The Implementation of Education Policy in Padang City: The Perspective of Innovative Governance

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Abstract

Decentralization provides opportunities for regions to advance their regions to create public policy innovations that are suitable with characteristic and region needs. One of the innovations is education policy. The innovative governance aims to improve program quality which involves various parties. This article aims to analyse the implementation of education policies inPadang through innovative governance perspectives. The successful implementation of the innovative governance process has an impact for the governance of policy implementation to achieve the goals. The research used a qualitative method.Data were collected through policy documentation, in-depth interview, and focus group discussion. The results indicate the need for the adoption of innovative governance principles that is implemented in Padang.

Keywords: Policy implementation, education policy, innovative governance perspective

Introduction

Decentralization provides an opportunity for regions to advance their regions to create public policy innovations that are in accordance with regional characteristics and needs, one of the innovations in the field of public policy is innovation in the field of education policy. In the innovative governance perspective as a new perspective of management, government as an implementer aims to improve the quality of the program by involving many parties. In other words, the involvement of many parties in policy implementation does not make the government as one of the parties who have an interest in policy.

Education policy is a form of public policy that is required to be superior*(excellent)* in becoming a vehicle for achieving the goals of the country. Education policy is the key to excellence, even the existence of countries in this global era depends on how popular the education policies made for their citizens. The demand for educational policy innovations has increasingly emerged with the shift of the government paradigm from the centralized paradigm to the decentralization paradigm. Decentralization of education is essentially an effort to delegate part or all of the authority in the field of education that should be carried out by units or central officials to regional officials and the community.

Education policy innovations generated by local governments is highly dependent on the ability to innovate with a willingness to innovate of the local government. Local governments have a large role to regulate and control their regions through various policies and programs that are in accordance with the *local choice of their* people.

Educational policy innovation produced by a local government is largely determined by the characteristics of the regime and reproduced in accordance with the needs and desires of the people of the region itself. In the city of Padang as stated in its long-term development plan stated that the vision of the Mayor of Padang 2014-2019 is to realize the City of Padang as a city of education, trade and tourism that is prosperous, religious and cultured. Meanwhile, one of the missions from Padang city is to create quality education to produce resources that are faithful, creative, and competitive. Based on the vision and mission, the Mayor of Padang's strategy and superior programs were compiled for the 2014-2019 period.

The Padang Mayor's superior strategy and program were subsequently translated by the Education Office as the *leading sector for* administering education affairs at the city level. Innovative policies in the field of education can be seen through the superior program of Mahyeldi-Emzalmi which is related to education, which is providing quality Ramadhan Islamic boarding school, religious activities, cultural arts and sports, free primary education, junior high, high school, and public vocational school and providing scholarships for all outstanding students and students from poor families. From the Mayor's flagship program several educational policy innovations have been born including the Padang memorization of the Qur'an program, which was*launched* on October 13th 2015 as an implementation of the Padang Mayor Regulation Number 33 of 2013 concerning the Hafidz Al-Qur'an Education Program. This program is implemented on all paths and levels of education in this case formal and non-formal education. This policy includes innovative education policies because so far the Hafidz Al Qur'an education program has always been charged with non-formal education channels such as the Al Qur'an Education Park, Diniyah Awaliyah Madrasah and other community-formed institutions, while the target is elementary school and very few for the junior high and senior high school groups.

The next policy is Regional School Operational Assistance (BOSDA). This policy is the realization of free education policy from the flagship program. The policy on BOSDA was initially governed by Mayor Regulation No. 17 of 2014 and was last regulated through Mayor Regulation No. 35 of 2017 which is a change in Mayor Regulation Number 4A Year 2017. BOSDA funds are used to accommodate various needs in the education sector that are not accommodated with School Operational Assistance funds (BOS) from the central government. The free school program is implemented through BOSDA a fund which is the flagship program of the Mayor of Padang for the period 2014-2019.

The second is educational policy innovations at the implementation level encountered several problems including the lack of measurable schools in the implementation of religious activities, the need to reform the curriculum to achieve the objectives and infrastructure inadequate, and yet measurable performance targets plus the unavailability of a number of supporting policies, as well as the absence of clear guidelines and program implementation strategies.

This article aims to analyze the implementation superior program of Mayor Padang's education policies for the 2014-2019 periods and at the same time elaborate governance of policy implementation in innovative governance perspectives.

According to Tilaar and Riant Nugroho (2012)[1], Education policy is the process and results of the formulation of educational strategic steps outlined from the vision and mission of education in order to realize the achievement of educational goals in a society for a certain period of time. Olsen, John Codd and Anne Marie O'Neil (2000) [2] states that education policy is the key to excellence, even an existence for the nation state so that education policy needs to be given top priority. Rusdiana (2015) [3] explain education policy with the following characteristics: (1) have clear educational goals and contribute to education; (2) fulfill constitutional requirements (formal legal aspects that apply); and (3) have an operational concept so that it is easy to implement. The operational concepts such as those made by authorized institutions, require evaluation and can be followed up and have a clear systematics regarding all aspects to be regulated regarding the policy.

Meanwhile Tilaar and Riant Nugroho (2012) [1] explain the aspects covered in education policy as follows: (1) the vision and mission of a particular community education; (2) includes the process of policy analysis, policy formulation, implementation and evaluation; (3) provide space for personal and community development; (4) providing space for community aspirations: (5) is an alternative policy choice that can be implemented; (6) policy analysis; (7) aimed at the needs of students; (8) directed towards the formation of a democratic society; (9) direction to achieve certain goals with dynamic nature; (10) facilitating the growth and development of students as creative and productive members of society; (11) rational processed results from various alternatives with the most effective and efficient decisions; and (12) clarity of purpose, especially for the independence of students.

Thus, the education policy is a set of provisions, regulations issued by the government based on what is intended to be done and not done by the government in the field of education that begins with the formulation, stipulation, implementation and evaluation of the education system in order to achieve educational goals that must be implemented. Therefore it is necessary to innovate innovate comprehensive education policies at the national or regional level. Sururi (2017) [4] explains that educational policy innovation is needed substantively that can provide reinforcement in solving problems in the midst of society towards *good governance public policy.*

Policy implementation is one component in the policy cycle, which includes thestages *agenda setting,* formulation, legitimacy, implementation, reformulation and termination. According to Tachjan (2008) [5], Nugroho (2008) [6], Parsons (2005) [7], Purwanto (2012) [8], Puizi and Treib (2015) [9], the implementation of the policy is interpreted in several key words, namelypolicies *to carry out(to carry out),* to fulfill promises as stated in the policy document *(to fulfill),* to produce output as stated in the policy objectives *(to produce)* and to complete the mission which must be realized in the policy objectives *(to complete).* Policy implementation is a process to ensure the implementation of a policy and the achievement of a policy. Thus the implementation stage is a very decisive stage in the policy process because at this stage it will look as effective as the achievement of goals and targets that have been previously set. Even according to Wahab (2012) [10] policy implementation is the most important and very basic stage in the process of a policy, even more important than the policy making process.

Further according to Hornby (1982) [11] the concept of policy implementation has at least three meanings. *The first,* implementation as a process or implementation of policy. *The second,* implementation as a final condition or achievement of a policy (output). *The thirdis*implementation as a process of implementing and achieving a policy. Based on these three meanings, Hornby explained further that in implementing a policy there must be: (1) clear objectives to be achieved; (2) the existence of a causal relationship between input and output policy (function of causation); and (3) there is a clear relationship between the objectives set and the results or objectives to be achieved.

The perspective *governance* emerges as a solution to the limitations and weaknesses of theperspective *government* which assume that only the government is the only actor who carries out the functions of government. Theversion of *government is* very synonymous with power, domination, coercion, and others. Political scientists like Rhodes (1997) [12] with his book *From Governing to Governance* explained that the theory and the concept of *governance* is intended as a new process of governance *(a new process of governing)* which is a mechanism and complex relationship with citizens *(citizens)* and groups articulate their interests, carry out their rights and obligations and facilitate differences between them. Administration paradigm shift in governance fromparadigm *government* to *governance* has implications for the change of government functions to the stakeholders ie *state, private sector,* and *civil society* (Sujarwoto and Yumarni (2007) [13].

Method

The purpose of writing this article is essentially to review the implementation of the Padang superior program education policies for the 2014-2019 periods from an innovative governance

perspective. Theperspective is *governance* intended as a new process of governance   *(a new process of governing)* that encourages the government to use civil society and the private sector to be involved in every innovation process so that it continues to be sustainable. In other words, a governance that is more compatible, democratic, and requires no single player or single agent but compatibility between various *stakeholders,* namely the government itself, the community, and the private sector. Thus this type of research is qualitative. The choice of this qualitative approach is based on the formulation and objectives to be achieved in this study (Neuman, 2014) [14]. This study uses grounded thery techniques that allow researchers to examine in depth what is happening based on the phenomenon under study so as to produce new concepts (Babbie, 2013} [15]. The technique of collecting data is through in-depth interviews and documentation studies. Informants were selected purposively including the Head of the Padang City Education Service, Head of the Basic Education Section of the Padang City Education Office, Principals and the community as education observers, the validity of the research data was obtained through credibility, transferability and dependability and could confirm ability, to analyze the data used the steps of qualitative data analysis, namely reduction, data presentation and conclusion.

Results and Discussion

1.   Implementation of the Mayor's superior program education policies in 2014-2019.

Educational policy according to Tachjan (2008) [5].   in its implementation in the field must contain 3 elements, that are (1) the existence of a program or policy implemented, (2) the existence of a target group namely a community group that is targeted and expected to receive benefits from the program in the form of change and improvement, (3) implementers of either organizations or individuals who are responsible for management, implementation and supervision in the implementation process.

The education office as the leading sector leads the implementation of the government's flagship program. The Mayor of Padang's flagship program for the 2014-2019 period in the field of education is conducting Islamic boarding school education, religious activities, quality arts and sports, free primary education, junior high, high school and public vocational school as well as providing scholarships for outstanding students and students from poor families Education policies related to this excellent program include the education policy of the Padang memorization of the Qur'an which was launched on October 13, 2015 as the implementation of the Padang Mayor's policy in the form of Mayor Padang regulation number 33 of 2013 concerning the Hafidz Al-Qur'an education program . This program is included as an innovative policy because so far there has only been a non-formal education pathway such as the Al-Qur'an education park, Madrasah Diniyah Awaliyah (MDA) and other community-formed institutions.

The policy next regarding Regional School Operational Assistance (BOSDA) which was initially governed by Mayor Regulation number 17 of 2014, number 4A in 2017, and number 35 in 2017 through BOSDA funds free school programs was implemented. The research findings show that both of the Padang Mayor's superior program policies have been implemented but not all schools have implemented policies that have been issued optimally. As an example in the Al-Qur'an hafidz program, not all schools have special hafidz teachers to receive memorized verses from the Qur'an. Coupled with a lack of budget which causes the implementation process to be less than optimal. Another problem is the pre-implementation problem, it is necessary to do standardized preparations such as the existence of a strategy guide and measures of the success of the program so that it can be understood by all parties. While the stage of dissemination is an important stage so that superior policies and programs are well socialized. The existence of a program or policy implemented is the initial stage that determines the success of achieving the policy objectives themselves Tachjan (2008) [5].   The second thing in the process of implementing the policy is the presence of targets, namely the targeted community groups. Tahfidz and BOSDA policies clearly have several targets.

One of the informants explained that with the BOSDA policy (it is expected that the dropout rate in Padang city could decrease.

The existence of policy target groups that received benefits also affected the implementation of target group policies was also set by the school where the school had targets to be achieved by students next week assessment must be given. Enter the value of the hafidz also included in the results of student learning evaluation. Next, it is about the implementer who is responsible for the management, implementation and monitoring program. The implementation of the policy also depends on the capacity of the local government as the implementer of the policy. According to Gabris, et-al. (2009) [16] is determined by three strategic factors, that are: the first, credible leaders *(leadership credibility).* Leaders who have credibility are leaders who have skills and behaviors that can be learned, practiced, and used to achieve high organizational performance. A credible leader is a leader who has a clear vision, which is the direction in which the organization moves. The vision of a leader here must also be communicated to subordinates to be followed and realized together.

The second, there is a strong management team . This implies the existence of a professional bureaucratic structure and can work in accordance with its main tasks and functions. Next is the *third* factor, *the* functioning of government bodies *(governing board functioning).* This emphasizes the work of citizen representative institutions, for example in formulating solutions to various community problems without discrimination.

Furthermore, Kim, et-al (2007) [17]   explain the model of government capacity, namely: (1) innovative leadership; (2) the quality of the work team; (3) systems/ structures that support innovation programs; and (4) management of outside influences.

2. Governance Policy implementation in the perspective of Innovative Governance.

The innovative governance perspective is a governance system that involves many actors, networks and institutions outside the government to manage problems and public interests. In other words, a governance that is more compatible, democratic and requires no single player but compatibility between various actor stakeholders, namely the government itself, the community and the private sector. Bartos (in Sangkala, 2014) [18]   define innovative governance as a change in management policies or practices that lead to the latest improvements in the service level of an organization. This is in line with the opinion, Glor (2003) [19]   that identifies innovative governance aims to improve governance and simultaneously address public problems effectively.

The research findings reveal that the implementation of the Padang city education policy regarding the two superior programs of the Mayor of Padang in 2014-2019 has been managed with operational standards determined based on perwako policy. However, coordination in the education department is the leading sector with the school and the community is still looking for a better implementative model. At the bureaucratic level according to Watson and Hasset (2003) [20]   that *city managers/ professional staff* have a role: *First,* as initiators as well as implementers while *elected officials have* more role as *current problem solvers* and *overseers of the managers work* or in other words have strong political responsibility in overcoming social problems and issues controversial faced by society. *Second,* that if local government managers are not successful in using and controlling the financial resources they have will result in failure and this will result in reduced public confidence in the government. *Third, it*deals with the issue of challenges and changes in the management of public apparatus *(public personal management)* to be more effective and efficient on duty. *Fourth,* local governments that are more productive and responsive have resulted in local officials seeking new approaches to provide everything needed by the community such as finding new sources of income, increasing program productivity by maximizing existing resources. *Fifth,* involvement and citizen participation in government. In other words, the dimension of human resources focuses on the availability of professional apparatus/bureaucracies that have a variety of technical capabilities in the field. Whereas for organizational strengthening focuses on management systems and structured tasks, in detail. While the research findings at the implementative level in schools need to be

suppressed systemic governance efforts such as making school rules that can increase students' awareness to continue to be memorizers of the Qur'an by linking the ability of students to memorize the Qur'an as one of the conditions for riding class and graduation of the Qur'an as one of the conditions for riding class and graduation. If this can be realized, it will become a regional icon and characteristic that students at the elementary level have memorized the Qur'an. Not only by relying on getting a certificate.

For that, in the governance of policy implementation according to innovative governance perspectives according to Nelson et al. (2017) [21] in a study entitled *Innovation Management in Local Government: An Emperical Analysis of Sub Urban Municipalities* explained that innovation requires a lot of adjustments to meet the needs of a particular organization such as fulfilling aspects of legal regulation and support from internal and external stakeholders.

The process of developing an innovation program in a public organization in this case the regional government consists in several stages. Wood et al. (1998) [22] suggested four stages of the innovation process, namely: (1) *idea creation - new product or process ideas emerged from spontaneous, creativity, ingenuity and information processing* ; (2) *initial experimentation - new ideas are first examined in a concept to establish their potential values and applications* ; (3) *feasibility determination - formal studies are conducted to determine the feasibility of adopting the new product or process including cost and benefits* ; and (4) *final application - the new product that is produced and marketed or the new process is fully implemented.*

Thus the process of creating ideas is the first step for developing innovation. Can appear spontaneously, creativity, intelligence, and information management. The idea that was highlighted was then determined the feasibility before finally being introduced to the general public both in the form of concepts, products and services.

Educational policy innovation can be produced with the following conditions:

1. Leadership that has the willingness to produce *novelty* while having management skills to produce policy innovations.

2. There is political support through regional regulations for the presence of an educational policy innovation.

3. Institutionalization of productive and positive organizational work culture based on national culture.

4. Increased organizational / institutional governance capacity.

5. Increased budget capacity, facilities and infrastructure to support the presence of innovation.

6. Provision of work operational standards that can become technical guidelines for implementing tasks based on structure and function.

   There is a shared commitment to continue working in bringing innovation.

Conclusion

1. implementation of the Mayor Padang's flagship education program in 2014-2019 has been carried out in accordance with the operational standards set by the education office as a leading sector even though it has not been optimal.

2. Communities and private elements should provide a positive role in the implementation of education policies for the interests of services and the rights of citizens.

Acknowledgments

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