

# Reconstruction of the Institutional Pillars Education System in Merauke Regency

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## ABSTRACT

The reconstruction of the institutional pillars of the Education system in Merauke Regency is an institutional restructuring effort that leads to an increase in the quality of education. Problem Solving Education should be studied from various viewpoints and structured problem-solving methodologies. The purpose of this study is to analyse the three pillars institution and rational decision theory that form the basis for the creation of a credible institution to regulate the education system in Merauke Regency. This study, using the literature review method, examines and analyses theories and concepts from various scientific articles that support the focus of the study. The three pillars of the institution, namely the Regulative, Normative and Cultural-Cognitive Pillars, interact with each other, so that they have an impact on organizational changes that lead to the improvement of the quality of education in Merauke Regency

**Keywords:** Reconstruction Institutional Pillars, Education System

## 1. INTRODUCTION

The National Education System, as regulated in Law Number 23 of 2003 concerning the National Education System, explains that the education pathway consists of formal, non-formal and informal education that can complement and enrich each other, consisting of basic education, education, secondary and tertiary education. Higher education in Indonesia. Education requires a philosophical approach to review and formulate various policies, norms and values that must be instilled in education, all of which are meaningful and beneficial for the dynamics and social interactions of human life, education has always been an arena of reform and an instrument of transformation of values for the development of human life over time. and the development of the times [1].

Nationally, the problems of institutions and educational institutions in Indonesia in general are still rigid, corruption, collusion and nepotism have occurred, have not involved community empowerment, the education budget is still lacking, and curriculum changes are not optimal, this has resulted in low competitiveness of graduates. at the Southeast Asian and international levels [2]

The quality of human resources is a determinant of the success of development in an area. Education is part of efforts to improve the quality of human resources which is always prioritized by providing the widest opportunity for the community to obtain education and is supported by professional teaching staff and educational facilities that reach the villages [3]. Quality human resources are reflected in the Human Development Index (HDI). The development index in Merauke Regency has a moderate status of 69.38 when compared to other districts in Papua Province.

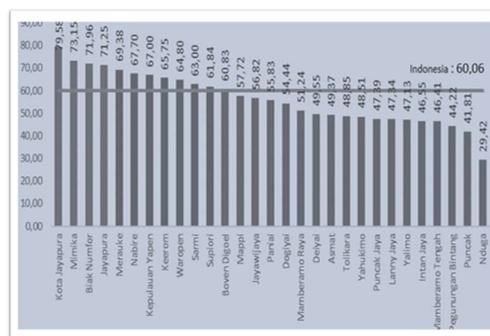


Figure 1. Human development index by regency/city of papua province, 2018. [4]

Related to reforms in education management, reform of the philosophy and basic values of education is very much needed as the basis of national development, which is conceptually acceptable by logic, culturally in accordance with the nation's culture, and politically acceptable to the wider community. According to Modouw (2013: 219) education problems in Papua province occur because: (1) Lack of equal distribution of education causes educational disparities in urban and rural areas; (2) Public awareness of education is still low; (3) There are still elementary school graduates who do not continue to junior high school; (4) The low economic level of the people in remote areas, (5) the cultural factors that have formed the characteristics of the community that have an early influence, are not too concerned with education [5].

A similar phenomenon that occurs in Merauke Regency, Papua Province, shows various educational problems, both the problem of delays in paying teachers' salaries, teachers in deepening areas not being on duty, but getting a salary, or school children who have finished elementary school but are not yet proficient to read and write. In addition to the quality of education, which is an outcome of the education system, there is also rational behaviour of educators, moral educators, who are caused by economic motives and motives for the safety and comfort of educators, as the spearhead of actors who are in direct contact with school students. Educational problems, requiring the mixing of different types of knowledge and different points of view, and structured problem-solving methodologies can often help which are Wicked problems [6], i.e., a problem that is highly unpredictable and can erupt out of nowhere without warning and quickly turn into a serious problem. crisis.

Educational institutions are a very complex and long-term process, so that various aspects involved in the process are closely related to each other and lead to the realization of humans who have life values, life knowledge and life skills [7]. Reconstruction of educational institutions is an effort to improve the quality of education that can contribute, it needs to be developed to support schools to be able to remain consistent in efforts to improve the quality of education for their students, to be more optimal [8].

Based on this phenomenon, the presence of a change approach to organizational behaviour theory that is included in the realm of public administration is an answer to the reality which shows that the public administration process does not only rely on government organizations but requires the role of other actors who play a role in solving these problems. This paper examines the current and important work on institutional theory and its relationship to the three pillars of institutional aspects of organization. The interactions between regulatory, normative, and cognitive institutional elements and their impact on institutional

contexts and organizational change are explored. The conceptual framework of organizational change that forms the basis of organizational legitimacy of an organization which includes regulatory, normative, and cultural-cognitive pillars [9] is presented and implications for research.

In the macro realm, the behaviour of actors can change to the system as a form of collective behaviour to maximize individual interests to cause a balance of control in society. "Rational behaviour" when efforts to maximize the effective use of resources at low cost (Ritzer 2008, p.396)). Rational choice theory explains social phenomena as a result of individual choices which in some ways can be interpreted as rational, if it meets some consistency criteria as defined by decision theory and is suitable for achieving certain goals, Using rational choice theory is expected to produce results that give people benefits and the greatest satisfaction, given the limited choices they have, including the constraints they face from the point of view of public organizations, Coleman (1990) explains that there are two main elements in this theory, namely actors and resources/institutions [11]. Actors choose actions that maximize utility or that satisfy wants and needs through the resources controlled by the actor.

Scott (2001) reveals that what forms the basis of legitimacy are cultural-cognitive rules, norms, and beliefs [12], which symbolically are the main ingredients of institutions, the concept must also include related behaviour and material resources, and actors involved in policy. which is the output as well as the core of public administration [13]. Based on this explanation, the aim of the researcher is to analyse the extent to which the three pillars institution and rational decision theory presented are novelties that form the foundation for the creation of a credible institution to regulate the education system in Indonesia, especially Merauke Regency.

## **2. RESEARCH METHOD**

This study analyses the reconstruction of the education system in Merauke Regency with a three pillars institutional approach and rational decision theory which is presented as a novelty that underlies the realization of credible institutions in regulating the education system in Indonesia, especially in Merauke Regency. The literature review research method was used in this study, by collecting literature study data consisting of textbook journal articles, handbooks, archives, and regulations. Collecting literature review data in a thematic order, namely grouping, and discussing sources according to the theme or research topic, can indicate the types of topics that are important and strengthen research acumen.

## 2. CONCEPTUAL FRAMEWORK

### 2.1 Concept of Institution

The concept of institutions supports the view that institutional theory is a useful framework for providing explanations for change in organizations because it signifies the contextual dynamics that trigger the need for organizational change. The institutional approach is that many structures, programs, and practices in organizations achieve legitimacy through the construction of social reality [14].

This view is based on institutional theory resulting in a significant increase in the volume of work [14], most of which have emphasized the importance of regulatory, normative, and cognitive pressures in promoting policy reform in institutions [15] but there is still a lack of research that discusses in detail the cultural aspects of the pillars. the cognitive.

Institutions are present in society because the condition of society is met by various rules and behaviours by looking at these rules. The institutional style in this perspective is more directed to the rules or rules that have been made by the community to achieve goals, often called Regulatory Institutions [16]. To regulate human behaviour, the institution as a medium or container in forming patterns that already have a permanent power and activities to meet needs must be carried out through existing patterns in the institution. Humans will try to maximize their profits by using or circumventing the rules that have been formed through institutions. Through institutions that are made to regulate behaviour patterns and fulfil human needs, the existence of institutions will contribute (profits) to people's lives [17].

The institutional aspect emphasizes the order of moral values, patterns of human relations, and the regulations that apply in society. Institutions have several main components consisting of these [18]: Jurisdiction boundaries, namely the scope of subjects and objects covered by an institution; Property rights, namely rights and obligations regulated by law, custom and tradition or consensus that establish relationships between community members in terms of their interests in resources. Representative rules, namely subjects who want to participate in the decision-making process related to resources.

### 2.2 Three Pillars Institutions

Pillars The concept of institutions that explain the existence of institutions is supported by three pillars which include the Regulatory, Normative and Cultural-Cognitive Pillars [16].

The regulatory system, the normative system, and the cultural-cognitive system—are three elements that social

theorists consider as vital elements of institutions. These three elements form a stretch of movement from conscious to unconscious, from legal force to justification. According to D'Andrade (1984), the strength and prominence of the structure, institutions are likened to an overdetermined system [19], according to D'Andrade (1984), very determined in the sense that social sanctions plus coercion to obey, plus direct rewards of interest, plus values, are very likely to act together to give a system meaning the directive power.

**Table 1.** The concept of a three-pillar institution

	<i>Regulative</i>	<i>Normative</i>	<i>Cultural-Cognitive</i>
<i>Basis of compliance</i>	Expedience	Social obligation	Taken-for-grantedness Shared understanding
<i>Basis of order</i>	Regulative rules	Binding expectations	Constitutive schema
<i>Mechanisms</i>	Coercive	Normative	Mimetic
<i>Logic</i>	Instrumentality	Appropriateness	Orthodoxy
<i>Indicators</i>	Rules Laws Sanctions	Certification Accreditation	Common beliefs Shared logics of action Isomorphism
<i>Affect</i>	Fear Guilt/ Innocence	Shame/Honor	Certainty/Confusion
<i>Basis of legitimacy</i>	Legally sanctioned	Morally governed	Comprehensible Recognizable Culturally supported

Source: [16]

#### 1. Pillars of Regulation

In this concept, the regulatory process is using the capacity to make rules, check compliance with regulations, and if necessary, manipulate sanctions to influence future behaviour. The description of the regulatory pillars allows further examination of the logic of institutional change and maintenance and renews the question of their role in the life cycle of institutions. Attention to the regulatory aspects of institutions creates renewed interest in the role of the state as legislators, courts, and administrators [19].

Legal and social theorists call for precise analyses that do not regulate coercive functioning with normative and cognitive dimensions. Do not operate in an authoritative and exogenous manner, many laws are controversial and ambiguous because many articles are unclear. Law can be conceptualized as a state of collective achievement and interpretation of meaning, based more on cognitive-cultural elements and normative elements than coercive elements for law enforcement.

The role of regulation can be manipulated on the actor because of various factors that work on the person as a role holder, so there can be a deviation between the expected role and the role performed. That means, there has been a mismatch between the contents of the regulations and the behaviour of the citizens. Here, there is a high probability that the members of the community will continue to behave in accordance with the cultural values that have been known and lived for a long time.

There have been quite several studies that have found that public legal awareness of the legal regulations made by the state is still far from expectations. Behaviour that is contrary to the law is caused by the moral attitude of the community that is not in line with the contents of the regulation.

The role of regulation from a legal perspective in the process of social change is divided into functioning as a tool of change (active) or often referred to as law as a tool of social engineering and law functioning as a forum for change (passive) [20]. Modern technology has a function to carry out a social change [21]. In fact, more than that, the law is used to channel the results of political decisions [22], thus regulation no longer reinforces existing patterns of habit and behaviour, but is also oriented to the desired goals, namely creating patterns of behaviour. new behaviour.

### 2. Normative Pillar

The emphasis of the normative pillar is given to normative rules that incorporate prescriptive, evaluative, and mandatory dimensions into social life [23]. Norms define how something should be done; they define a valid way to achieve a result.

The normative system is generally seen as a limitation imposed on social behaviour and on what it does. But at the same time, the normative system also strengthens and facilitates social actions. The normative system is not only awarded with rights but also responsibilities, privileges as well as duties, licenses, and mandates as moral responsibilities [24]. Normatively bureaucracies that not only pursue tasks delegated to them by the state but develop their own views and organizational culture to promote good policies [25].

### 3. Cultural-Cognitive Pillar

The cultural-cognitive dimension reflects the cognitive structure and social knowledge possessed by people in a particular country or region. The cognitive elements of institutions are shared conceptions that shape the nature of reality and the framework through which meaning is made [12]. The focus of the cultural-cognitive approach is on the shared conception which is the nature of social reality through a framework of created meanings. Institutionalization by experts is considered a cognitive dimension of human existence is a mediation between stimuli from the external world and responses from individual organisms that are obtained through internalizing a collection of symbols from the world picture (W. R. Scott 2008, p.57). So, the focus in cultural-cognitive is on how social life uses the framework of meaning and how meanings are produced and reproduced. This is as explained by Scoot (2008, p. 59). A cultural-cognitive conception of institution stresses the central role played by the socially mediated construction of a common framework of meaning. socially mediated general framework of meaning).

Scot (2008, p. 58) argues that the cultural-cognitive institutional context pays attention to the process of sedimentation and crystallization of meaning in an objective form through an internal interpretive process formed by an external cultural framework. How to treat cultural categories as cognitive boundaries for social interests through defining, classifying, expressing opinions, and negotiating as well as fighting for institutional interests. Culture provides the form of thinking, feeling, and acting, as well as the mental framework of the individual. Culture shows the overall picture of the shared conception of the situation for individual togetherness such as the form of the collective symbol of a flag and the enactment of a preferred political ideology or economic system.

Cultural elements have an institutional level, where these elements form a network on other elements contained in the routine activities of the organization. Cultural-cognitive institutional elements are attached to cultural forms such as maintaining cultural forms so that they become community guidelines, strengthening rituals, and explaining symbols in the reality of life which are usually used as thoughts contained in culture in society (Scoot, 2008, p. 59).

Thus, the dimensions of this institutional pillar are expressed in feelings ranging from the positive effects of certainty and confidence. Actors adapt to the prevailing cultural beliefs enabling them to become part and liaison.

Conceptual Effects of regulatory, normative, and cognitive on Elements of Organizational Change as shown in the figure. This model describes the paradigm for understanding organizational change proposed in this study. This conceptual model is not to be used in making a comprehensive linear causal model. Instead, it is intended to describe the conceptual relationship between institutional and regulatory, normative, and cognitive variables, which are discussed in this study.

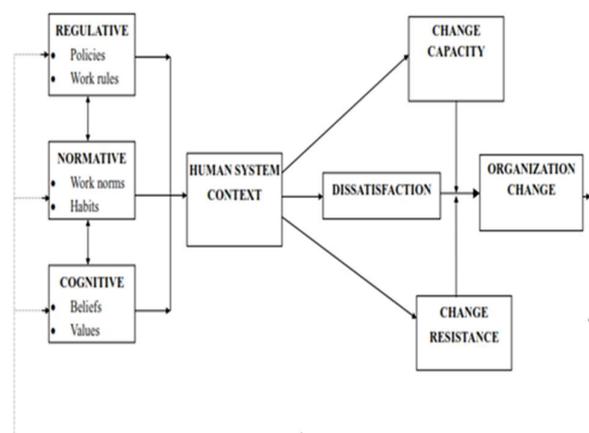


Figure 2. Adapted Conceptual Model of the Influence of Regulatory, Normative and Cognitive Elements on Organizational. [14]

#### 4. RECONSTRUCTION OF THE INSTITUTIONAL PILLARS OF THE EDUCATION SYSTEM

Human resource development, one of which is done through education. Improving the accessibility, quality, and management of education in all districts in Merauke Regency, is a target in the Merauke Regency Medium Term Development Plan (RPJM) 2016-2021. The target performance indicators can be seen from 4 (four) indicators, namely the Pure Enrolment Rate (NER) of SD; Junior High School Net Enrolment Rate (NER); Elementary School Dropout Rates; Middle School Dropout Rate. Actual achievements in the last 2 years, as follows:

**Table 2.** Realization of Achievements in Increasing Accessibility, Quality and Education Management in 20 Districts in Merauke Regency

	Satuan	2017		Capaian (%)	2018		Capaian (%)
		Target	Realisasi		Target	Realisasi	
APM SD	Persen	98,55	93,42	94,79	98,15	76,2	77,64
APM SMP	Persen	65,93	58,70	89,03	66,23	78,3	118,2
Angka Putus Sekolah SD	Persen	3,2	0,25	192,19	3	0,25	8,33
Angka Putus Sekolah SMP	Persen	1,07	0,45	157,94	1,06	2,81	265,09
Rata-rata capaian kinerja sasaran				133,49	Rata-rata Capaian Kinerja sasaran		117,32

Source: [26]

The seriousness of the government's efforts to improve the quality of human resources by making improving the quality of human resources according to the development of regional potential as one of the regional missions that receive priority in the 2016-2021 regional Medium-Term Development Plan. The goal to be achieved from this mission is to increase the competence and quality of human resources towards a productive society.

Improving the quality of human resources needs to be supported by the institutional arrangement of the education system in Merauke Regency which reconstructs between regulatory (must), normative (should) or cognitive (desire) aspects, should be considered as input for organizational change, in addition to other resources that provide the basis for organizational change. organizational change. The transition process depends on the Organization changes when the environment changes, and change management requires full attention. The institutional point of view emphasizes that not everything that happens must be intentional, and not all outcomes are the result of a deliberate and rational decision-making process. Many

processes can be the result of social construction, that is, external entities influence the formation and implementation of legitimized practices. Furthermore, as Zilber (2008) points out, institutionalization is a process and not a goal. Institutional systems are resistant to change, so the assumed quality must be questioned for change to occur. While revolutionary or episodic changes in institutional arrangements can occur quickly, these changes usually require a reallocation of personnel among existing organizations [27].

The three pillars in the institution, namely the regulatory pillar, the normative pillar, and the cognitive cultural pillar, are the three elements that social theorists consider a vital element of the institution. The Pillar of Regulation in the educational institutional system is focused on the rules or policies that regulate the behavior of actors involved in the education system itself. Regulatory issues are quite crucial in structuring the education system in Merauke Regency. Regulations in the national education system sometimes clash with the smooth running of the education process to the existing villages. The emergence of the policy of independent learning in the national education system, then the competence of teachers becomes the spearhead in its implementation. Teachers need to develop individual competencies, which are expected to have an impact on quality learning and produce competent graduates. However, when the teacher does not have the required competence, then the steps to take formal education must be taken by the teacher, which has an impact on the non-fluency of the learning process to the villages.

Special powers within institutions can benefit some types of actors, although the notion of regulation emphasizes forms of repression and restrictions or prohibitions, such as types of regulating social activities and actions involving licensing. Institutions, on the other hand, can provide both constraints and possibilities for actors. Actors are considered to maximize profits in this scenario. Actors can exercise their rights by using a normative framework to legitimize oppressive regulations. The two pillars, regulatory and normative, support and limit the use of actors' power, and they reinforce each other (Scoot, p. 54, 2008).

The regulatory pillar of change (i.e., changes in policies and procedures) was more likely to be associated with rapid episodic change, whereas the normative pillar (i.e., changes in workplace habits and norms) and cognitive (i.e., changing beliefs about work roles) were more likely to be associated with slow episodic change, tends to be associated with long-term and sustained transformation. Furthermore, it must be recognized that the regulatory, normative, and cognitive pillars are important components of the institutional framework, and although their emphases differ, they can play a role in the organizational transformation process. The process

of institutional transformation, especially the education system in Merauke Regency.

## 5. CONCLUSION

The presence of a change in organizational behavior theory approach that is included in the realm of public administration is an answer to the reality which shows that the public administration process does not only rely on government organizations but requires the role of other actors who play a role in solving educational problems. The three Institutional Pillars, namely the Regulatory, Normative and Cultural-Cognitive Pillars, the three pillars interact with each other, thus having an impact on organizational change that leads to the increasing quality of education in Merauke Regency.

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