



Reconstruction of a Religion-Based Education Policy Model as Local Character Strengthening in the City of Padang

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Abstract. Religion-based education policy models are often a problem when implemented in an area. Different from another city, Padang's policy of religion-based education became the Superior program for the Mayor. It became one of the determining factors for his election for the next period. This study wants to reconstruct the model of religion-based education policy in the city of Padang to find out how the sustainability strategy of the Mayor of Padang's Superior program is. This is done considering the many problems surrounding policy implementation. The research method used is a policy research method. Policy research examines policies to produce policy recommendations or construct new policies. The informants were determined purposively, including the Mayor of Padang, the Padang City Government, the People's Welfare Section, school principals, and religious leaders. The results of the study describe the construction of policies built from field findings, namely from the aspects of (1) political commitment and policy content; (2) resources; and (3) policy network. The factors that influence the implementation of policies are reconstructed through (1) policy formulation factors, (2) implementing personnel factors, and (3) implementing the organizational system. The policy construction that was built by taking into account the various factors that influence it is the right strategy for the sustainability of religion-based education policies in Padang.

Keywords: policy model · education policy · religion · local character · Padang city

1 Introduction

The decentralization policy gives broad autonomous regions to be creative in producing policies that follow the characteristics of the community and local wisdom. The thing that stands out in the education policy in Padang is the existence of several religious-based educational policies as the Mayor's flagship program and following the Minangkabau philosophy of *adat basandi syarak, syarak basandi kitabullah* (ABS-SBK). Unfortunately, several studies have shown that the good faith of regional heads at the policy normative level has encountered obstacles at the implementation level.

Research on education policy that local governments have launched in several countries also concludes similarly. Research by [1] criticizes the role of regional leaders as implementers of regional education policies in the Philippines. This study reveals that in addition to leadership factors, there are other critical factors for the successful implementation of education policies, such as regional fiscal capacity, bureaucracy quality, and private sector involvement. Research by [2] and his colleague [3] on the implementation of education policy concerning the curriculum in Nigeria also criticizes the role of local government. Meanwhile [4] appreciate the great role of regional leaders in the Jembrana Regency in implementing pro-poor education policies. Previous research is still highlighting the implementation of partial education policies, emphasizing certain aspects. Meanwhile, this study comprehensively examines aspects of the implementation of religion-based education policies in the city of Padang by involving various factors that influence implementation while still focusing on the sustainability of the Mayor's flagship program that was launched in the first period of his leadership in the city of Padang to produce a recommendation model in theory development. On the implementation of the policy.

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Meanwhile, the aspects contained in the education policy include: (1) the vision and mission of certain community education; (2) includes the process of policy analysis, policy formulation, implementation and evaluation; (3) provide space for personal and

community development; (4) provide space for community aspirations; (5) is an alternative policy option that can be implemented; (6) the existence of 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) facilitate the growth and development of students as creative and productive members of society; (11) analytical processing of various alternatives with the most effective and efficient decisions; and (12) clarity of goals, especially for the independence of students [5].

Thus education policy is a set of provisions, regulations issued by the government based on what the government wants to do and not to do in the field of education, starting with the formulation, determination, implementation to the evaluation of the education system to achieve educational goals that must be implemented. Policy implementation is one of the components in the policy cycle, which includes the stages of agenda setting, formulation, legitimacy, implementation, reformulation, and termination. According to [8], Nugroho [9–11] policy implementation is interpreted in several keywords, namely to carry out policies (to carry out), to fulfil promises as stated in policy documents, to produce outputs as stated in the policy objectives and to complete the mission that must be realized in the policy objectives. Policy implementation is a process to ensure the implementation of a policy and the achievement of a policy. Thus the implementation stage is very decisive in the policy process because at this stage, and it will be seen how effective the achievement of the goals and targets that have been previously set will be. In fact, according to [12], policy implementation is the most important and very basic stage in a policy, even more, important than the policy-making process.

Furthermore, according to [13] and [14] the concept of policy implementation has at least three meanings. The first is implementation as a process or policy implementation. The second is implementation as a final state or achievement of a policy (output). The third is implementation as the process of implementing and achieving a policy. Based on these three meanings, Hornby explained further that in the implementation of a policy, there must be: (1) clear objectives to be achieved; (2) there is a causal relationship between policy inputs and outputs (cause-and-effect function); and (3) there is a clear relationship between the goals set and the results or targets to be achieved.

From some of the previous explanations, it can be concluded that the policy implementation process, including the implementation of education policy, is a process that does not only involve the behaviour of administrative bodies to implement programs and lead to obedience to the target group but also involves political, legal, economic, social factors that influence the behaviour of various parties involved in the program. Then the factors that influence the success and failure of policy implementation according to [16] are (1) policy formulation factors, (2) factors in implementing personnel, and (3) factors in the implementing organization system. The intended policy formulation factor is related to whether the formulation of the sentence is clear or not, the goal is right or not, the target is right or not, whether policymakers only focus on short-term goals and pay less attention to long-term goals, and so on. The second factor is regarding implementing personnel, whether implementing personnel have experience as implementers, commitment, motivation, education level, loyalty, self-confidence, and the ability to cooperate with policy implementers. Furthermore, the third factor is the implementing

organization, which concerns the system network, the respective hierarchy of authority, leadership style, organizational rules and organizational targets.

Furthermore, [17] also suggests several factors that influence policy implementation. These factors are (1) implementation activities and inter-organizational communication; (2) the characteristics of implementing agents; (3) economic, social, and political conditions; and (4) the tendency of the implementers. Besides, according to [17], the four previous factors outside the policy affect policy implementation. The factors are (1) socio-economic-technological indicators; (2) public support; (3) constituent attitudes and resources; (4) higher official support; and (5) commitment and leadership quality of implementing officials.

2 Research Method

This research is qualitative research that uses policy research methods. Ann Majchrzak in [18] explains that policy research is the process of researching to analyze policies on fundamental social issues regularly to assist policy makers by providing recommendations. However, in general, this research follows the systematic flow of research as suggested by [19].

Research informants were determined purposively, which included the Mayor and the Padang City Education Officer, school principals, community leaders, religious leaders, and private parties. Data were collected through surveys, depth interviews, focus group discussions (FGD), and documentation studies. To ensure the validity of the data, credibility, transferability, and dependability are carried out. Credibility (trust is also called internal validity) is done through data triangulation techniques and theoretical triangulation. Then transferability is the extent to which research results can be transferred in other contexts. While the dependability that the research results will refer to the consistency of researchers in data collection. Furthermore, the data were analyzed qualitatively, with the stages of data reduction, data presentation, data verification, and concluding.

3 Result and Discussion

The adoption of two policies, namely the *Pesantren Ramadhan* Program and the early morning Education Program as flagship programs, reflects the political commitment/seriousness shown by the Mayor of Padang through the Padang Mayor's Instructions Number 415,121/Kesra-2019 and Number 451.53/Kesra-2019. This political commitment is also continued for the second term of office 2019 - 2024. However, from a juridical basis, this political commitment is only formulated in the form of a Mayor's Instruction. According to [20], leaders who will produce novelty and management skills to produce policy innovations should receive political support through the birth of regional regulations that strengthen education policy innovation in the region. The crucial issue of leadership that can give birth to public policy innovations, including education policy, is also expressed by other experts or researchers such as [1, 4, 21], and [3]. [4] in their research on free school fees and health insurance in Jembrana, show the

dominance of the regent's role in the innovation program because he has high political will and commitment.

Furthermore, [21] revealed in his *Innovative writing Bureaucracy: Ingredients, Contents and Institutions*, Malang: Averroes's Community that the capacity of regional leaders also determines and becomes a serious problem in implementing and developing innovative programs.

On the other hand, [1] in his writing *Leadership and Innovation Under Decentralization: A Case Study of Selected Local Governments in the Philippines* stated that in the era of decentralization, the leader in a local government is the originator of the main idea and the driving force for the success of the innovation program. According to him, the success of a leader depends on knowledge, experience, incentives, and benefits for the environment. While [3] in his writing *Managing Innovations in Educations System in Nigeria: A Focus on Creating and Sustenance of Culture in Innovation* reveals that the role of leaders in schools is influential in creating and developing a culture of innovation as a form of a transformative education system. All the research results that have been disclosed confirm that political commitment is crucial in developing policies in the region, including education policies.

The strong political commitment of Mahyeldi's leadership can be seen from the sustainability of the *Pesantren Ramadhan* and early morning Education programs which are also included in the Padang Mayor's special program for 2019–2024 period, where he was re-elected as Mayor for a second term. Policy resources are an important aspect in observing the implementation of policy innovations. Staff resources as policy implementers and policy support resources synergize for the implementation of policy effectiveness. Staffs (street-level bureaucrats) are the vanguard bureaucrats who determine the success or failure of implementation. The existing staff resources in implementing the policy innovations of the *Pesantren Ramadhan* and early morning Education are in one line of duty, namely the Welfare Section of the Padang City Secretariat. If viewed in terms of educational qualifications, rank and period of service are quite good, but when viewed from the scope of work, it is felt that the number of staff is not proportional to the workload that must be carried out. Theoretically, the bureaucracy at the street-level bureaucrats is at the operational level bureaucracy. Analyzing the operational level of government bureaucracy is to understand the bureaucratic culture from the point of view of what actions are and why these actions should be chosen by the apparatus [22].

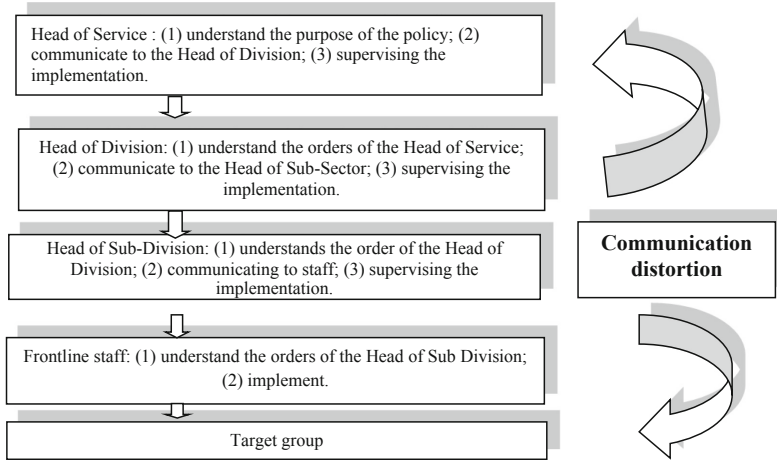
Furthermore, at the operational level, according to Bromley's Theory [20], the community can assess how the lowest work units carry out patterns of interaction, giving results (outcomes) which the community will then judge as a good thing or vice versa.. What is felt and judged well by the community will contribute positively to improving performance at the staff level. It is related to the capacity of the implementer. This capacity is the basic capital to achieve the successful implementation of an education policy. On the other hand, the weakness of the implementor's capacity can lead to failure in achieving an educational policy innovation goal. The capacity of local government in managing educational policy innovation, according to [23], is largely determined by three strategic facto: First, a credible leader (leadership credibility). Leaders who have credibility have skills and behaviours that can be learned, practised, and used to achieve high organizational performance. Credible leaders have a clear vision, which is

the direction where the organization is going. The vision of a leader here must also be communicated to subordinates to be followed and realized together.

Another thing that is also an important factor in implementing policies is what Edward III calls disposition. This relates to the character and characteristics of the implementor, such as commitment, honesty, and democratic nature. If the implementor has a good disposition, it is believed that they can implement the policy well as desired by the policymaker. On the other hand, policy implementation will not be effective if the good disposition of the implementers does not support it.

Factually, the disposition of the policy implementers of the two Padang Mayor's Instructions related to the implementation of the *Pesantren Ramadhan* and the early morning Education, it can be said that not everything is good, especially the frontline implementers. The research findings reveal that some implementers still have weaknesses and limitations to carry out their duties and functions properly. Therefore, the disposition of the implementor of educational policy innovations for the Mayor of Padang's special program for 2014 – 2019 needs to be addressed and becomes the attention of policy-makers. Second, the existence of a strong management team (strong management). This implies the existence of a professional bureaucratic structure and can work following its main duties and functions. When associated with the policy dimension, this is referred to as structural. The bureaucratic structure in charge of implementing policies is one of the determining factors in achieving the stated policy objectives. In this regard, an effective and efficient bureaucratic structure is urgently needed and uncomplicated and complex in implementing educational policy innovations for the Mayor of Padang's special program for the period 2014–2019.

Then the third factor, the functioning of government agencies (governing board functioning). This emphasizes the work of citizen representative institutions, for example, in formulating solutions to various community problems without discrimination. The implementation of the functions of various policy implementing agencies becomes important to respond to the interests and needs of the target audience, which in the policy dimension are referred to as constituents. Without the functioning of the policy implementing agency, it is believed that the objectives desired by the policy will not be achieved. Next are information resources and authority. The research findings indicate that in implementing policy innovations, both formal and informal communication patterns have been carried out to the parties and the target audience. This finding is in line with the theory of policy implementation put forward by Edward III that one of the determinants of the success of policy implementation is communication. The main prerequisite for information resources to be effective in policy implementation is that policy decisions must be forwarded to the right people and communicated clearly and accurately so that implementers can understand them. No matter how good the policy is, it will be in vain if technical guidelines and implementation instructions do not accompany it. Communication distortion may occur at the implementation stage as can be described as follows:



Communication in an organization is a complex and difficult process, both in conveying messages to the level of the organization below it and other organizational levels. However, it is difficult to avoid that deviations from the communication that occurs are always open. Thus, the implementation of educational policy innovations for the Mayor of Padang's special program for the 2014–2019 period needs to pay attention to the establishment of effective communication and, as much as possible, minimize the occurrence of communication distortions to support the course of the policy.

Then the policy network also affects implementation. Theoretically, the concept of a policy network is needed because the government's capability has decreased in terms of budget, managerial or apparatus in carrying out government functions. With this condition, some of the tasks and functions of government are handed over to other institutions outside the government. The Welfare Section of the Padang City Secretariat, the Padang City Education Office, and the Padang City Ministry of Religion are government institutions that have clear main tasks and functions in implementing the *Pesantren Ramadhan* and the early morning Education program. Meanwhile, other policy networks, such as the Formulating Team for the *Pesantren Ramadhan* program, dominated by UIN Imam Bonjol academics, have been working to produce guidebooks and curricula for the past two years and teaching materials.

The research findings reveal that the manual has not fully become a guide in the reality of learning, especially the problem of culture, which is very difficult to teach if the instructor does not have the provisions about it. Not to mention the demands for habituation patterns, such as junior high school students practising *Sumbang Duo baleh*. It is necessary to have an active role from parents and the surrounding community so that values can slowly become habits in behaving and behaving. Therefore, it is necessary to study the curriculum more seriously to be more realistic, and learning can be directed and complete. Departing from this, it is necessary to involve the community or competent parties in this matter, especially the participation of experts in the field of education in formulating the curriculum so that learning is felt more meaningful.

Another policy network is the Scoutmaster at the Kwartir Branch of the Padang City Scout Movement, especially early morning Education. The study's findings indicate that the scout-based learning methods and materials or during the *Didikan Subuh* Jamboree, the students welcomed this activity with pleasure and joy. Learning offerings that are recreational and in nature (outbound) can be used as an alternative learning model for the younger generation of Padang City to be more religious and become students with three dimensions: great intellectuals, devout religion, and strong culture.

4 Conclusion

The construction of a religious-based education policy model in Padang City can be described as follows in terms of:

- a. Aspects of commitment and policy content (content policy). The commitment aspect shows that ten religious-based education policies have been produced by the Padang City Government. In contrast, in terms of policy content (objectives, policy targets, implementors, and policy typologies) need to be reconstructed by adjusting their implementation during the pandemic.
- b. Aspects of resources consisting of staff and employees need to be restructured for more effective governance and implementation models.
- c. The policy network aspect was reconstructed by involving several stakeholders.

Reconstruction of the factors of policy implementation, there are three factors, namely: (1) policy formulation focused on the recommended policy form in the form of regional regulations; (2) implementing personnel factors are constructed by policies that streamline procedures and implementor workloads; and (3) the factor of the implementing organization system is reconstructed in the formation of a work structure and organization to support the sustainability of the policy.

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