kalimantan in 2013) is not as easy as imaginable. With a population density of Central Kalimantan of 16 inhabitants per km², spread over 1,569 villages, composed of 13 districts and 1 city with the average number of people per village of 1,520 people, the geographical and demographic conditions of Central Kalimantan tend to pose its own problems in the management of education.

Policy Regulation Number 10 2012 / Kalteng Harati becomes interesting to be analyzed considering the unique characteristics of Central Kalimantan, and in respect to the achievement of the functions and objectives of education expected by Central Kalimantan society. This study tries to assess the implementation and achievement of policies, and ultimately builds a model of education policies focused on the issue of the distribution of education, the quality and competence of teachers as well as education finance.

2. MATERIALS AND METHOD

2.1. Public Policy

The term "*kebijakan*" is often termed as "*kebijaksanaan*" in Bahasa Indonesia and is often equated with the term "policy" in English. It is perhaps because until now there has been no exact translation of the term into Indonesian.

According to Hoogerwerf in Sjahrir (1988), policy is essentially an answer to a problem, an attempt to solve, mitigate, prevent a problem in a certain way, with concerted action. Anderson (1978) proposes policy formulation as the behavior of a number of actors (officials, groups, government agencies) or a set of actors in a particular field of activity.

Easton in Thoha (2002) states that, "Public Policy is the authoritative allocation of values for the whole society, but it turns out that only the government can act authoritatively on the 'whole' society ...". In this case, Easton's emphasis is on the aspect of power in which he stated, "The government has the authority to regulate people's behavior by allocating values to the entire community. Government authorities can impose order values that are reflected in the policies adhered to by the community and providing sanctions shall violation happens."

2.2. Indonesia Education Policy as Public Policy

According to Rashid (1997), government in carrying out its functions has 4 important role in the life of the nation and state, namely: 1) making regulations together with Parliament, 2) undertake the development in improving the welfare of citizens, 3) empowerment to increase self-reliance in the formation of the quality and competence of citizens, and 4) perform public service in an effort to realize justice for citizens.

One of the four sectors concerning the government's role is education. The Preamble of the 1945 Constitution states that one of the objectives of the Republic of Indonesia is the intellectual life of the nation and for every citizen of Indonesia to be entitled to quality education in accordance with interests and talents regardless of social status, race, ethnicity, religion, and gender.

Law Number 20 of 2003 on National Education System states that the National Education serves to develop the ability and character development as well as the civilization of dignity in the context of the intellectual life of the nation, aimed at developing students' potentials in order to become a man of faith and fear of God Almighty, noble, healthy, knowledgeable, capable, creative, independent, and become a democratic and responsible citizen."

Post-Reformation in 1998 brought fundamental changes in the national education system. The education system changes following the change of the centralized system towards decentralized or better known as the autonomy of education and the national policy that affect the autonomy of Indonesian education system. Indonesian education system also adapts to the model of autonomy. Autonomy in education (educational autonomy) then brings much hope for improvement of the education system in Indonesia in the future. Implementation of the regional autonomy policy which is based on Act Number 22 of 1999 and Act Number 32 of 2004, which state that policy decision independently where the authority that was at the central government has now been handed over to the local governments.

2.3. Policy Analysis

Patton and Sawicky (1993) explain that policy analysis is a necessary action in making of a policy, either new policies, or the new policy as a consequence of the existing policy.

According to Nugroho (2004), the role of policy analysts is to ensure that the policies taken are based on the optimal benefits to be received by the public, and not to favor policy makers.

Policy analysis is the principal activity in policy formulation because it gives a starting point why a policy should be made. Dunn (2003) defines policy analysis as a discipline of applied social science related to various methods of investigation, in the context of argument and public debate, to create critical assessment, and communicate policy-relevant knowledge. Policy analysis is a form of applied research to gain deep understanding of social issues to put forward a better solution. Although the analysis focuses on the formulation of policy, in principle, any definite policy analyses include an evaluation of the policy since the beginning of the policy-making process, namely finding issues, analysing the factors supporting policies, implementation, evaluation opportunities, and environmental conditions of the policy.

Following Patton and Sawicky (1993), the types of policy analysis is divided into two; the first is descriptive analysis, which only gives an overview and prescriptive analysis and emphasizes the recommendations. If a policy should be taken, the analysis must be prescriptive, as the second criterion, because its role is to provide policy recommendations that should be taken by the executive.

Policy analysis can be viewed as an assessment process that includes five components of the policy information (policy-informational components) transformed from one to the another by using the five policy analysis procedures (policy-analytic procedures) within the framework. The use of policy-analytic procedures (such as the formulation of the problem, forecasting, monitoring, evaluation, recommendation) allows the analyst to transform one type of information to other type of information. Information and procedures are interdependent; they are linked in a dynamic process policy informational transformations. Therefore, the components of the information-policy (such as policy issues, the future of the policy, the policy implementation, the results of the policy, the policy performance) are transformed from one to another by using policy-analytic procedures. The entire process is regulated through the formulation of the problem which is placed at the center of the framework (Dunn, 2003).

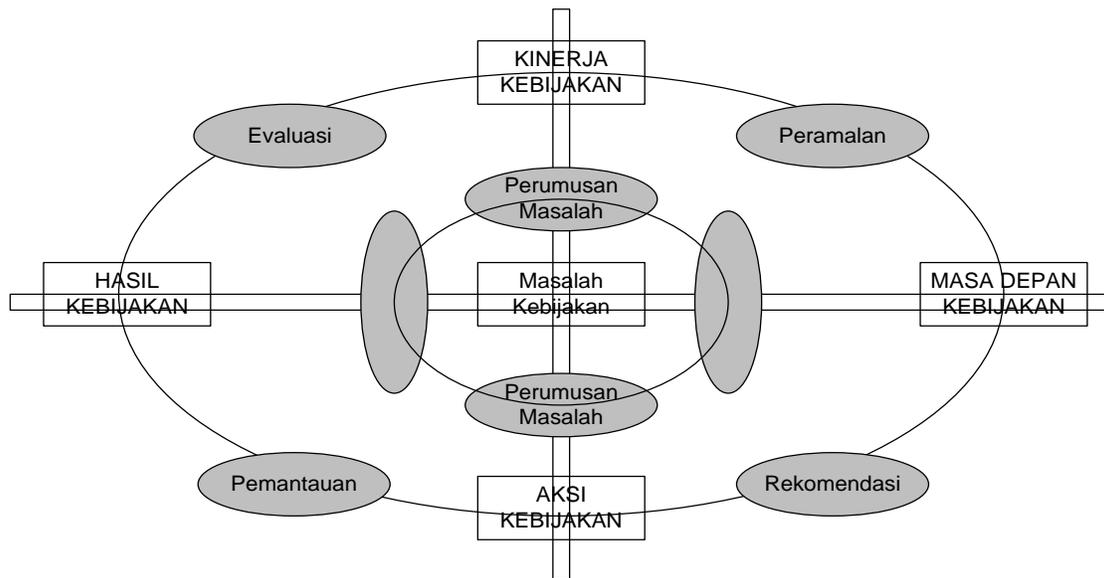


Figure1. Analytical Framework and Policy Formulation (Dunn, 2003)

Policy analysis (Dunn, 2003) which states the relationship between the components of the information policies and methods of policy analysis provides the basis to distinguish three major forms of policy analysis: Prospective, Retrospective, and Integrated Analysis.

a. Prospective Policy Analysis

Prospective policy analysis in the form of production and transformation of information before actions initiated and implemented. Commonly referred to as analysis for policy or policy analysis (expected to occur in the future). This type of analysis provides detailed information on policy formulation (formative evaluation) or anticipation on how the policy will work when applied.

b. Retrospective Policy Analysis

A retrospective analysis is described as the creation and transformation of information after the policy action performed, including various types of activities developed by the three groups of analysis:

- 1) Discipline-oriented analysis
- 2) Problem-oriented analysis
- 3) Applications-oriented analysis

c. Integrated Policy Analysis

Integrated policy analysis is a form of analysis that combines the style of operation of practitioners concerned with the creation and transformation of information before and after the policy actions taken. Integrated policy analysis not only requires analysts to link the retrospective and prospective investigation stage, but also requires the analyst to continuously generate and transform the information at any time. This means that analysts may be involved in the transformation of components in line with the policy information in a clockwise manner repeatedly.

2.4. Study Site

This study was done in Central Kalimantan Province.

2.5. Research Focus

The focus of this study includes an analysis of:

- a. education policy to ensure equal distribution of educational services in the province of Central Kalimantan;
- b. education policies in order to improve the quality and competence of teachers in the province of Central Kalimantan;
- c. education policy in order to increase education funding in the province of Central Kalimantan.

2.6. Source of Data

Informants are people who can help researchers by providing the necessary data, in which the determination of the informant is done by considering the background, behavior, events, and processes in accordance with the framework and the formulation of the problem, then informants were further selected with the technique of "snowball sampling" (Sugiyono, 2009). Observation paid attention to the phenomena captured during field study, both directly and indirectly related to the research. Documentation was carried out in order to obtain secondary data in the form of books, records, minutes of meetings, monographs, newsletters, newspaper articles, all of which concerns with the demographic data, demonstration data, and data related to the focus of the study, including the records recorded and written during the field study.

2.7. Data Analysis

Data analysis used interactive data analysis model developed by Miles, Huberman and Saldana (2014) seeing it as a series of concurrent activities, namely: 1) data condensation, 2) data display, and 3) conclusion or verification.

3. RESULT AND DISCUSSION

Central Kalimantan Provincial Regulation Number 10 Year 2012 on the Implementation of Education (Central Kalimantan Harati), as shown by statistics, brings significant achievement, yet equal educational goals have not been fully achieved.

Results of research conducted in the field in accordance with the focus of the study showed that:

a. Equitable Education Services

- 1) The number of schools, both Primary and Secondary level, is sufficient. The ratio of schools to students is low (below the national standard).
- 2) The number of teachers, both Primary and Secondary levels, is adequate. The ratio of teachers to students is low (below the national standard).
- 3) GER is low and is below the national average.
- 4) Uneven access to educational services, especially in rural, coastal and isolated areas. High schools are not evenly distributed in rural areas and the public has limited access to secondary education services due to difficult geographical conditions, lack of transportation infrastructure, and the limited ability of the local economy.
- 5) Lack of innovation by the government to ensure equal distribution of educational services to a higher level, especially for rural, coastal and isolated areas. Improvement is limited to the construction of new primary and secondary schools which are few in number and unequal distribution of teachers.
- 6) Involvement of private Sector in order to support the development of education has not been managed properly and optimally. Some companies have built and managed several schools independently, but the condition of the schools are not good enough and teachers are not competent enough.

b. Quality and Competence of Teachers

- 1) Number of teachers, both for Primary and Secondary levels, is sufficient, the ratio is low.
- 2) Qualification of Teachers for Elementary and Secondary levels have not been entirely S1 / D4. Approximately 60.86% who have graduated S1 / D4 up, and the rest 20.63% graduated high school levels.
- 3) Competence of Teachers for Elementary and Secondary levels is still relatively low. Only 40% have a certificate of competence and the average score of initial teacher competency tests show that most teachers are not so competent.
- 4) Distribution of Teachers is uneven, where most teachers are concentrated in urban areas, so there is shortage of teachers in rural areas.
- 5) Access for Teachers to continue their education and to attend training to increase their competence is still limited. The program to get a bachelor level for teachers has been implemented through the equalization and acceleration program, but it is difficult to reach for teachers in rural areas.
- 6) The program to improve the quality of teacher competence is not well planned and uneven for all levels of education

c. Financing Education

- 1) Budget for Education Sector in Local Budget of Central Kalimantan Province has reached 20%. This budget has shown significant improvement, but not sufficient.

2) Funding for education is also supported by the Deconcentration Fund of the National Budget. The value of Deconcentration Fund this year is decreasing.

3) Education fund from the third parties has not been well-managed and maximized.

On the basis of the above description, the following propositions can be formulated:

Minor Proposition 1

The policy for the equal distribution of education services is not the same for all regions, as we must pay attention to the characteristics of the area in the form of potential, geographical conditions, socio-economic and culture in order to develop specific policies so that the purpose of achieving the equitable distribution of quality education services for the community, especially in rural, border and remote, will be even greater.

Minor Proposition 2

Policy to produce quality education for learners in all regions require systematic efforts in improving the quality, competence, and welfare of teachers with a policy of evenly distributed placement throughout the area.

Minor Proposition 3

The need for such great amount of funds for education, yet faced with the availability of a limited budget, can be solved through efficient and effective management as well as accountable and transparent of funds by involving the participation of stakeholders in the development of education.

Major Proposition:

Equitable service and improving the quality of education as an education policy objective can be achieved by building synergy among sectors as well as provincial and district governments, which take into account the geography, socio-economic, cultural aspects and supported by improving the quality and competence of teachers, through proportionate funding and well managed stakeholders' participation.

4. CONCLUSION

4.1. Conclusion

Based on the results of research and discussion, it can be said that Central Kalimantan Regional Regulation Number 10 Year 2012 / Central Kalimantan Harati as an education policy governing the management of education in Central Kalimantan has not been fully able to realize the service equitable and provide quality education for the people of Central Kalimantan, especially in rural areas.

It fits the following conclusions:

1. Central Kalimantan government through Central Kalimantan Harati has prioritized programs of education to ensure equal distribution of education. Education service in Central Kalimantan is still not evenly accessible, one of the main causes is that Central Kalimantan is so vast, settlements are scattered far apart by the geographical conditions of forests and rivers so that access to educational services become very difficult. The number of schools and teachers is sufficient, but due to long distance and difficult access, it takes a lot of time and energy to travel from home to school.
2. The quality and competence of teachers in Central Kalimantan is still inadequate. Teachers have very limited education and training activities related to the improvement and development of quality and competence of teachers.
3. Central Kalimantan provincial government has fulfilled the mandate of the law to allocate the education budget of at least 20 percent of the total budget. Cooperation and participation of stakeholders in education funding has not been managed well.

4.2. Suggestions

1. To improve people's access to education and equality of educational services, particularly for remote communities and rural areas, we need a special policy on how to define school and education in which it should not be held in institutions of formal education, but can be affiliated with the formal institutions only during examinations.
2. To improve the quality and competence of teachers, the government is expected to allocate adequate budget and implement systematic education and training programs. Teacher recruitment must be standardized to support the implementation of quality education.

3. The government should be realistic not to give political promises on free school tuition, as education in fact still requires funding and community participation. There is a need to raise synergy among stakeholders in participation of a good education.

5. THEORETICAL AND PRACTICAL IMPLICATIONS

5.1. *Theoretical Implications*

1. The results of this study support the opinion of Dunn (2003) that the policy analysis is an assessment process that aims to create a multidisciplinary and critical assessment, and to communicate policy-relevant knowledge. Policy analysis method should be able to provide information on the nature of the problem, what policies are being or have been made and how they work, how the policies work in order to solve problems, the available policy alternatives and what results can be expected. Answers to these questions produce information on policy issues, the future of the policy, the policy action, the results of policy implementation, and policy performance.
2. In the implementation of education policy, this study reinforces the suitability of the model of policy implementation by Korten (1986). There is suitability of three elements in the implementation of educational programs, namely the program (distribution of education, the quality and competence of teachers, and the financing of education) in organizing the educational system, the implementation of the program by stakeholders (governments, communities, NGOs, and the private sector), and the benefit of the programs implemented for the target groups. Korten states that a program will be successfully implemented if there are three suitability elements on program implementation. First, the correspondence between the program and the beneficiaries, namely the correspondence between what is offered with what is required by the target group (beneficiaries). Second, the suitability between programs and the implementing organizations, namely the correspondence between tasks required by the program with the capability of implementing organizations. Third, the suitability between target groups and the implementing organizations, namely the requirement set by the organizations to obtain the output of the program with what can be done by the target group of the program.
3. Substantially this study explained:
 - a. In the distribution of education services, this study strengthens the theory by Schiefelbein and Farrell. Schiefelbein and Farrell (1982) state that equality of educational opportunity is not limited to whether the students have the same opportunity to go to school (equality of educational opportunities passively), but more than that, students must obtain equal treatment since admission, during learning process, graduation up to the benefit from the education in their life as part of the society. These components are equality of access, equality of survival, equality of output, and equality of outcome.
 - b. The quality and competence of teachers is in line (reconstruction) with the theory by Egglund and Gilley (1989) which gives the sense that professional can be approached through four perspective of philosophical orientation, gradual development, characteristics orientation, and non-traditional orientation. Professionalism of teachers must be supported by the standard of competence that must be mastered. Competence is the ownership of the capability or expertise that is specific, minimum education level, and certification of skills should be deemed necessary as a prerequisite to be a professional teacher.
 - c. Education funds is in line with the theory by Levin and Schuler (1987), a process by which revenue and the resources available are used to formulate and run schools in different geographical areas and levels of education. This funding is related to the politics of education and government funding programs and school administration. The unit cost of education itself includes: 1) investment, 2) operating costs, 3) education funding assistance, and 4) scholarships.

5.2. *Practical Implications*

These results indicate that the educational policy of Central Kalimantan Harati cannot answer the existing educational problems. In the preparation of programs of education policy, it is further recommended to consider the results of the study for the improvement of educational policy in the future so that the ideals of manifestation of equitable and accessible quality education in Central Kalimantan can be achieved.

REFERENCES

- [1]. Anderson JE (1978). *Public Policy Making*. Second Edition. New York : University of Houston.
- [2]. Dunn WN(2003). *Analisis Kebijakan Publik (Terjemahan)*. Gadjah Mada Univ Press, Yogyakarta.
- [3]. Gilley JW, Egglan SA (1989). *Principles of Human Resources Development*. New York: Addison Wesley Pub. Company. Inc.
- [4]. Hogwood BW, Guner LA (1988). *Policy Analysis for the Real World*. Oxford University Press, Oxford.
- [5]. Huberman M, Miles M, Saldana J (2014). *Qualitative Data Analysis*. Arizona State University.
- [6]. Korten DC(1986). *Community Management : Asian Experience and Perspectives*. Connecticut : Kumarian Press.
- [7]. Levin MH, Hans GS(1987). *Financing Recurent Educational*. Sage Publication Inc., Beverly Hills, California.
- [8]. Nugroho RD (2009). *Public Policy*. PT Elek Media Komputindo, Jakarta.
- [9]. Patton C, Sawicki D(1993). *Basic Methods of Policy Analysis And Planning*. Prentice Hall. Englewood Cliffs, NJ.
- [10]. Schiefelbein E, Farrell J(1982). *Eight Years of their Lives*. International Development Research Centre, Ottawa.
- [11]. Sidi I(2000). Empat Isu Kebijakan Pendidikan Nasional. www.depdiknas.go.id. Jakarta.
- [12]. Sjahrir (1988). *Kebijaksanaan Negara: Konsistensi dan Implementasi*. LP3ES, Jakarta.
- [13]. Sugiyono (2009). *Metode Penelitian Pendidikan*. Alfa Beta, Bandung.
- [14]. Thoha M (2002). *Birokrasi dan Politik di Indonesia*. Raja Grafindo Persada. Jakarta
- [15]. Wahab AS(1997). *Analisis Kebijakan dari Formulasi ke Implementasi Kebijaksanaan Negara*. Bumi Aksara, Jakarta.