



## Case Study

# Policy Implementation Basic Education Driving School Program (DSP) in Palu City

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### Abstract

This study aims to analyze the implementation of the basic education Driving School Program (DSP) policy in Palu City and obtain a new concept in the development of public policy science using qualitative methods, and descriptive analysis on 4 basic education units implementing the Driving School Program in Palu City. Parties who are interested in being influenced by implementers and target groups outside implementers and the community in the context of implementing DSP policies on the basic description of education in Palu City, socially and economically, have no influence. The benefits that will be generated are for increasing the competence of school principals and teachers, as well as accelerated reporting of Pancasila student profiles. The findings have not shown significant changes in multi-stakeholder participation that has not been optimal. Policy makers have implemented it well and involved stakeholders and considered the complexity. Driving school program implementers apply the DSP policy quite well. The support of local government resources in Palu City is still low. DSP policy implementation has not yet become a driving force for DSP policy content policies. Institutional and authority characteristics have not supported the implementation of DSP policies in Palu City. Compliance and responsiveness have not been optimal in responding to the policy context properly, constrained humbly to support the Palu City Government.

## Introduction

The vision of Indonesian education is to realize an advanced Indonesia that is sovereign, independent, and personable through the creation of a Pancasila Learning Profile that is critical, creative, independent, faithful, devoted to God, has noble character, works together, and has global celebrity.

In order to achieve this vision of education, the Minister of Education and Culture and Technology, Nadiem Makarim, issued circular letter number 1 of 2020 concerning the

Freedom of Learning policy. This concept was then accepted considering the vision and mission of Indonesian education in the future, the creation of qualified humans who are able to compete in various fields of life (Sibagariang et al., 2021: 89). Breakthrough Merdeka Belajar aims to advance education in Indonesia. This idea is one of the most strategic and innovative steps and is a big challenge in the world of education. Merdeka Belajar is the freedom of educational institutions (schools, teachers and students) in innovating, independent and creative.

The Minister of Education, Culture, Research, and Technology together with the Secretary General, Ministry of Home Affairs (Sekjen Kemdagri) representing the Minister of Home Affairs, Muhammad Hudori on Monday, February 1, 2021 launched one of the education policies which is part of the 7th (seven) episode of independent learning, namely the Driving School Program (PSP) through the Decree of the Minister of Education and Culture and Technology Number: 371/M/2021 concerning the Driving School Program (PSP), regulates the guidelines for implementing PSP, containing the first dictum stating that P SP as a program that focuses on improving the competence of students holistically to further encourage the realization of the Pancasila Student Profile.

The Central Sulawesi Provincial Government and the Palu City Government, which have been determined to be the implementers of PSP, collaborate through a Memorandum of Understanding between the Minister of Education and Culture and Technology and the Mayor of Palu

about the Driving School Program at the PAUD and basic education (elementary and junior high school) levels in the Palu City area with number: 03.4 / II / NK / 2021 and Number: 01 / MoU / Palu City Government-Ministry of Education and Culture/ I / 2021, dated February 24, 2021 and the Cooperation Agreement (PKS) is also included with the work plan of the Driving School Program between the Director General of PAUD, Primary and Secondary Education and the Head of the Education and Culture Office of Palu City number: 10398/C/HK.02.06/2021 and number: 420 / 4582 / Dikbud / 2021 concerning the Implementation of the Mover School Program dated July 28, 2021.

Based on the Decree of the Director General of PAUD, Basic Education, and Secondary Education Number: 6555/C/HK.00/2021, dated April 30, 2021 concerning the Determination of the Implementing Education Unit for the Mobilizing School Program. The number of principals who meet the criteria as principals implementing the 2021 Mover School Program for basic education levels (elementary and junior high schools) in Palu City is 20 (twenty) principals, elementary schools (SD) are 14 (fourteen) people while junior high schools (SMP) are 6 people to implement the Driving School Program policy for 3 (three) school years (2021-2023) to affect other schools.

In general, regional perceptions of PSP are quite positive, but several factors influence the obstacles that occur in the implementation of the PSP independent learning education policy in basic education in Palu City. The problem that is often faced by education units in Palu City is that the inertivity has not been optimally developed properly between the Ministry of Education and Culture and Technology as the main technical supervisor of national education affairs and the Palu City Government in carrying out the duties and authorities of education affairs in the regions. The location of decision

making in policy implementation has not been optimal for education units.

The above phenomenon, evidenced by the current conditions in the middle of the 2022-2023 program, the implementation of PSP in 2021 basic education in Palu City, should have produced changes regarding the evaluation and improvement of the quality of conceptual resources, evaluation of improvements in supporting technology for driving schools, and increasing the number and quality of supporting human resources for the program. These inputs have an impact on changes at the regional level, namely with regard to budget and quality of assistance. In the middle of the program, this impact resulted in the same changes as at the beginning of the program, namely the increasing understanding and commitment of the principal. In addition, there is an increase in the capacity of principals and teachers coupled with new changes that occur in the middle of the program, namely improving the quality of school management, ensuring school safety and inclusivity, and improving the quality of the learning process.

To analyze these problems using a theoretical approach model from Marilee S. Grindle, states that there are two main problems regarding policy implementation related to *content* and *context* in certain conditions in the implementation of basic education PSP policies in Palu City.

The choice of this theory is based on the author's observation that the problem is caused by 2 (two) aspects, namely the content and context of policy implementation. From the content factor stated by Grindle that the PSP policy is still too difficult to be carried out by the policy actors of the Palu City Government and policy program implementers (implementors) due to various factors that must be met by the Palu City Government starting from planning to the implementation stages in the implementing education unit of the driving school. Meanwhile, in terms of policy context factors, the problem is the difficulty of consistency from the planning stage to the achievement of predetermined goals. This problem is the underlying

author to write a dissertation entitled "Policy Implementation of the Basic Education Drive School Program in Palu City" and analyze it with Marilee S. Grindle's theory.

## Method

This study used qualitative methods with a descriptive analysis approach. It is oriented towards scientific cause and effect. Qualitative research is defined as a research process aimed at understanding human problems in a social context by presenting a comprehensive picture, reporting detailed views from the speakers, and carrying out a natural setting without any intervention from researchers (Creswell, 2015).

The research location is in Palu City, one of the areas where the 2021 Basic Education Level Mobilization School Program is determined.

The criteria for informants are people who have authority related to PSP policies, as policy implementers have adequate knowledge and insight into policy implementation, *target groups* as policy beneficiaries, and parties who make PSP policies.

The selection of informants was obtained by conducting interviews conducted on 11 informants, including the target group (*target group*), namely the Principals of Elementary and Junior High School Mobilizers in Palu City totaling 4 people, Facilitators of Palu City Mover Schools totaling 2 people, then the Head of the Education and Culture Office of Palu City as the program implementor (implementor), UPT Ministry of Education and Culture and Technology, Education Quality Assurance Center (BPMP) Central Sulawesi Province a total of 4 people, the other is 1 person from the Chairman of PGRI Central Sulawesi Province as well as the Principal of the Driving School of SMAN 4 Palu and the Chairman of BAN S / M Central Sulawesi.

Data analysis using Miles & Hubberman (2007). Interactive model data analysis is data collection, data condensation, data presentation as well as drawing conclusions and diversification.

## Results and Discussion

### A. Analysis of Policy Implementation of Basic Education Drive School Program in Palu City

The policy implementation of the Basic Education Drive School Program in Palu City was analyzed using an implementation model by Grindle (2017) in his work entitled *Policy Content and Context in Implementation*. Grindle (2017) who suggests in general policy implementation is the relationship between policy objectives for realization with the results of government activities, in accordance with his statement: "*In general, the task of implementation is to build relationships that allow public policy objectives to be realized as a result of government activities*". The general implementation process begins when general goals and objectives have been established, when action programmes have been designed and budgets have been allocated to implement the objectives. These are the basic conditions for the execution of any public policy. Theoretically, at this point the policy formulation process begins to be replaced by the implementation process and the program is immediately executed. The basic idea of Grindle is that after the policy is transformed into an action program or individual project and the costs that have been provided, then the implementation of the policy is implemented. However, the practice does not always run smoothly because it depends on *implement ability* and the program can be seen in the process of generalizing to the basis of the case study material about how and why the *content* of policy variables and the *context of policy* intervene in implementation activities as well as to measure, whether the output results are in accordance or not with the formulated policy objectives.

The results and discussion of research on the implementation of basic education PSP policies in Palu City will be known whether the content of the policy (*Content of Policy*) and the context of policy implementation (*Context of Implementation*) of basic education PSP in Palu City, whether synergize and interact with each other to achieve better goals, benefits, and changes, because in principle the content of the policy And the policy context is a continuous series of systems for the measure of success to bring beneficial impacts, change for the better, and will bring failure if the two do not synergize and interact to achieve goals.

The review of material variables of policy content (*Content of Policy*) includes several sub-variables that directly affect the policy implementation process. Sub-variables that influence the successful implementation of the basic education PSP policy in Palu City. These aspects are:

#### 1. Interests Affected

Every policy taken by the government will have an impact on changes in the condition of the community. These changes will cause different reactions in each person or target group. According to Grindle (2017), that: "when a policy or rules and programs are implemented, it is a fact that there will always be parties who feel "disadvantaged" both socially and economically, as a result of the impact of implementing the policy. For this reason, if a policy is implemented, there will be resistance or opposition from those who feel aggrieved by the policy".

The results of the author's interview with informants, the aspects of parties whose interests are influenced in the context of the basic education PSP implementation policy in Palu City within the scope of Parties whose interests are influenced by both the Palu City Education and Culture Office as the program implementor (implementor) of the policy and the scope of driving schools as the target group. In the scope of external parties (non-PSP schools) and the community in the context of the basic education PSP implementation policy in Palu City, both socially and economically no one is affected. This is evidenced by the absence of rejection or opposition to the policy of implementing the Driving School Program at the basic education level in Palu City.

#### 2. Benefits Obtained (Types of Benefits)

The benefits obtained by the implementation of the basic education PSP policy in Palu City are quite felt by the target group, namely school principals, teachers, and components in driving schools, even though in the process of implementing the policy constrained by limited resources. There are still many things that must be immediately intervened by the Palu City Government, to find solutions regarding the obstacles that occur in the education unit.

#### 3. Expected Change (imagined rate of change)

The PSP implementation policy in Palu City expects changes and is easy to implement, but in its implementation, it has not been optimal and no significant changes have occurred in the

education ecosystem. A good implementation will provide *output* for a short period of time or a long time continuously and regularly.

The short-term rate of change is related to the implementation that is physical, material, while the long-term rate of change is related to the implementation that is mental, spiritual, or more in the nature of changes in the behavior or attitude of the learners.

#### **4. Site of Decision Making**

In administrative procedures, the position of policy makers of the Driving School Program in Palu City, the location of decision making, is closely related to all parties involved, both actors (central government and local government) supported by policy implementors of the Palu City Education and Culture Office. The program is further enhanced based on the principle of collaboration and commitment of the entire education ecosystem as a target group (target group) which is the key to the success of the policy. Therefore, as a condition for determining the region/region as the implementer of the Mobilizing School Program in Palu City, it begins with a Memorandum of Understanding between the Minister of Education and Culture and Technology with the Mayor of Palu and the Cooperation Agreement of the Director General of PAUD, D Asar Education and Secondary Education with the Head of the Education and Culture Office of Palu City and supported by the entire education ecosystem plays an active role in various program activities starting from the review process, plan, implement and evaluate the management of the driving school. As the principle of driving schools, and involving stakeholders is one of the manifestations of educational mutual assistance where every actor is involved in each of these processes;

#### **5. Implementing Program (Implementing Program)**

Program implementors of the implementation of the basic education driving school program policy in Palu City, namely: The Palu City Education and Culture Office is supported by related OPDs (Bappeda) in the preparation of planning and budgeting. So that the target targets of the policy implementation program are; The principals of mobilizing schools, school supervisors, educators and education personnel, and school committees in implementing programs in their education units went as expected.

In relation to these targets, PSP implementation is quite optimal even though the implementation of policies is constrained by existing resources.

#### **6. Resources Committed**

Based on the results of the research that the existing resources have not fully supported the implementation of the basic education PSP policy in Palu City, especially in terms of human resources (HR) both in terms of number and competence, limited budget, besides that facilities and infrastructure have not fully supported the implementation of the PSP policy in Palu City.

Some mobilizing schools in Palu City are experiencing shortages and uneven teaching staff, even though they have been assisted by irregular teachers. Meanwhile, to increase the teacher quota, there are still limited funding availability. Similarly, the limited time for Teaching and Learning Activities (KBM), minimal lesson substance, limited technology carried out by educators, very less student interest in subjects, students are still passive in the learning process, teacher limitations in designing good lesson plans, and learning strategies that lack variety from educators.

In the support of inadequate human resources, it has an impact on driving schools, interventions carried out by program implementers are less than optimal and even the changes to be obtained have not met expectations according to common targets. The part of the driving school does not have a supervisor because of the limited number of supervisors / overseers so that the development of supervisors has not occurred optimally because the ratio of supervisors to the number of schools fostered is uneven. This causes schools in Palu City not to get maximum coaching.

Meanwhile, the context of policy implementation (*Contyex of Implementation*) includes aspects of:

#### **1. Power, I nterests, and Strategies of Actors Involved**

That aspects of strength, interests, and strategies of actors in the Palu City Government in the implementation of the basic education PSP education policy in Palu City have not been optimal to be a driver in the policy context to achieve the PSP policy content referred to by Grindle. This conclusion is certainly by not ignoring a small number of other things in the aspects of strengths, interests, and strategies of actors in the implementation of good driving school program policies.

#### **2. Characteristics, Institutions, and Rulers (institutions and characteristics of the regime)**

That for institutional aspects and regime characteristics in the implementation of education policy, the Basic Education Drive School Program in Palu City has not fully optimally supported the policy. Indeed, the institutions and characteristics of the regime that Grindle intended, that what if really want to achieve policy objectives is how to bring together various interests, and the achievement of goals is done through appropriate methods. The environment in which a policy is implemented also affects its success.

Program implementation regarding the powers, positions, interests, and strategies of actors, the characteristics of institutions and regimes in which they interact also determine the fate of policy implementation. However, the ruling regime will have great power in determining the implementation of a program that is included in the agenda of its government. Thus, in these circumstances the ruling regime will determine the outcome of policy implementation (Grindle, 2017).

#### **3. Compliance and Responsiveness**

Aspects of compliance and responsiveness in the implementation of the policy of the Driving School Program

at the basic education level in Palu City, that the policy implementers consisting of high leadership officials, administrator officials, implementing officials, and functional officials (components of driving schools) within the Palu City Government have not been fully optimal in responding well to the contents of the PSP policy as evidenced by the non-implementation of the regulation of the Kepmen dikbudristek Number: 371 / M / 2021 concerning PSP. The commitment support factor from the Palu City Government has not been optimally carried out, impacting various obstacles that occur in the driving school. As the implementing area of PSP batch 1 (one) for Tahun akademik 2020/2021 until entering the intervention period of 3 (three) teachings and will end in 2023.

According to Grindle, to measure the performance of the implementation of a public policy must pay attention to policy, organizational and environmental variables. Attention needs to be directed because through the selection of the right policy, the community can participate in making an optimal contribution to achieve the desired goals. Furthermore, when the selected policy has been found, an implementing organization is needed, because within the organization there is authority and various resources that support the implementation of policies for public services. While the policy environment depends on its positive or negative nature. Therefore, it is assumed that if the environment has a positive view of a policy will generate positive support, so that the environment will affect the success of policy implementation. Conversely, if the environment has a negative view, there will be a clash of attitudes, so the implementation process is threatened to fail. More than these three aspects, policy target group compliance is a direct result of policy implementation that determines its effect on society.

### **B. Research Novelty**

The implementation of a policy is built based on the cooperation of both parties, so consensus is important because *governance* describes the interaction of at least two parties. The more parties involved, the more dynamic the consensus will be. No decision is taken by one or only part of the parties. The general statement, according to Provan and Kenis (2008), is that consensus-based problem solving is better done to avoid conflict. Collaborative-based relationships are prone to conflict so consensus is something that must be put forward. Good or bad collaboration can be seen from the extent to which mutual agreement is carried out. Consensus must be based on commitment. The charge of commitment is related to escorting a promise or agreement. Without high commitment, it is difficult to realize unity of promise. In addition, what determines a consensus depends on mutualism symbiosis. If there are aggrieved parties, the chances of not reaching consensus are very large. So, mutual commitment and mutual benefit are important to put forward so that orientation can be achieved properly. It is not easy to achieve mutual consensus because there are many interests in collaborative *governance*. Different organizations sometimes differ interests.

Discussing further about policy implementation, over time, theories have developed that are more accommodating to other factors that affect policy implementation besides only internal government. In line with the development of the concept of *good governance*, the contribution of participation of all education ecosystems, both the central government, regional governments, OPD within the local government, and participatory support from education units can influence policy implementation. One that can be used as a recommendation for improving the Grindle model is the concept of collaboration.

The description above, shows that in the process of establishing collaboration, these principles must be strongly formulated and established on the basis of mutual agreement so that the collaboration network they form is really strong so that each party can work optimally so that they can obtain high success. The network pattern of a collaboration is very simple and some are very complicated and complex, depending on the number of members involved and the size of the fields collaborated.

Similarly, the implementation of PSP policy in the collaborative aspect of the government scope, based on Law Number 23 of 2014 concerning Local Government article 363 stated that in order to improve the welfare of the people, regions can hold cooperation based on considerations of efficiency and effectiveness of public services and mutual benefits.

For this reason, the implementation of the basic education PSP policy in Palu City has been administratively carried out, but the principle of collaboration that has been built with the Ministry of Education and Culture and Technology with the City Government in every collaboration formation, has not built certain basic values for parties involved in the implementation of the policy. Those basic values must be used as guidelines or guidelines and work culture for them so that what they hope can be achieved easily.

Based on the empirical facts (coherence) and literature studies (correspondence) mentioned above, finally this research arrived at a *novelty* that the collaborative aspect is needed to discuss policies related to the policies of the Mobilizer School Program. Therefore, the author argues that the policy of the Basic Education Drive School Program in Palu City will only be discussed thoroughly using Grindle's theory if it adds aspects of collaboration in policy content factors.

### **Conclusion**

Based on the results and discussion using Marilee S. Grindle's theory, and to answer the formulation of this research problem, the authors conclude that the implementation of the Driving School Program (PSP) policy at the basic education level in Palu City runs quite optimally, namely:

### 1. *Parties whose Interests Are Affected (Interests Affected)*

In the context of the policy implementation of the Mobilizer School Program, the level of basic education in Palu City is within the scope of Parties whose interests are influenced by both the Palu City Education and Culture Office as the program implementor (implementor) of the policy and the scope of the driving school as the target group (target group). In the scope of external parties (non-PSP schools) and the community in the context of PSP implementation policies at the basic education level in Palu City, both socially and economically, no one is affected. This is evidenced by the absence of rejection or opposition to the policy of implementing the Driving School Program at the basic education level in Palu City.

### 2. *Site of Decision Making*

In administrative procedures, the position of policy makers of the Driving School Program in Palu City, the location of decision making, is closely related to all parties involved, both actors (central government and local government) supported by policy implementors of the Palu City Education and Culture Office. The program is further enhanced based on the principle of collaboration and commitment of the entire Education ecosystem as a target group (target group) which is the key to the success of the policy. Therefore, as a condition for determining the region/region as the implementer of the Mobilizing School Program in Palu City, it begins with a Memorandum of Understanding between the Minister of Education and Culture and Technology with the Mayor of Palu and the Cooperation Agreement of the Director General of PAUD, Basic Education and Secondary Education with the Head of the Education and Culture Office of Palu City and supported by the entire education ecosystem plays an active role in various program activities starting from the review process, plan, implement and evaluate the management of the driving school. As the principle of the driving school, the involvement of stakeholders is one of the manifestations of educational mutual assistance where every actor is involved in each of these processes;

### 3. *Benefits Obtained (Types of Benefits)*

The benefits obtained by the implementation of the basic education driving school program policy in Palu City are quite felt by the target group (target group), namely school principals, teachers, and components in driving schools, even though in the process of implementing the policy constrained by limited resources. In addition, to transform behavior patterns to change the "mindset" in education units, especially those that implement this policy, is not easy in transforming the ecosystem in schools.

In general, target groups are constrained by problem groups concerning: quality and quantity of human resources, technology (ICT equipment), limited budget, low support from the Palu City Regional Government and internal support from driving schools, and learning activities (inadequate

teaching equipment). There are still many things that must be immediately intervened by the Regional Government of Palu City, to find solutions regarding the obstacles that occur in the education unit.

### 4. *Implementing Program (Implementing Program)*

Program implementors of education policy implementation The Driving School Program for basic education in Palu City are those who are closely related to the execution or implementor of government policies, namely: the Palu City Education and Culture Office and related OPDs (Bappeda) in the preparation of planning and budgeting. So that the target targets that implement the policy implementation program are; school principals driving the basic education level, school supervisors, educators and education personnel (PTK), and school committees in implementing programs in their education units run as expected.

Regarding these target goals, of course, they differ from one another because they are based on their respective tasks and functions. The implementation policy of the Driving School Program is quite optimal even though the implementation of the policy is constrained by existing resources.

## Recommendations

There are some aspects that have not been effective, the authors recommend that the following be done:

### 1. *Expected Change (imagined rate of change)*

The Palu City Education and Culture Office (implementor) in accordance with its duties, functions, and authorities to more intensively supervise, and assist in monitoring and evaluation with the aim of obtaining data and information that can be a reference for improving program supporting resources. For example, improving conceptual resources, improving the quality of supporting technology, and increasing the number and quality of supporting human resources, namely expert trainers/facilitators of driving schools and regional assistants.

### 2. *Resources Committed*

The implementation of the Driving School Program policy in Palu City must have people who have adequate competence both in terms of quantity and quality (able to effectively manage the resources they already have), access to clear information, available facilities and infrastructure and authority owned. For this reason, the Regional Government of Palu City followed up on the agreement that had been mutually agreed upon as support for a high commitment to the implementation of the Driving School Program policy towards alignment with the use of resources: human resources both quantity and quality, as well as facilities and infrastructure supporting the implementation of the policy. The Regional Government of Palu City, in this case, OPD of the Palu City Education and Culture Office to carry out strategic steps by providing stimulus to mobilize the participation of education units and being given more and more open space for both education partners and the community by building good and

more intense cooperation with stakeholders, and political elites (Palu City DPRD) related to budget politics in implementation of education policy. The Driving School Program for basic education in Palu City is the private sector, the community and elements of universities (*public private partnership*).

### 3. *Power, Interests, and Strategies of Actors Involved*

Conducting a Coordination Meeting for the Preparation of the Regional Budget Work Plan (RKAD) of Palu City with the Regional Development Planning Agency (Bappeda) of Palu City and the Palu City DPRD to increase synergy and cooperation in education budget alignments in response to Permendagri Number: 59 of 2021 concerning Minimum Service Standards (SPM) for education, Kepmendikbudristek Number: 371/M/2021 concerning the Mobilizer School Program, follow-up to the Memorandum of Understanding of the Minister of Education and Culture and Technology with the Mayor of Palu and Cooperation Agreement between the Director General of PAUD, Primary Education and Secondary Education and the Head of the Education and Culture Office of Palu City.

### 4. *Characteristics, Institutions, and Rulers (institutions and characteristics of the regime)*

The Regional Government of Palu City through the OPD Education and Culture Office conducts institutional evaluations of the organizational structure and work procedures of OPD in accordance with the goals and objectives as outlined in the planning document Regional Regulation (Perda) of Palu City Number: 4 of 2021 concerning the Regional Medium-Term Development Plan for 2021-2026 by reviewing the Annual Work Plan (Renja) for the Year of the Regional Government Work Plan (RKPD) for 2023, namely performance indicators for education affairs in accordance with Permendagri number 59 of 2021 concerning the Determination of Minimum Service Standards (SPM) for Education and referring to the Letter of the Minister of Education and Culture and Technology Number 16019/MPK. A/PR. 07.00/2022 in Local Government Work Plan (RKPD).

### 5. *Compliance and Responsiveness*

The Education and Culture Office of Palu City needs to issue regulations regarding guidelines or guidelines for the

implementation of the Driving School Program policy in Palu City, so that the compliance and responsiveness of implementors (Kepsek and PTK) refer to the footing of regulations.

### Authors' Contribution

All authors contributed equally during all steps of the research work and preparation of the manuscript. Final form of manuscript was approved by all authors.

### Conflict of Interest

The authors declare that there is no conflict of interest with present publication.

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