Identification of Implementing Secondary Education Affirmation Program (ADEM) in Education Board Region at East Java Province

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Abstract. *The program is a policy affirmation designed by government through special educational institutions and specialized services (PK-LK) under the auspices of Kemendikbud (Ministry of education and culture) to equitable access in education for middle-down citizens across the country. In order to evaluate the implementation of the program, this current research is conducted. The aims of this research are to identify the problems and to find obstacles so as to discover alternative solutions. Focus group discussion (FGD) was employed in collecting the data. The results have found that the implementation of Secondary Education Affirmation Program (ADEM), namely: [1] regulations and implementation programs which include socialization, the recruitment process, and the student placement process, [2] the obstacles faced by schools namely, student unpreparedness, finance, and human resources. The novelty of the research is related to the implementation of ADEM programme in the East Java region that had not been carried out by previous studies.*

Keywords: ADEM program, equitable access of education, educational affirmation

Introduction

In the field of Education, Indonesian government has regulated all its matters and policies grounded on the 1945 Constitution mandated that every citizen must be supported by basic education. Therefore, the central and regional governments are trying to implement all forms of education policy in accordance with the use.

The implementation of equitable education is evenly realized by the government through the PK-LK (Special education and service) directorate which is an extension *Kemendikbud.* Based on *Kemendikbud* regulation No. 8, article 452, 2015 about concerning tasks and functions, it is mentioned that the Directorate of PK-LK development is tasked with implementing preparation and implementation of policies in the field of special education and special services development and Indonesian education units abroad. One of the priority programs launched by the Directorate of PK-LK is Secondary Education Affirmations located in Papua, West Papua (ADEM) and in the Frontier, Outermost, and Disadvantaged Regions (3T).

The concept of affirmative action in education is not only conducted in Indonesia. According to

Musingafi and Mafumbate (2014), the concept of affirmative action has been applied in developed countries such as the USA, Australia, Canada, India, Germany, Peru, Nigeria, Sweden, Namibia, Malaysia, Pakistan, Northern Ireland, and Yugoslavia. Moreover, every country has different policies and regulations in the way it is implemented, such as in America and Europe which focus on affirmative action in higher education (Freder, 2012). Meanwhile in Indonesia, it focuses on the level of secondary and tertiary education (Priharsanti, 2016).

The ADEM program provides opportunities for Papuan and West Papuan children to study in the East Java Province. This program is a manifestation of educational equity so that students can experience educational facilities and services that are more feasible than in their homes. According to Idrus (2012), the unfair quality of education in each region becomes a distinct problem that must be handled by the government. Then and there, the quality of education in Indonesia is likely to proliferate rapidly.

Emerging issues related to equitable distribution of education through affirmative action are essential to examine and to evaluate. In Indonesia, researches related to affirmative action

in the field of education embodied in a Secondary Education Affirmation Program (ADEM) are not plentiful conducted yet, precisely related to the implementation of the program in general. Previous studies have focused more on interest, motivation, discipline, self-adaptation and learning achievement of ADEM students (Kambuaya, 2016), educational aspirations of ADEM students (Priharsanti, 2016) and learning methods used in ADEM schools (Puspitaningrum, 2011).

In addition, the lacks of prior studies related to the implementation of the ADEM program are the concern in this current research. Hence, researchers are highly expected that this study can be a recommendation to be various alternative solutions for unraveling the barriers. The hope is that the findings can be used as a material for evaluation and consideration from various parties who have an interest in the implementation of ADEM programs such as the Government, Ministry of Education and Culture and the PKLK Directorate, Provincial and Regional Education Offices as well as ADEM schools.

Literature Review

Education Affirmation Program

According to Kambuaya (2015), Affirmative action defines as a policy aimed for certain groups to acquaint equal opportunities with other groups in the same field. Likewise, Rivai (2017) mentions that affirmation policy is a form of support that provides equal access to education. In addition, the government designs education affirmation program that is suitable and capable to accommodate the needs for equal educational access.

This affirmation program is promoted by the government to highlight ADEM Program for Middle Schools and ADIK for high schools. ADEM is aimed for secondary education and ADIK is targeted higher education.

The Objectives of Educational Affirmations

The purpose of affirmation program carried out by the government is to guarantee the rights of having the same educational system. In accordance with Kuralender & Felts (2008), the purpose of affirmative action is to provide access for minorities to study and complete their degree. In the 1945 Constitution, article 31, paragraph (1), it is stated that "Every citizen has the right for education." This statement shows that Indonesia has proclaimed for a long time that education is the right of every citizen (Sujatmoko, 2010).

The Concept of Admission for implementation of Educational Affirmations

The administration of education is one of the goals should be achieved through affirmative action. According to Widiani (2015), equitable education is an effort made with the purpose of students from all over the country does not only acquire the same opportunity to enter school, but also develop the same treatment in the learning process until the students graduate. Institutions that are responsible for implementing and making policies related to the distribution of education programs lies on the government, both the Central Government and the Regional Government (Hakim, 2016).

Likewise, Hakim (2016) explains that so as to implement public policy in the form of educational program, there is principle that must be fulfilled; planning. Moreover, it is also important to implement proper public administration and managerial approaches in order to support the program.

Supporting statements as well provided by Widiani (2015), she mentions that there are several components that have to be fulfilled, namely equality of opportunity to enter school (equality of access), equality of opportunity to stay in school (equality of survival), equal opportunity to succeed equality of output, and equal opportunity in enjoying the benefits of education in public life (equality of outcome). It means that all affirmative action programs or policies do not target the goal if they do not meet the important component of educational equity.

In addition, another important component that becomes the main focus of the program is an evaluation. It is designed as a measurement standard to grasp the maturity of the plan, accountability, and effectiveness. Also, there are several indicators used in order to achieve the measurement standard, namely; [1] Achievement of program objectives, [2] Results according to plan, [3] Existence of social change, [4] There is a change in understanding or perception of a problem, [5] Adequacy of measurement validation that can be accessed, [6] from the policy will be implemented, [7] There is the strength or capacity of the organization to implement policies (Garrison-Wade and Lewis, 2004).

The Concept of Learning environment

Understanding the concepts of learning environments is diverse. Šūmane (2012) explains the definition of this concept as efforts to regulate the physical and social conditions that are informative for students so that they have extensive experience in terms of knowledge,

skills, and attitudes towards the surrounding environment.

Moreover, there are several characteristics of learning environment. Andersone (2017) mentions that the characteristics of learning environment must meet three important elements, namely; 1) human resources (students and teachers), 2) mental states (reciprocal relationships) and 3) the surrounding environment (the premise of educational institutions, their settings and methodological provisions for learning and teaching). In contrary, Bates (2015) reveals that the learning environment is characterized by the interaction of three main factors; 1) diverse physical space (not just classrooms), 2) context for what students learn and 3) related to the culture and ways students learn (including cooperation, relationships and attitudes). Furthermore, (1) physical space is all facilities and infrastructure that can support learning both in the classroom and outside the classroom such as school libraries, schoolyards, school parks, city parks and so on as well as diverse learning materials and multimedia use (Bates, 2015). 2) The context (content) is related to teaching or learning content. There are several important aspects in teaching or learning content, namely the purpose of learning content, the scope, and depth of learning content, sources that can be used to obtain teaching content, the structure of learning content and assessment according to objectives (Bates, 2015). 3) The culture is a value and perspective that influence decision making. Decision making is based on mutual respect, openness to various views and opinions, evidence-based arguments and assessments, interesting and exciting learning, each school subject emphasizes core values, has clear assessment criteria, and cooperation and support reciprocity (Bates, 2015).

Method

This study used a qualitative method with a case study strategy. A qualitative approach was used to express the meaning contained in data or information obtained from observations, interviews, and documentation. Moreover, Sugiyono (2012) stated that qualitative methods were used to look at the natural condition of objects through various data collection techniques which were triangulated (merged). Also, the purpose of which was not to focus on generalizations but on the acquisition of meaning.

In collecting the data, researchers conducted focus group discussions (FGD). The numbers of participants involved in this study were 34 substitute teachers from schools with ADEM program in education board region at east java

province. Then, purposive sampling technique was employed to obtain the data. In detail, the characteristics of research subjects were the status of accompanying teacher or delegation from representatives of ADEM organizers in the East Java Education Office.

The data analysis used in this study was thematic analysis by exploring various information. The coding carried out in this study was a theory-driven approach, which began with discussing the theory, then forming or looking for indicators that were able to support the theory (Boyatzis, 1998). In this regard, the needs, constraints, and challenges faced by schools in administering the Secondary Education Affirmation Program (ADEM) in East Java were implemented. Additionally, Yin (1994) explained that the case study was conducted to answer the research problems began from the research questions in the form of (how) and (why).

Based on the data analysis, there were two general themes appeared in succession, namely [1] regulation and mechanism for program implementation, [2] constraints faced by schools. For more details, see table 1.

Table 1 Research themes

No	Themes	
1.	Regulations and implementation programs	Include socialization, the recruitment process, and the student placement process,
2.	Obstacles encountered	The problem of students' unpreparedness in terms of academics and non-academics, finance and human resource.

Result

Based on the assessment, there are several important points which define the description of the overall implementation of ADEM program in schools at East Java Province, namely:

Regulation and Mechanism of implementation ADEM program

Socialization of the program

Government policies have not been well socialized in the process of implementing the ADEM program. Preferably, there must be efforts to introduce the program. This information can be knowledge or a basis for parents' decision to

embrace their children in ADEM program. Further, it is necessary to have a more intense socialization carried out by the government as an organizer so that the purpose and objectives of the program are achieved.

> "*It seems that parents do not really understand the real purpose of ADEM program to send their children to Java, just leave. After that, the parent's hand over all of their children's affairs to the teacher, but if there is nothing they want to know and the teacher is blamed*".

> "*Not only parents who don't really understand what their children are sent to Java for, but the teachers also have lack socialization, especially technical and regulatory matters in the field. Finally, sometimes I have confusion, coordination with the top is difficult*".

Student selection process

The selection process of students has been less objective. The aim of the government to design the affirmation program is mainly for children whose economic level is below average, live in 3T areas and become minorities so that they get equal rights in education. Yet, the reality is as high as expectation. In this program, there are still many students who are coming from middle-upper family participate as they have not been well selected. So as to meet the quota, sometimes student selection does not go well, even in some cases the data in the placement school are children from the village apparatus or community leaders who are involved.

> "*Many of the ADEM students were actually not capable children or lived in a very remote place but were children of a village leader or head of the country. Even in some cases, the data of children sent is not the same as the data of children sent here. That was the case*".

The process of engaging students

In the process of engaging students, the problem faced is student inconsistency in accordance with the placement contract at the beginning. Commonly, when students are going to be laid into school, students often apply for other schools as they are not in accordance with their wishes, even some reasons are not strong enough to be the basis for making decisions regarding the transfer of placement schools. This condition is compounded by parental intervention. Sometimes, parents actually support the wishes of the child or even the parents who suggest by reason of having relatives, the area is comfortable, and the school is very advanced and so on. In fact, when the selection process is carried out, students and parents have agreed to be placed in accordance with the provisions of the coordinator. In this case, this step is done by PK-LK, Regional

committee and School Service. For this reason, it is necessary to have clear and consistent regulations in its application.

> "*Teachers find it difficult to provide assistance to ADEM students because parents interfere too far in determining student school placement. There are children who have been determined to be placed in school B, but the student wants it in school A because there is a family in there. Finally, the parents ask the child to be transferred to another school. This example may lead to confusion. Frequently, cases like this ADEM students are children from the local village apparatus, officials or figures who are there*".

Constraints to the School in Administering the Program

Based on the results of the focus group discussion (FGD), some of the obstacles faced by administering schools are:

Student unpreparedness

The main obstacle faced by schools and accompanying teachers is the unpreparedness of students in following the entire ADEM program. Unpreparedness includes a variety of things related to poor adaptability, lack of basic reading, writing and numeracy skills and communication problems because language differences make students overwhelmed by the learning process and cause low results of academic evaluation of ADEM students compared to others.

> "*The students who are sent to this program sometimes are not ready in academic and non-academic. They must try to imagine that they have to take lessons that their friends are already far away from, while the calistung cannot. Even though this program is already, they can't be close to non-ADEM friends*".

> "*My students on average don't easily adapt to their friends and their environment. I see that the cause is not because the others do not want to approach, but because the person concerned has language barriers, he cannot take care of himself (dirty and distinctive body odor) so that the others finally feel uncomfortable too*".

> "*The difficulty that my student have is that they have their own association. So it is rarely gathered with peers who are in school but usually gather with people from the same area of origin. There are many eastern people, especially in Malang*".

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Financial Aspect

In this aspect, the funds allocated by government for ADEM students are hampered in the disbursement. This causes the school to take a policy of handling it by using school operational funds and even personal money. This is often a complaint from teachers because school funds have been allocated for an activity should be used for the benefit of the ADEM program.

"This is important, regarding funds. Sometimes it comes late so the school must spend school operational funds. If the school funds don't go down and down and other activities don't work optimally".

"We pay first. Sometimes use school fees, sometimes the accompanying teacher or headmaster lends personal funds. If this continues, it will be troublesome".

Human resource

Another challenge faced is that the resources of the ADEM assistant teachers are not sufficiently trained and do not have special skills because they do not get training. This condition makes the accompanying teacher find it difficult because they do not understand any description of the form of assistance that must be conducted, how the mechanism is and how far the mentoring process will be carried out. Some teachers have stated that they need certain training to be better prepared so as to carry out their duties and responsibilities as assistant teachers.

"Teachers who are selected as facilitators cannot be trained, they don't understand to treat ADEM students who have different characters and habits. It is difficult to adapt to their friends and environment. Apart from academic problems, if academics are easy to stay, they are given additional tutoring, although the impact is not too significant because the students do not intend".

"Angel invites the students from remote areas there, not like an uncle child who clearly handled it like what. We are troubled because sometimes our children don't support them. It seems like the accompanying teachers need special training or psychological counseling that is intense and routine from institutions".

Discussion

Regulation and mechanism of implementation ADEM program

Equitable access of education that is realized in the affirmation program is a public policy that must be applied. The implementation of public policy is the implementation or application of a public policy through programs, activities, actions, or actions in a mechanism that is bound to a particular system (Ramdhani & Ramdhani, 2017). This means that there is a special mechanism or regulation that regulates how the implementation of the policy will be implemented.

In the application of public policy, it certainly requires precision and certain conditions to be met. Sutapa (2008) states that providing learning opportunities for each individual is the government's obligation in the field of education in which there are certain rules that must be implemented. In addition, to be able to implement a policy, there are several important conditions or elements that must be considered and fulfilled, namely [1] who is involved, [2] the essence of the administrative process; [3] compliance with policies; and [4] the influence of implementation on the content and impact of policies (Sudiono & Sutapa, 2011). In the application of public policy, it certainly requires precision and certain conditions to be met. The presence of affirmation program is a form of the government's significance to fulfill the rights of the children to access the same education services. Inaccuracy in the implementation process may lead to failure of the program. Likewise, the program implementation process must meet existing procedures or rules.

To fulfill the achievement of excellent service, the government must fulfill several important aspects such as; [1] available evenly throughout Indonesia; [2] affordable by all levels of society; [3] quality / quality and relevant to the needs of community life, the business world and the industrial world; [4] equal for Indonesian citizens in obtaining quality education by taking into account the diversity of socio-cultural, economic, geographic, gender and so on backgrounds; [5] ensuring certainty for Indonesians to receive education and adjust to the demands of society, the business world and the industrial world (Solichin, 2015).

According to the focus group discussion, (FGD) there are three general themes that describe the implementation of the ADEM program, namely [1] program socialization, [2] student selection, and [3] student placement process. The first theme of the program is to cover various matters of providing information widely and evenly to all people in order to understand the

purpose of the ADEM program. Hence, parents who decide their children to take part in the program can make informed decisions and actively support the implementation process.

However, some parties feel that based on the findings of the socialization carried out by the government regarding the ADEM program. This can be seen from the parents' lack of understanding of the mechanism that has been regulated by the organizers so that in some cases parents intervened in the process of implementing ADEM, especially regarding the placement location.

The second theme is the selection of ADEM program. According to Simamora (2004), the selection is the process of selecting applicants on the basis of consideration of fulfilling the criteria that are in accordance with the position and placement available. Based on the findings, the results of the study reveal that not all selected students meet the criteria, not all selected students come from the middle to lower economic levels but children from the village apparatus, entrepreneurs or other influential people who basically can access education. Some parties state that the implementation of the ADEM program does not achieve the goal.

Next, the third theme is the process of placing students. Similar to the selection process, the placement process is also considered to be less objective because of the intervention of parents.

Obstacles encountered

In the implementation of the program, there are some obstacles discovered, such as [1] unpreparedness of students, [2] financial problems and [3] human resources. For the first problem, an obstacle for students internally to be able to adapt, motivate themselves, ability for basic skills such as reading, writing and arithmetic which are still less compared to other non ADEM children and communication problems. Moreover, Bakhtiar (2014) explains that the individual factors influence ADEM student achievement are expectations, adaptation, motivation and preparation for learning as well as student or student efforts. The impact that is handled directly by students related to unpreparedness in following the affirmation program is that the results of academic achievement are not optimal.

Furthermore, financial factors are related to all matters about funding the placement of ADEM students, both the cost of daily living needs such as food and shelter, and costs for educational activities such as additional tutoring for students, books, uniform and other equipment. Even though the cost constraints in education based on their findings are related to problems of low or less optimal student academic achievement

(Mngomezulu, Dhunpath and Munro, 2017; Dang & Bulus, 2015).

Third, the factor that inhibits the problem is human resource. Based on focus group discussions conducted by resources that did not prove to be a separate basis. Teachers who are appointed to assist ADEM students cannot be equipped with a variety of knowledge or skills to handle ADEM students. It is a form of difficulty in carrying out their duties and responsibilities. Good service in education is the availability of resources that have quality and expertise in their field (Sutarmanto, 2009). The intention is not to provide the skills of a teacher to make the in education less well run and the desired target does not reach (Sutarmanto, 2009).

Conclusion

Based on the results, it can be concluded that the implementation of the Middle Education Affirmation Program of ADEM in Papua and West Papua in the East Java Provincial Education Office has various obstacles or constraints in various fields including: [1] regulation and mechanism for program implementation which includes socialization, the process of student selection and placement, [2] constraints faced by administering schools, namely the unpreparedness of students, finance and resources.

It is discovered that some suggestions for organizers can be submitted, such as: [1] to further intensify the dissemination of the ADEM program so that information is distributed to schools that serve as a place to hold students or for people who become trustees of ADEM students, [2] to make improvements to the student selection process starting from publications, selection and decision making so that students are in accordance with the government target targets, [3] to be more strict with regulations, especially for students so that there is not too much intervention from outside, especially for those who have no interest.

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