



## Measuring the Governance Capacity Of The Jombang Regency Regional Government in The Implementation Of The Senior Secondary Education Policy

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**Abstract.** *This study aims to describe and analyze: Governance Capacity of the Jombang Regency Regional Government in the Implementation of the Upper Secondary Education Policy and Factors Inhibiting the Capacity of the Governance Capacity of the Jombang Regency Regional Government in the Implementation of the Upper Secondary Education Policy. The research is a qualitative descriptive analysis. The data analysis technique uses a technique developed by McNabb (2002), namely Grouping the data according to key constructs, identifying bases for interpretation, developing generalizations from the data, Testing Alternative interpretations and Forming and/or refining generalizable theory from case study. The results of the study show that there are 4 (four) factors that affect the Governance Capacity of the Jombang Regency Regional Government in the Implementation of the Upper Secondary Education Policy. First: The communication pattern carried out by the Jombang Education Office is ineffective so that the aspirations and problems that arise cannot be accommodated properly. Second: Resources & Funding, namely the implementer (policy implementer) of the resource aspect shows that Human Resources at the Jombang Regency Education and Culture Office is supported by 266 employees. Third: Implementer Attitude (Dispositions). show a positive attitude and sufficient willingness to carry out a good secondary education program. Fourth: The bureaucratic structure is quite clear, namely the Jombang Regency Education Office, the school and the Board of Education/community leaders, but the bureaucratic procedures are still long. The factors that hinder the implementation of education policies in Jombang Regency are factors that come from within are the existence of facilities and infrastructure, the motivation of teachers and students. Then the factor that comes from outside is the school's accessibility to a variety of sources, both resources and funds*

**Keywords:** *Governance, Policy implementation, Education.*

**Abstrak.** Penelitian ini bertujuan untuk menggambarkan dan menganalisis: Kapasitas Pemerintahan Kabupaten Jombang dalam Implementasi Kebijakan Pendidikan Menengah Atas dan Faktor-Faktor Penghambat Kapasitas Pemerintahan Kabupaten Jombang dalam Implementasi Kebijakan Pendidikan Menengah Atas. Penelitian ini merupakan analisis deskriptif kualitatif. Teknik analisis data menggunakan teknik yang dikembangkan oleh McNabb (2002), yaitu Mengelompokkan data menurut konstruksi utama, mengidentifikasi dasar untuk interpretasi, mengembangkan generalisasi dari data, menguji interpretasi alternatif, dan membentuk dan/atau menyempurnakan teori yang dapat digeneralisasi dari studi kasus. Hasil penelitian menunjukkan bahwa ada 4 (empat) faktor yang mempengaruhi Kapasitas Pemerintahan Kabupaten Jombang dalam Implementasi Kebijakan Pendidikan Menengah Atas. Pertama: Pola komunikasi yang dilakukan oleh Dinas Pendidikan Jombang tidak efektif sehingga aspirasi dan masalah yang muncul tidak dapat diakomodasi dengan baik. Kedua: Sumber Daya & Pendanaan, yaitu pelaksana kebijakan menunjukkan bahwa Sumber Daya Manusia di Dinas Pendidikan dan Kebudayaan Kabupaten Jombang didukung oleh 266 pegawai. Ketiga: Sikap Pelaksana (Disposisi), menunjukkan sikap positif dan cukup keinginan untuk melaksanakan program pendidikan menengah yang baik. Keempat: Struktur birokrasi yang cukup jelas, yaitu Dinas Pendidikan Kabupaten Jombang, sekolah, dan Dewan Pendidikan/pemimpin masyarakat, namun prosedur birokrasi masih panjang. Faktor-faktor yang menghambat implementasi kebijakan pendidikan di Kabupaten Jombang berasal dari faktor internal, yaitu adanya fasilitas dan infrastruktur, motivasi guru dan siswa. Sedangkan faktor eksternal adalah aksesibilitas sekolah terhadap berbagai sumber daya, baik sumber daya maupun dana.

**Kata kunci:** Pemerintahan, Implementasi kebijakan, Pendidikan.

## **1. INTRODUCTION**

Reform in the field of education is a repositioning and even reconstruction of education. In general, the achievement of national education is still far from expectations, especially to be able to compete competitively with the development of education at the global level, both quantitatively and qualitatively, national education still has many fundamental weaknesses". Article 31 paragraph (4) of the 1945 Constitution, clearly states that "the government has a constitutional obligation to prioritize the education budget of at least 20% of the State Revenue and Expenditure Budget and the Regional Revenue and Expenditure Budget to meet the needs of the implementation of national education". This constitutional obligation is reaffirmed in Law No. 20 of 2003 concerning the National Education System (Habba, 2020).

The problem of education in Indonesia is more about policy implementation. Regulations made at the ministerial level are hampered during implementation, due to the autonomy of education in the regions. Before the reform era, education management was very centralistic. Almost all education policies and the management of education implementation are regulated by the Ministry of Education and Culture. All ranks, at the level of the Regional Office of the Regency/City Education Office, even up to the schools, must follow and obey the nationally uniform policies, and the instructions for their implementation. Delegation of part of the authority and responsibility from the Ministry of Education to the Provincial Education Office, and part of the other to the Regency/City Education Office, even to schools.

The new paradigm of national education provides space for districts/cities and the district/city Regional People's Representative Council, making Regional Regulations, regarding education at the district/city level. With the decentralization of education management, the district/city level Education Office as an autonomous district/city government apparatus, can make education policy policies, each according to the authority delegated to the district/city government in the field of education. On the other hand, one may argue that "education is a fundamental method of advancing and renewing society" and that "it is a problem for everyone who is interested in education to use schools as the main and most effective tool to advance and renew a society (Haba, 2020).

An education policy in the regions in the context of regional autonomy is associated with the public policy of decentralization (Law No. 23 of 2014) that government affairs handed over to the regions are accompanied by sources of funding, transfer of facilities and infrastructure, as well as personnel in accordance with decentralized affairs, and national education policies (Law No. 20 of 2003). In the national education policy, what needs to be considered is to set the allocation of education funds at least 20% in both the State Revenue

and Expenditure Budget and the Regional Revenue and Expenditure Budget, both Law No. 20 of 2003 article 11 states that: "The government and local governments are obliged to ensure the availability of funds for the implementation of good education for every citizen. The central government and local governments are obliged to ensure the availability of free education for every citizen aged seven to fifteen years who is known as compulsory education for nine years.

In understanding the policy process, there is a very important aspect, namely policy implementation. The benchmark for the success of a policy is at the implementation stage. Policy implementation is more of a practical activity, including executing and directing. Thus, policy implementation is referred to as a series of follow-up activities after a policy has been determined, both consisting of decision-making, strategic steps, and operations taken to realize a program or policy into reality, to achieve the goals of the policy that has been set. The success rate of this process is influenced by various factors, both supportive or inhibiting, as well as the physical, social and cultural environment. The thing that needs to be watched out for is in choosing alternatives to solve problems, so as not to interfere with the achievement of policy goals.

In the context of education, policy implementation is a process that not only concerns the behavior of the management body responsible for implementing the activity program and causing awareness and obedience to the target group, but also concerns legal, political, economic, and social factors that directly or indirectly affect the behavior of various parties involved in the education program (Hasbullah, 2015). The implementation of education policy is an effort or effort so that the formulation of education policy can be implemented in practice, because no matter how good the formulation of education policy, if it is not implemented, the benefits will not be felt by the community, on the contrary, no matter how simple the formulation of the education policy, if it has been implemented, it will be more useful and no matter how the results. Policy implementation has an understanding, namely topdown, which means to reduce or interpret alternatives that are still abstract (macro) into concrete alternatives (micro) (Tachjan, 2006).

An education policy framework is a highly simplified approach to a complex set of relationships, and it can give the impression that the four factors of content, context, actors, and processes can be considered separately. This is not the case. In reality, actors are influenced (as individuals or members of groups or organizations) by the context in which they live and work; context is influenced by many factors such as instability or ideology, by history and culture; and the policy-making process of how issues become the policy agenda, and how it happens there is influenced by the actors, their position in the power structure, their own values

and expectations. Similarly, the content of a policy reflects some or all of these dimensions. Therefore, although the education policy framework is useful to help observers to think systematically about all the different factors that may influence policy. (Jie, 2016).

Previous research on the implementation of education decentralization in Pakistan shows that although power is delegated from the provincial government to the district/city government, the reality is that in terms of decision-making most of the academic, administrative and financial power is still centralized in the upper government (Khan and Mirza, 2011). Meanwhile, other researchers examine the gap in the implementation of education policies in Pakistan by recommending that the implementation of the policy should be through evaluation to improve the implementation process with the professionalism and commitment of its organizers (Ahmad et.al, 2012).

Important considerations in the implementation of education are related to translation skills, human resource management skills, number of implementers and accountability. Taking into account the phenomena and problems arising from decentralization, the framework is considered to be in accordance with the reality of how education policies are implemented in Indonesia (Muhdi, 2020).

Policy implementation requires clear regulations, requiring good governance between the private sector and the community. In addition, it is also necessary to have a clear pattern of inter-organizational communication, so that the desired goals are achieved. Efforts to achieve policy standards and objectives explain the objectives of policy decisions as a whole in various activities. This activity steps from the policy level in the form of regulatory documents to the determination of specific and concrete standards to assess program performance. Standards and goals are achieved if they are stated with an adequate level of clarity, so that the role of the implementer in understanding what is expected from the program. At this level, it is very important to examine the implementation process, which interested parties are involved in the implementation process and how much they are involved. The approach to understanding the implementation process and assessing the results together is a learning process for the successful implementation of program policies.

Empirically, in Jombang Regency it can be stated that there are several things that are specific, related to factors that affect the implementation of education policies, including first: inputs or sources from Jombang Regency in terms of quality are decreasing every year, so every year graduates are all low and weak, second: after being correlated with the teaching staff is not relevant and the need for manpower is irrelevant, In addition, the policies of the local

government of Jombang Regency are not in line with the policies issued by the ministry related to the number of students accepted by the school.

The policy of the Education Office in Jombang Regency, in the admission of new students, refers to the Regional Regulation (Perda) of Jombang Regency Number 9 of 2016 and the Regent Regulation (Perbup) of Jombang Regency Number 5 of 2021. So far, the process of accepting new students has always been colored by administrative mal violations, in the form of illegal levies, nepotism, and other inappropriate acts. These acts are very detrimental to prospective new students and of course the community. Although it has referred to the Regional Regulation, the implementation of education policies should be better in the field, but the fact shows that the implementation of secondary education policies, especially in the admission of new students, is always a problem every year in Jombang Regency.

The problem in Jombang Regency in general, the level of education is still relatively medium and can even be said to be low. This is as per the results of research from Juan, who said that the level of education is still relatively medium and can even be said to be low at the age of 15 years and above, only at 7.3% where it is still below the average of the national education presentation which is at 7.9%. (Juan et al, 2022).

This research focuses more on public policy in the field of education, and is more specialized in the aspect of education policy implementation which is the scope of study of public policy. Meanwhile, the governance perspective studied in this study is how the implementation of secondary education policies takes place in the perspective of governance in Jombang Regency, whether the implementation of high school education policies in Jombang Regency is only the responsibility of the education bureaucracy, or is it delegated to the private sector and the community.

If studied based on Edward III's theory, this education policy is top down, this is because the implementation of the policy is more dominant by the state than the pillars of the business world and society. If this is linked to governance, the success of policy implementation requires the support of the three pillars in a balanced manner, meaning that the role and dominance of the state is reduced so that the business world and society can play an optimal role.

It is further stated that when identifying governance as the most important factor to achieve policy or organizational goals, it is not clear whether it refers to the organizational structure, the administrative process. Because of this confusion, most administrative reforms driven by governance logic are more rhetorical than substantive. The concept of governance basically involves not only the government or the state, but also the role of various actors

outside the government and the state, so that the parties involved are very wide. The implementation of good, clean and good governance, is the concept of "governance" in involving not only the state/government, but also the role of various actors outside the government and the state, so that the parties involved are very wide (Ganie, 2000).

There are several important dimensions of governance that have so far characterized what is called governance, namely: "The first dimension, from the institutional dimension, governance is an administrative system that involves many actors (multi-stakeholders), both from the government and from outside the government. The second dimension of governance is the value that is the basis for the use of power. In governance, the use of power must be based on values that are far more complex than efficiency and effectiveness or, even the values that the new state administration movement once offered. Efficiency and effectiveness, social justice, and democracy are just some of the values that are usually used to assess a good governance practice. The third dimension of governance is the process dimension, which tries to explain how various elements and institutions respond to various public problems that arise in their environment (Dwiyanto, 2004).

Governance capacity in this study is defined as institutional, policy and management capacity to represent public interest by purposely multi-actor manner. In some other sense, governance capacity is defined from the perspective of skills and resources that enable the achievement of policy reforms to realize democracy and market economy (Brusis, 2003). Governance capacity as the ability to coordinate various interests and promote policies that represent the public interest (Fritschak, 1994). Governance capacity is the formal and factual capability of public and private actors in defining and providing public goods in social, economic and political processes where public needs are provided. Thus, the capacity of governance clearly shows the ability of actors who are interested in certain public affairs, both public actors and private actors, to provide public needs (Knill and Lehmkuhl, 2002).

Thus, it can be concluded that as a government that is able to account for all attitudes, behaviors, and policies made politically, legally and economically and is openly informed to the public and opens the widest possible opportunity for the public to carry out supervision. If in the implementation of the policy there are irregularities that can harm the people, and thus must be able to take responsibility and accept lawsuits for their actions. The implementation of the education policy targets the community as policy users. The result achieved by the implementation of education policy is the quality of community education. For this reason, the autonomy of education, most of which is handed over to the Regency/City government, the

responsibility to achieve the goal, namely the quality of education, is very dependent on the Regency/City government in implementing the education policy.

Based on this, this study aims to more broadly describe and analyze the Governance Capacity of the Jombang Regency Regional Government in the Implementation of the Upper Secondary Education Policy and the Factors Inhibiting the Capacity of the Jombang Regency Regional Government Governance Capacity in the Implementation of the Upper Secondary Education Policy.

## **2. THEORETICAL STUDIES**

Policy implementation itself can be understood as an action to carry out a policy, where the implementation is focused on the events and activities that arise after the ratification of the State policy guidelines which include service and management efforts to have a real effect or impact on the community (Mazmanian and Sabatier, 1983). Policy implementation is an activity that is designed to operate a program. He emphasized on 3 (three) functional activities in policy implementation, namely: (1) organization, which is related to the formation or rearrangement of resources, units and methods to make a program work, (2) interpretation, related to how to interpret a program so that it becomes an appropriate plan and direction so that it can be accepted and implemented, and (3) implementation, related to the routine provisions of the service, payments or others tailored to the program's objectives (Jones, 1994).

Policy implementation is influenced by four variables, namely (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure. According to Edwards, communication must be transmitted to the right personnel, and must be clear, accurate and consistent. Edwards III stated: "Orders to implement policies must be transmitted to the appropriate personnel, and they must be clear, accurate, and consistent". In this case, Edwards explained, that if the decision maker hopes that the implementation of the policy is in accordance with his wishes, then he must provide the right information. Proper communication also avoids discretion on the part of implementers because they will try to translate general policies into specific actions. This discretion does not need to be exercised if there are clear and specific rules about what needs to be done (Edwards III, 1980).

In addition to communication and resources, the disposition of the implementer is an important factor. "If implementors are well-disposed toward a particular policy, they are more likely to carry it out as the original decisionmakers intended. But when implementors' attitudes or perspectives differ from the decisionmakers', the process of implementing a policy becomes infinitely more complicated" (Edwards III, 1980). In this case, Edwards III emphasized that the

attitude or what he called the disposition is crucial because if the policy implementer has a disposition that is opposite to the policy direction, then this perspective can also result in a discrepancy between the actual policy objectives and the implementation of the policy in the field.

The fourth factor that Edwards put forward is the bureaucratic structure. Two sub-variables that have a major influence on the bureaucracy are Standard Operating Procedures (SOPs) and fragmentation. Regarding SOPs, Edwards III explained them as: "The former develop as internal responses to the limited time and resources of implementors and the desire for uniformity in the operation of complex and widely dispersed organizations; they often remain in force due to bureaucratic inertia". If we rephrase, SOPs are responses that arise from implementers to answer work demands due to lack of time and resources as well as the willingness to have uniformity in complex organizational operations. We often encounter this SOP in public service organizations in public services. SOP standardization has been a long-standing issue in private sector organizations, and then implemented in public service organizations (Edwards III, 1980).

The process of implementing education policy is something important, even seen as much more important than education policymaking because implementation is a bridge between policy formulation and expected policy outcomes (Anderson, 2006). Components in the implementation of the education policy include: 1) who implements the education policy, 2) the administrative process, 3) the expected compliance, 4) the impact of the implementation of the education policy (Wahab, 2004). In the same vein, he explained that there are two things that are the focus of the implementation of education policies, namely the compliance of the implementers with the procedures and operational standards that have been agreed, and what is happening? Regarding the implementation process, what are the obstacles and whether it has been successful. (Ripley and Franklin, 1986).

From the description above, it can be synthesized that the implementation of education policy is a process of solving educational problems to realize policy goals by going through a process (delivery mechanism) that is in accordance with procedures and policy outcomes that can be enjoyed by all education stakeholders, to improve compliance and administrative order. The implementation of education policies is an important activity after a policy is formulated. Without an implementation, the education policy that has been formulated will be redundant. Therefore, the implementation of education policy has a very strategic (important) role and position in public policy in general (Satibi, 2010).

The concept of governance was developed as a form of improvement over the concept of government which puts the state (government) in a position that is too dominant over all aspects of life. The implementation of State policies is not necessarily only formulated by policymakers without the participation of the public who will feel directly for the policy. Rejection and protests will arise along with poor governance. There is no other way, the government is required to improve performance that is getting better and more professional.

The concept of governance is emphasized on the behavior and capacity of the community to manage the common interest, including the capacity to utilize the government in solving public problems (Pratikno, 2005). The concept of governance is a development of a style of governance where the boundaries between the public and private sectors become blurred. This blurring of boundaries is in line with the need for modern countries to be more involved in political mechanisms and to recognize the importance of issues concerning empathy and the willingness of the public to be involved, thus providing opportunities for social and political mobilization. The government will have an important role in creating a conducive government political environment, the private sector will create jobs and income, while the community will play a positive role in social, economic and political interaction (Rakhmat, 2009).

### **3. RESEARCH METHODS**

Based on the goal to be achieved in the research, which is to be able to describe and analyze the results of the research in a complete and in-depth manner, the type of research used is qualitative research. The data collection techniques in this study include: Interviews, Observations, Documentation and Focus Group Discussion (FGD). The informants in the study include authorized officials consisting of the Head of the Jombang Regency Education Office and the Head of the School Development Division of the Jombang Regency Education Office, The data analysis technique in the study using interactive model analysis was developed by Miles et al., (2014) with three procedures, namely data condensation, data display, and conclusion drawing.

### **4. RESULTS AND DISCUSSION**

Education policy is a formulation of various ways to realize national education goals, realized or achieved through social institutions or social organizations in the form of formal, non-formal, and informal educational institutions. Policy implementation is actions taken by

individuals/officials or government or private groups that are directed towards the achievement of the goals outlined in previous decisions.

A policy in its implementation, according to Abdul Wahab, is not only related to the mechanism of elaboration of political and economic decisions in routine procedures through bureaucratic channels but more than that, it concerns the issue of conflicts, decisions, and who gets what from a policy, (Wahab, 1997).

The implementation of education policy is one of the activities or activities in the policy process that determines whether a policy is in contact with the interests of education stakeholders and can be accepted by the public. In this case, it can be known if the stages and formulation of the policy are carried out well, but if at the stage of implementation the optimization is not considered, then it is certainly not clear what is expected from a policy product. At the end of the policy evaluation stage, it produces an assessment, among others, that the formulation and implementation of policies are not in line. If so, it can be said that the implementation of the education policy is not in accordance with expectations.

Normatively, the implementation of education policies in Jombang Regency refers to Government Regulation of the Republic of Indonesia Number 17 of 2010 concerning the Management and Implementation of Education, Jombang Regency Regulation Number 9 of 2016 concerning the Implementation of Education in Jombang Regency and Jombang Regency Regulation Number 5 of 2021 concerning Guidelines for the Implementation of New Student Admissions (PPDB). Several aspects that need serious attention in Jombang Regency are that the existence of Jombang Regency Regulation Number 9 of 2016 concerning the Implementation of Education in Jombang Regency and Law No. 20 of 2003 concerning the national education system article 5 paragraph (1) and article 11 paragraph (1) have not been running effectively. has not been effectively implemented. Some of the things that cause it are as follows:

- a. The disparity in educational facilities and infrastructure from each school is one of the problems that must be a priority to be solved immediately by the Jombang Regency Government.
- b. There is an inequality in school accessibility to the variation of operational funding sources for teaching and learning activities.
- c. There is an inequality of innovation from education providers to the pattern of teaching and learning activities in schools.
- d. The communication pattern carried out by the Jomban Education Office is ineffective so that the aspirations and problems that arise cannot be accommodated properly.

In the study of the implementation of education policies, this study uses a theoretical reference to implementation based on the Edward III Model, namely the Direct and Indirect Impact on Implementation model. This does not mean that there is a justification for other theories that are no longer relevant in the development of public policy implementation theories, but rather to direct the research to focus more on the variables studied through this research. In this theoretical approach, there are four variables that affect the success of the implementation of a policy, namely: Communication, Resources, Disposition, and Bureaucratic Structure. Communication is a very decisive thing for the success of achieving the goals of public policy implementation. Communication concerns the process of conveying or transmitting information, the clarity of the information and the consistency of the information conveyed Knowledge of the things they are working on can run if communication goes well, so every policy decision and implementation regulations must be communicated to the appropriate personnel department.

The implementation of education policies in Jombang Regency is carried out through the process of communication in the organization. Communication is very important, because a program can only be implemented properly if it is clear to the implementers, where communication is needed so that decision-makers and implementers will be more consistent in implementing every policy that will be implemented in the community. There are three indicators that can be used to measure the success of this aspect of communication, namely:

- 1) Transmission, namely the distribution of good communication will be able to produce a good implementation result as well. Often what happens in this transmission process is that there is a misunderstanding, this happens because the implementation communication has gone through several levels of bureaucracy, so that what is expected is distorted in the middle of the road.
- 2) Clarity of information, where communication or information received by policy implementers must be clear and not confusing. The clarity of policy information does not always hinder the implementation of policies, where at some levels the implementers need flexibility in implementing policies, but at other levels it will actually distort the goals to be achieved by the policies that have been set.
- 3) The consistency of the information conveyed, namely the orders or information provided in the implementation of a communication must be clear and consistent to be applied and carried out. If the orders given are often changing, it can cause confusion for the implementers in the field.

The findings of the study show that the implementation of secondary education policies in Jombang Regency, when viewed from the aspect of communication, it can be seen that there is still a lack of socialization of policies produced both at the macro and micro level to stakeholders, so that it often causes problems in understanding secondary education policies that favor the world of secondary education in Jombang Regency based on governance. The Office as a policy implementer has communicated with schools in Jombang Regency. It's just that there is a difference in the level of intensification and responsiveness shown by the Office to existing high schools. The function of the Office is as a coach and facilitator and even an executor for schools to be able to improve the quality of their education. However, there are differences regarding the characteristics of each school as an implementing body. Schools with high quality have more innovative characteristics in carrying out educational activities. Meanwhile, schools that have low quality tend to be monotonous and without innovation.

Based on the implementation theory put forward by Edward III, through the aspect of communication in the form of conveying information well in the process of implementing a program or policy, it can make all parties involved aware so that they know what the goals and objectives of a policy are, so that there is no inequality in its implementation. Likewise with the implementation of the Education policy in Jombang Regency, it is necessary to convey good information to all target groups, in this case the community/group and field officers, so that they know about the existence and purpose of the policy. In addition, there needs to be a form of information delivery that reaches more to all levels of society, as well as from the side of the community itself as communicators or recipients of information, it is necessary to grow awareness to be more participatory in the process of receiving information so that existing information can be conveyed properly to all related parties, so that the process of implementing policies can run well.

Information about the implementation process may have been delivered thoroughly, clearly, and consistently but if implementers lack the necessary resources to complete the implementation of the policy, then the implementation will not go as desired. Resources are one of the important factors in the process of implementing or implementing a program or policy, where without the support of adequate resources, both in the form of the number and ability or expertise of program implementers or policies to implement a program will not achieve its goals.

The availability of resources in implementing a program or policy is one of the factors that must always be considered, if the policy is implemented as planned. In this case, the resources in question are Human Resources (HR) from policy implementers, both in quality

and quantity, such as adequate, adequate and competent staff in their fields, in addition to that in the aspect of resources, it is also necessary to be supported by the availability of information for decision-making, authority, and facilities needed in the implementation of Education Policy in Jombang Regency.

The findings of the study show that in the aspect of resources, Human Resources at the Jombang Regency Education and Culture Office is supported by 266 employees with 150 employees with S1 and S2 education, 5 employees with Diploma education and 45 employees with high school education. Apparatus resources as implementers/implementers of secondary education policies in Jombang Regency still have high school educated officials. In addition to an adequate number of implementers, it is also necessary to have competent implementers after their positions, education in running the program, because if the number of implementers is sufficient, but without being balanced with the ability or expertise in running the program, then the implementation process cannot run optimally. The availability of skilled human resources is very important so that the implementation of programs or policies is more efficient and effective, where sometimes the implementation of an activity is hampered apart from the inadequate number of implementers and also the lack of quality of human resources as implementers. The number and quality of adequate implementers can have a positive impact on the implementation of.

The implementation of secondary education policies in Jombang Regency shows that the number of human resources who implement (implementers) is actually sufficient, only because of the lack of information through socialization and mentoring, so that there is still confusion from teachers to implement contextual, innovative and quality. In fact, if it is associated with Edward III's explanation, it requires that in order for the implementation of the policy to run well, the staff must have the right number and sufficient expertise, know relevant and sufficient information about how to implement a policy and in other adjustments, have the authority, and the availability of the necessary facilities. Therefore, clear information accompanied by assistance will make it easier for teachers to implement quality policies.

One of the factors that affect the effectiveness of policy implementation is the attitude of implementers or apparatus. If the apparatus agrees with the content parts of the policy that will be implemented, then they will implement it happily, but if their views are different from the policy makers, the implementation process will experience many problems and the program that has been made will not be achieved. Behavioral tendencies or characteristics of policy implementers play an important role in realizing policy implementation in accordance with goals or targets. Important characteristics that must be possessed by policy implementers are

honesty and high commitment. Honesty directs implementers to stay within the program vision that has been outlined, while high commitment from policy implementers will make them always enthusiastic in carrying out their duties, authorities, functions, and responsibilities in accordance with the regulations that have been set.

The level of commitment and honesty of the apparatus in the implementation of the policy is the most important thing of the Influence of Disposition or Trends, because in implementing a policy can affect the desire and willingness to implement a policy, the desire and willingness of an apparatus can be seen from the knowledge of a policy that is implemented, the understanding and deepening of a policy and the acceptance of the apparatus in the policy whether to receive, Reject or Neutral.

The findings of the study show that the implementation of education policies in Jombang Regency is supported by a high commitment to achieve the set goals. Commitment from the implementer to the policy or program that must be implemented because every policy requires implementers who have a strong desire and high commitment to be able to achieve the policy goals that have been set in accordance with procedures. Implementing elements from the Jombang Regency Education and Culture Office and the school (principal and teachers). School principals and teachers as important implementing elements in the process of preparing the Learning Unit have shown a positive attitude and sufficient willingness to carry out this secondary education program, only in the process of translating the regulations until its implementation still requires consistent assistance so that this program can be implemented properly.

Bureaucratic structures have a potential and real relationship with what they have in carrying out policies. Complex policies require the cooperation of many people. Elements that may affect an organization in the implementation of policies include the level of hierarchical supervision of the decisions of sub-units and processes in the implementing body. The characteristics of the implementing body for the implementation of Education Policy in this ranks of the Jombang Regency Education and Culture Office have a bureaucratic structure, characteristics, norms and coordination that are good, potential and real in implementing education policies in Jombang Regency.

The approach in the implementation of education policies is a top-down approach, that is, a one-sided approach from the top down. In the implementation process, the role of the government is very large, in this approach the assumption that occurs is that decision-makers are key actors in the successful implementation, while other parties involved in the

implementation process are considered to be inhibiting, so that decision-makers underestimate strategic initiatives that come from low bureaucratic levels and other policy subsystems.

The findings of the research show that the implementation of the secondary education program in Jombang Regency, based on the aspect of the bureaucratic structure (the implementing element of policy implementation) is quite clear, namely the apparatus of the Jombang Regency Education and Culture Office, the school and the Board of Education/community leaders/school committees. Of the three components, school principals and teachers are the most important components related to the implementation of secondary education policies. As the results of the research in State High Schools in Jombang Regency, intensive assistance is needed so that secondary education programs in each school can be realized and implemented properly.

The organizational structure that functions to implement policies has an important role in policy implementation. One of the aspects of the organizational structure is the existence of standard operating procedures (SOPs). SOPs are a guideline for every implementer in acting. Regarding SOPs, Edward III (1980) that: "As organizational units administer policies, they develop standards operating procedures (SOPs) to handle the routine situations with which they regularly deal. Unfortunately, SOPs designed for ongoing policies are often appropriate for new policies and may cause resistance to change, delay, waste or unwanted actions. SOP some times hinder rather than help policy implementation".

The aspect of the bureaucratic structure in the implementation of the Education Policy in Jombang Regency is high or effective, the composition of components (work units) in the organization has shown clear functions and division of labor, showing work specialization, command channels and the submission of reports and supervision clearly. Different types of activities are coordinated and clearly integrated both internally within the Jombang Regency Education and Culture Office itself, as well as with Government institutions, especially the Jombang Regency Government.

This is in line with Darwin's opinion that prioritizing policies are implemented institutionally by bureaucratic institutions with a clear structure and distribution of functions. Policies are not implemented by a single implementing agency, and in many cases are implemented by more than one agency. Therefore, program management is an important issue in program implementation. Which institution is most responsible for the implementation of a program, which other institutions need to be involved, what leadership strategies need to be used, how to plan, organize, coordinate and control, what forms of incentives and disincentives

need to be given to the implementing apparatus and policy targets, so that the program runs effectively and efficiently (Darwin, 1998).

The issue of coordination is an absolute thing to do, in order to unite the same perception or understanding, in providing public services in the field of education to the community. Coordination can also be carried out in the context of delivering educational programs and policies, both national and special, at the Jombang Regency Education and Culture Office. In order to provide public services in the field of education, there should be a common perception or understanding between the Office of Education and related institutions such as the Jombang Regency Government, because education services to the community must be "one straight line", so that the public can obtain the same information, so that all educational services become clearer and not confusing.

The success of policy implementation is highly determined by a number of factors, as stated by Eduard III, namely communication, resources, disposition and bureaucratic structure are closely related to governance which is the main principle in successful policy implementation. There are a number of principles that are considered as the main principles that underlie the implementation of governance in Jombang Regency, namely (1) the pillars of the state, (2) the business world, and (3) Community Participation. The three cannot stand alone, thus putting aside the other principles. Of these three principles, currently community participation is still ranked first in its implementation. So that when a region in every decision making has accommodated community participation, then the region is said to have implemented good governance. Henceforth, it can be seen that the essence of the implementation of the education policy is an effort to build public trust in the government. So it is hoped that this trust will give full legitimacy to the government so that it remains solid and strong in carrying out its duties as a servant of the people.

The awareness of employees as implementers will be able to raise awareness about rights and obligations, who should get the right to be served, and who should hold the obligation to serve. Government employees and community members need to understand what obligations and rights are associated with education services. An understanding of the obligations and rights of public services is very necessary, so that government employees and community members can both put themselves in their true positions, so as to avoid the exchange of positions between community members and government employees. Good public services in the field of education hint at efforts to close the distance between the public and the government (servants). To achieve synergy of these roles, of course, it must be supported by fundamental improvements to the internal condition of the bureaucratic organization itself.

The relationship between the government, the community and the business world also determines the success of policy implementation. Meter and Horn (1975) mention that social, political, and economic conditions. This variable includes environmental economic resources that can support the successful implementation of the policy. Mazmanian and Sabatier (1983) that related to the success of policy implementation, namely how wide the access of outside groups to participate in policy implementation. A program provides a wide opportunity for the community to get involved relative to the support of a program that does not involve the community. The success of implementation according to Grindle (1980) is the extent to which the interests of the target group or target groups are contained in the content of the policy. The target group here is not only the education bureaucracy but also the community as users of education services and the business world who participate in the implementation of education policies.

Policies in any form actually contain the risk of failure. Hoogwood and Gunn divided the definition of policy failure and unsuccessful implementation. Not implemented means that a policy is not implemented according to plan, perhaps because the parties involved in its implementation do not want to cooperate, or they have worked inefficiently, half-heartedly or because they do not fully master the problem, or the problem is made beyond the scope of their power, so that no matter how persistent their efforts, the existing obstacles are not able to be overcome. As a result, effective implementation is difficult to meet (Hill, 1993).

Based on the results of the study, it is shown that there are still several inhibiting factors and problems internally and externally related to the Implementation of Education Policy in Jombang Regency. The findings of the study found that the influencing factors were the existence of educational facilities and infrastructure, the competence and professionalism of teachers, student motivation, school accessibility to assistance from the Office, the participation of students' parents through school committees and operational fund support. A school will easily achieve its quality if some of these factors can be met properly.

Then another important thing that must be fulfilled is the school's accessibility to all forms of information and assistance related to education This is where the Service should play a role. As an implementer of policies, the Office must be able to provide the best in terms of school development. Communication patterns that have been considered ineffective must be immediately corrected and improved. The school's access door to the Government must be opened wide. As with accessibility, the availability of funds from various sources including students' parents is an important factor that must be considered. The tendency is that schools that have poor quality have limited availability of funds. This is where the role of the Education

Office as the government implementer must formulate priorities for the use of the APBD so that inequality does not occur. The strength of funds owned by Jombang Regency must be allocated in a targeted manner and pay attention to the principle of justice. However, this must certainly begin with a careful analysis of whether the allocation of funds is indeed necessary or not and do not let the allocation of funds be wasted.

## **5. CONCLUSION**

There are 4 (four) factors that affect the implementation of education policies in Jombang Regency, namely: First: Communication, The communication pattern carried out by the Jombang Education Office is ineffective so that the aspirations and problems that arise cannot be accommodated properly. Second: Resources & Funding, namely the implementer (policy implementer) the resource aspect shows that Human Resources at the Jombang Regency Education and Culture Office is supported by 266 employees with 150 S1 and S2 education, 5 diploma education employees and 45 high school education employees. Third: Implementer Attitude (Dispositions). Implementing elements from the Jombang Regency Education and Culture Office and the school (principal and teachers). School principals and teachers as important implementing elements in the process of preparing the Learning Unit have shown a positive attitude and sufficient willingness to carry out this secondary education program, only in the process of translating regulations until its implementation still requires consistent assistance so that this program can be implemented properly. Fourth: Bureaucratic Structure. In the implementation of the Secondary Education Program in Jombang Regency, actually the bureaucratic structure (the implementing element of policy implementation) is quite clear, namely the Jombang Regency Education Office apparatus, the school and the Board of Education/community leaders, but the bureaucratic procedures are still long.

The factors that hinder the implementation of education policies in Jombang Regency are factors that come from within are the existence of facilities and infrastructure, the motivation of teachers and students, the existence of competent teachers, and the innovation of education providers. Then factors that come from outside is the school's accessibility to a variety of sources, both resources and funds, which can support the operation of teaching and learning activities. These two factors, both internal and external, if their existence has a positive value in every high school in Jombang Regency, it is certain that the quality of high school education in Jombang Regency will also be distributed evenly and vice versa.

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