

Collaborative Governance Based On Policy Networks In The Formulation Of Curriculum Integration (Study on Basic Education in North Aceh District)

Nurhafni^{1,*}, Aiyub², Ainol Mardhiah^{3,*}, Muryali⁴

¹Lecturer of public administration department, Malikussaleh University, Nort Aceh, Indonesia

²Lecturer of public administration department, Malikussaleh University, Nort Aceh, Indonesia

³Lecturer of public administration department, Malikussaleh University, Nort Aceh, Indonesia

⁴Lecturer of public administration department, Malikussaleh University, Nort Aceh, Indonesia

*Corresponding author. Email: nurhafni.ian@unimal.ac.id

ABSTRACT

The existing condition of collaborative governance in the formulation of integrated curriculum policies provide the different interpretations and meanings between implementing agencies. Then the National curriculum is still very strong in dominating the implementation of education, among 38 hours of subjects in basic education, only 4 hours are oriented to local policies based on Islamic values. So that the implementation of education does not reflect the peculiarities of Aceh's education. The Purpose of this research is to Analyze the collaborative between actors in curriculum formulation and interpret the inhibiting and supporting factors, as well as recommending an ideal model for collaborative in curriculum policy formulation Integration between general education and Islamic education. This research is a qualitative research with a descriptive analysis of the collaboration of actors in the formulation of basic education curriculum policies. Determination of informants is do by Purposive sampling. The selected informants are executive officials (Regents), legislative in charge of education, as well as related agencies regarding education, education observers, teacher associations. Data collection techniques in this study is in-depth interviews, Focus Group Discussion, observation and study documentation. The results showed that collaborative governance in the formulation of Islamic values-based education curriculum carried out by the Education and Culture Office of North Aceh Regency, regional education councils, DPRK of North Aceh and educational observer institutions was not optimal. This can be seen from several indicators that were not achieved, namely; the low commitment of the regional government of Aceh Province in carrying out its role, there is mutual distrust that occurs between the North Aceh Regency House of Representatives, regional education assemblies, educational observer institutions (IGI, Bytra,) the Education and Culture Office and the Regent. And then, communication between actors is not overall conveyed properly, while the obstacle in resources is limited financial resources and human resources.

Keywords: Collaborative Governance , Policy Formulation , Actors, Education Curriculum

1. BACKGROUND

The existence of Law Number 11 of 2006 concerning the Government of Aceh, provides space for the implementation of quality education, and adds local content material that is in accordance with

Islamic Shari'a. Where the education decentralization policy contributes greatly to the realization of collaborative governance between government elites and non-governmental implementing agencies, communities and schools in decision making [1].

The formulation of the integration curriculum policy is a mandate from the qanun for the provision of education, so the local government establishes a strategic policy of blending Islam, which is sourced from the Qur'an and hadith and Acehese culture based on Islamic teachings, which is integrated with National culture. With the aim of realizing the development of the personality values of the Acehese generation who are pious, and have good morals to create a generation that is intelligent, creative and innovative.

The problem that becomes the background of this research is that in fact the existing conditions of collaborative governance in the formulation of educational curriculum policies by integrating faith values, sharia values and ihsan values, in practice these values are difficult to accommodate in curriculum formulation. where there are still differences in understanding and meaning between collaborating actors. Normatively, the national policy on the provision of education provides space for the province of Aceh to formulate a curriculum that can give a different color from other regions according to the mandate of the Aceh Government Law Number 11 of 2006.

Based on this information, it can be described that conceptually there are weaknesses in the policy of implementing education in formulating the integrated curriculum design where there are no technical instructions, and there is no common understanding and meaning of the contents of the Qanun. outside the government in formulating curriculum integration policies. Based on the empirical data, it illustrates that the formulation of an integrated curriculum seems trapped in the national education system, it can be described from the general education curriculum that dominates basic education subjects. So good relations are needed in the form of cooperation and build the same belief to realize an integrated curriculum in accordance with the mandate of the Aceh government law.

Collaborative involves many parties and interests so that a collaborative approach in the network is needed to achieve faster and more precise handling results [2]. Often the stakeholders involved in policy formulation have a complex nature and are unable to make the right decisions due to the lack of information received. Social capital is also a very important aspect because it refers to the resources available both through personal networks and other networks [3]. These resources include information, ideas, guidance, opportunities, financial capital, power and influence, emotional support, even goodwill and cooperation.

This capital allows creating value, getting things done, achieving common goals and being able to contribute together.

Collaborative Governance between actors demands the realization of a basic education curriculum that integrates general education and Islamic education. The implemented curriculum structure is dominated by the National curriculum. So based on the phenomenon, all education stakeholders are formulating an integrated curriculum that accommodates the interests of the community. The actors involved in collaborative governance in the formulation of the integrated curriculum include elite groups of local government actors, namely the executive (regent), executives and implementing agencies, the second is a group of actors outside government institutions, namely from dayah actors consisting of a consultative assembly of scholars and teacher affiliation.

Dayah then educational observer institutions and teacher associations. Based on the concept above, it indicates that the formulation of an integrated curriculum is very important for the establishment of an element of collaborative governance so that the curriculum for implementing education is integrated with the values of developing character and character education, in accordance with the mandate of Qanun No. 4 of 2012 in Chapter IX on the curriculum, chapter 27 paragraph (1) explain the curriculum used in each education in accordance with national content standards and Islamic content.

2. THEORETICAL BASIS

2.1 Public Policy Formulation and Dimensions of Policy Networks

According to [4], in making policies, policy networks are able to stimulate the strengthening of policy legitimacy, and are able to anticipate something that has the potential for conflict that will occur when a policy has been formulated. The pattern of coordination that is built is not hierarchical, but is bargaining and negotiating. This confirms that there is no longer a centralized decision-making process [5]. This opinion becomes a critique of the single actor conception which has so far dominated the public policy formulation process. With the concept of a relationship like this, interest groups on a policy issue have access to the formulation process. Policy formulation is how to develop options or alternatives to solve a problem, and who participates in policy formulation.

Whatever happens in this stage becomes very important that determines the success or failure of policies made in the future [6].

2.2 Public Policy Network Theory

The Network concept is a concept that is widely discussed by various parties, both by scientists, government, business practitioners, and by society in general, to explain the importance of the presence of stakeholders from various backgrounds. Policy networks are formed at every stage of policy formulation. [7], [8] view that the formulation consists of several stages, namely; 1. Alternative proposal stage; 2. Alternative selection; 3. Alternative assessment; 4. Alternative selection. Policy formulation or alternative policy formulation is also part of the planning process

2.3 Advocacy Coalition Framework Theory

According to Sabatier and [9], the theory of the advocacy coalition framework is a policy-making theory that has developed to solve public policy problems (Weible and Sabatier ACF chapter in Fischer et al. 2006). The Advocacy Coalition Framework (ACF), is more of a continuity theory than a theory of change [10]. This theory describes the occurrence of policy changes as a result of shifts in policy oriented beliefs and policy learning. The indicators of the ACF theory can be seen in the image below:

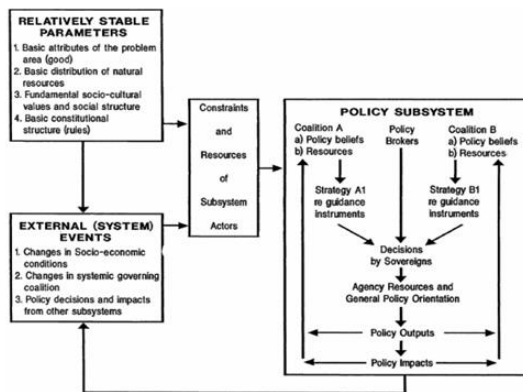


Image 2.1: Advocacy Coalition Framework
Source: *Sebastier 1998:102*

3. RESEARCH METHODOLOGY

This study uses an approach from the theory of Robert K. Yin, namely a case study research approach which is equipped with several data collection techniques to achieve research objectives. Data were collected by revealing the phenomena that became the

focus of research and using triangulation techniques by combining data collection techniques, namely; observation, FGD, and in-depth interviews. The method used is descriptive-qualitative and exploratory qualitative analysis.

4. RESEARCH RESULTS AND DISCUSSION

4.1 Collaborative Governance in Integrated Curriculum Policy Formulation

Based on existing research data, it shows that the curriculum formulation process does not involve elements of teacher associations, there is no teacher representation in the formulation of the curriculum, this condition has implications for the discussion of curriculum integration that is less comprehensive and holistic in responding to challenges and changing the character of students. The field phenomenon shows that the curriculum formulation lacks an axiological approach and a monotheistic approach as well as the ayatization approach of the Qur'an in each subject as described in the qanun on education that demands respect and obedience from students to educators.

The benefits of Collaborative require the creation of a full understanding of the purpose of collaborating, field findings show that there is still a lack of understanding from elite actors about the goals of Collaborative, where different meanings emerge between collaborating actors, this issue is also based on strength, power, where regional autonomy is centered. in the Province, so that elite actors are weak in decision-making, so this has implications for the ratification of derivative policies in the form of regent regulations as technical guidelines for integrated curriculum design.

Another benefit of collaborative is that it gives rise to a better understanding of how individual or organizational efforts can contribute to the implementation of common goals, the data from field findings show that there has not been a single view to reach a mutual agreement between collaborating actors, this can be analyzed between governmental and non-governmental actors who represented by the dayah body and the Ulama consultative assembly, these actors still have different goals regarding the understanding of the curriculum as outlined in the qanun for education, where non-government actors, the curriculum mandated in the Qanun must be able to improve the glory of Aceh's education as in the Iskandar Muda sultanate, then the curriculum adopted in general education refers to the dayah education curriculum. Meanwhile, from government actors, the policy is in conflict with the National policy, because eighty-five percent of the general education curriculum must adopt the National curriculum.

Barriers to collaboration can occur when: (1) lack of trust; (2) ineffective communication; (3) personal achievements (stakeholders) are not recognized; (4) too much conformity; and (5) stakeholders are not fully involved (Kahootz, 2019).

Collaborative demands for innovation so that they are not trapped in the annual routine work by government officials. Field findings and interviews with the head of the curriculum explained that elite actors and implementing agencies are still very limited in their capabilities in formulating integrated curriculum designs, this condition is motivated by the availability of resources, both human and non-human resources, where these limitations make the implementing agency is stuck with the annual routine work.

4.2 The Inhibiting Factors Of Collaborative Governance In The Formulation Of Integration Policies

4.2.1 Stakeholders

In general, the research results show that collaborative governance in the formulation of integrated curriculum policies in basic education has involved many actors, the representation of actors has represented various interests. from the teacher association actors in curriculum formulation then the representation of each actor still raises various meanings in the formulation of the integrated curriculum. The research findings indicate that the differences in meaning in policy formulations are motivated by the absence of more detailed derivative rules to support Qanun No 4 of 2012 concerning the implementation of education.

4.2.2 Communication

Communication is an activity that involves the interaction process of various parties to provide information to each other or agree on a decision, so that the goals to be achieved can be successfully realized. In this study, the communication in question is communication between the state, private sector and civil society in the application of collaborative governance in the formulation of integrated curriculum policies. where each actor has their own understanding of the integration curriculum, elite actors (legislative and executive have the same view that the integration curriculum presents the dayah education curriculum and the dayah teacher through the guru dayah affiliation program to teach integration subjects, namely general subjects related to Islamic subjects, while findings from implementing agencies (Bappeda and the education office said that presenting a dayah teacher in basic education would increase the burden on regional treasuries, because adding teachers and presenting a dayah curriculum was burdened with to the district treasury.

The data shows that teachers with honorary status in basic education are still very high at around 33%. While the coordination synergy with the Ulema Consultative Council has not gone well, data from interviews with the heads of the Ulema Council convey that the privileges of the integrated curriculum must be taught by special educators from the dayah, and the

dayah education curriculum must be included in basic education, the dayah teacher is not a trainer for basic education teachers. Due to the lack of coordination between states, the private sector is one of the factors that hinders the implementation of collaborative governance in the formulation of basic education integration policies.

4.2.3 Socialization

The socialization aspects that are very important to understand in the application of collaborative governance in the field of integrated curriculum policy formulation, the process of socialization or dissemination for all elements involved in the integration curriculum formulation are the determinants of the success of the program. The socialization process of curriculum policy formulation becomes focused if after the decision is made. Based on the results of the research that the process of socialization of the integrated curriculum as described in the qanun for the provision of education has not been evenly distributed, the research findings are that the socialization of the integration curriculum is only understood by elite actors and implementing institutions, but the targets of the policy targets have not been conveyed information on the integration curriculum that will be applied. This condition has become a serious problem, where there is a dualism of policies in basic education providers as illustrated below:

Table .4.1. Elementary School Curriculum of the Education and Culture Office

of North Aceh Regency in the 2018/2019

No	Amount of elementary schools	Curriculum	Description
1	316	K 2013	
2	48	Class 6 KTSP	Class 1 until. 5 – K-2013
	364		

Source:Curriculum Division of North Aceh District Education Office, 2018

Based on the table data above, it can be illustrated that the implementation of the elementary school curriculum has implemented the 2013 curriculum as a whole. Of the three hundred and sixty-four elementary schools in North Aceh Regency, three hundred and sixteen elementary schools have implemented the 2013 curriculum.

Table 4.2 Middle School Curriculum for the Education and Culture Office of North Aceh Regency in the 2018/2019

No	Number of Junior High Schools	Curriculum	Description
1	38	Class 9 KTSP	Class 7 dan 8 – K- 2013
2	136	K- 2013	
	Amount: 174		

Source : Curriculum Division of North Aceh District Education Office, 2018

The table above explains that the curriculum used in junior high schools in the education office of North Aceh Regency has mostly implemented the 2013 plus Islamic curriculum, then as many as thirty-eight are still implementing the KTSP learning model.

4.2.4 Lots of Conformity

The difference between general subjects and Islamic-based education is from additional subjects, namely the subjects of Al-Quran Hadith, moral aqidah, fiqh, and Islamic cultural history, which are subjects of local wisdom, and by involving dayah teachers to become trainers for general education teachers, but in the future, considering that there are excess teachers in general education, Islamic education subjects are left to religious education teachers". The curriculum in basic education in 2020 all refers to the 2013 plus Islamic curriculum, while for the local curriculum it is only 4 hours out of 38 hours/week

Based on an interview with the head of the teacher association, it was stated that the socialization process was intensively carried out in the early implementation of the qanun on the provision of education in which the implementing agency provided an understanding that the implementation of the qanun based on Islamic education with teaching methods and approaches was required to apply the principles and functions of education administration, such as reading. The Qur'an before and after learning, the provision of the Qur'an in each educational unit and the affiliation of the dayah teacher, but now the curriculum socialization process does not involve teacher associations so that the phenomenon of education in the field is not understood by decision makers, so that the implications for curriculum formulation have not comprehensively answered the problem. foundation of the basic education curriculum. Socialization is important considering the lack of teachers in formal education with an Islamic educational background. This condition causes a lack of understanding of the objectives of the integrated curriculum.

4.2.5 Mutual Trust Between Implementing Agencies

The application of collaborative governance in the formulation of integrated curriculum policies. A very important element is to create mutual trust between collaborating actors. Field findings data show that the change of leadership in several implementing institutions, for example at the regional education board institution, the chairman and secretary are held by new leaders, then the secretary of the education office and at the dayah education office is held by a new leader, this condition becomes an obstacle in the collaborative formulation of the integrated curriculum. Indications of the change in executive leadership from several important institutions have implications for the discontinuity of the program proposed by the old officials, as well as creating a lack of trust between actors.

Based on interview data, several informants provide information in a descriptive manner, that collaborative in curriculum formulation is very dependent on policy discretion, commitment and attitude of ruling officials and providing public confidence. So far, trust between elite actors and implementing agencies as well as non-governmental institutions has not created confidence in policy decisions carried out by elite actors, where alternative policies often change and there is strong intervention by elite actors and low autonomy by elite actors at the district level. This gave rise to an understanding from the ulema consultative assembly figures in North Aceh that they were not sure the formulation of the integration qanun could be implemented in accordance with the mandate of the Aceh government law.

4.2.6 Limited Resources (Human Resources, Budget and Infrastructure)

Resource is a very important aspect in collaboration, while the resources in question include human resources, budget and infrastructure. The ability of human resources to implement the program as well as the capacity and quality of the target group's resources are key indicators of the success of the collaborative goals. Research findings show that human resources from implementing agencies have not found the right model in the formulation of the integrated curriculum, this phenomenon is due to the problem of teacher resources not understanding the curriculum integration process comprehensively. In implementing a policy, the support of human resources, both in quality and quantity, is needed to maximize the implementation of the policy. Lack of human resources and support for budgetary resources as well as supporting facilities and infrastructure is a fundamental problem in the process of implementing the integrated curriculum. Based on observation data, the integration curriculum formulation mandated in the qanun for the implementation of education is actualized in the form of congregational

prayers, then reading short verses before and after learning ends, and every Friday reading Yasin together in each school, while in the process of integrating knowledge, it is not yet fully understood by educators due to limited references and teacher abilities.

5. CONCLUSION

Based on the research problem formulation. the conclusions that can be drawn from the results of the research that have been carried out are:

1. The form of collaborative governance in the formulation of integrated curriculum policies in basic education is through a form of collaboration based on policy networks, where the actors involved in curriculum formulation are elite actors, implementing actors and non-government actors such as education observers. The actors in collaborating are motivated by the same desire and belief. They were formed based on the historical and socio-cultural experiences of the Acehese people to realize the elaboration of Qanun No. 4 of 2012 concerning the implementation of education in accordance with the mandate promulgated in Law No. 11 of 2006 concerning governance of Aceh. The collaboration process is carried out through the approach of (1) mutual trust, (2) mutual compromise (3) availability of access and (4) teacher affiliation or exchange of dayah teachers in general education. However, collaboration between actors has not been interpreted comprehensively, in the actualization of faith values, sharia values and moral values described in the science integration curriculum.
2. Factors affecting of collaborative governance in the formulation of an integrated curriculum are still complex in that there are still many problems that hinder collaborative collaboration between actors in building networks, including (1) fully involved stakeholders. (2) communication (3) socialization (4) conformity (5) mutual trust (6) limited resources

6. SUGGESTIONS

The following strategic steps are required:

1. Collaborative governance has not run optimally, so it needs to be anticipated by:
 - a) There is a need for a more detailed derivative policy in determining the objective of implementing Islamic values-based education.
 - b) a comprehensive study of the values that are integrated in the Islamic values-based curriculum is needed, namely; Islamic values, and Ihsan values. Through three approaches, namely the ayatization of the Qur'an,

the axiological approach
and the monotheistic approach.

- c) The need for additional time for Islamic education lessons, as well as the support of resources from all elements to optimize supervision.
2. The factors that affect collaborative work are very complex, and full of interests and powers, so they need to be corrected immediately by:
 - a) Minimizing ego-sectoral elements and tug-of-war between actors who have the interests, authorities and roles of each actor in accordance with the main tasks and functions that have been regulated in the qanun for the provision of education.
 - b) It is necessary to follow up with a special policy that regulates in more detail and regarding the operation of the implementation of Islamic-based education so that between actors in determining the instrument of policy objectives have the same understanding.
 - c) Each actor is given the same accessibility in determining their attitudes, actions, and resources. So that each of these actors is dependent and feels they have the confidence to exchange opinions.

AUTHORS' CONTRIBUTIONS

Collaborative Governance in the implementation of education based on an integration curriculum is something that very urgent to be formulated by involving various stakeholder with an interest in education. The curriculum is the basic foundation for determining the direction of education in Aceh Province, in accordance with the mandate stipulated in law number 11 of 2006 concerning governance of Aceh. In Aceh, the qanun on the provision of education need to be emphasized by regulation of the governor and the regent/mayor at the regency/city level so that it does not lead to different interpretations between implementing agencies in interpreting Aceh's Islamic value-based education.

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