

# Policy Implementation Model Early Childhood Education in Makassar

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**Abstract-** A variety of other specific phenomena in Makassar related to the implementation of Early Childhood Education (ECD) is that the reality of the organizers agencies coordinated in them have not shown optimal synergy to support the desired quality. Department of education between the district and the city still shows the capacity of each own country, without a holistic view of early childhood issues among the various other areas. Implementation study see this phenomenon as a problem influences executing agent program by various experts have examined closely and has even been investigated globally. In the view of Winter (2003) did not implementation a policy with a good result of various factors which occur when the process of policy-making that is not able to accommodate the realities of the problems to be faced, or so-called policy design (policy design) where in it related to how to conduct policy formulation (policy formulation). This study aims to find a model of implementation of early childhood policies in Makassar. The approach used is a qualitative approach. While this type of research is the nature eksplanatif. The focus of this research Finding ECCE policy implementation model empirically in Makassar and offer alternative policy implementation model that can be a solution for policy implementation model that exists today. This study used a technique-depth interviews, observation and documents. Data were analyzed through the stages of data reduction, data presentation, conclusions and verification. The results of this study indicate that the model of policy implementation of early childhood programs in Makassar do not follow the logic as proposed by the experts. Consequently cause a variety of problems during implementation. Due to the formulation and design of policies that are top-down and a policy that is the initiative of the government of Makassar, making it difficult to be integrated and synchronized by person in charge of policy implementation (cause fragmentation). Efforts to Makassar city education office to lead all the institutions involved in the implementation of early childhood policies obstacles. This includes efforts to remove the barriers experienced in the process of policy implementation both organizations as well as from street level bureaucrat.

**Index Terms-** Organization, Implementation, Policy Design, Early Childhood Education (ECD)

## I. INTRODUCTION

One of the contributing factors to the nation's progress is the growing prosperity of a nation that is strongly influenced by the education gained its citizens. With a good education so

people will be able to compete, because the role of the education sector showed an increase in the competitiveness of the Indonesian nation in the world. Besides education is a component that has a strategic capability for the nation of Indonesia in realizing the objectives that have been formulated, so it takes effort planned and programmed clearly in the government's agenda in the form of education.

Momentum importance of education in Indonesia is realized through the Law of the Republic of Indonesia Number 20 Year 2003 on National Education System. When examined the policy is a form of government attention to the existence and operation of educational institutions in various levels. Attention is also associated with the potential of the whole institutional education, including early childhood education.

Nomenclature changes and restructuring of the Ministry of Education and Culture which was from the beginning and the forefront of the education sector has just done through the Minister of Education and Culture of the Republic of Indonesia No.11 Year 2015 on the Organization and Administration of the Ministry of Education and Culture. This new regulation is a replacement of the Regulation of the Minister of National Education No.36 Year 2010 concerning Organization and Work Procedure of the Ministry of National Education. The minister changes lead to significant changes, especially in the new organizational structure there are areas that specifically address and support the implementation of the Early Childhood Education Program (ECD) formal, non-formal and informal.

But in reality the implementation of early childhood education as mentioned above in its later development experience various problems either substantially as a problem of individual institutional organizers early childhood as well as linked to the substance of the policy adopted and become an umbrella organization of education at any educational institution that exists. One of the problems faced by almost all units at the level of early childhood education is still associated with the synergy between the substantial issues and the implementation of policies related to early childhood development. As a result, the process of development and institutionalization desired to ECD has not been satisfactory in terms of input and output even from early childhood education process in itself.

Problems that occur relating to the implementation of policies in the field of early childhood education nationally is also no exception at the provincial and district / city, especially in the city of Makassar. If in view of the chart APK village ECD and thoroughness 11 ECD including 20 provinces APK ECD its value is still below the average of 65.16%. Data from early childhood educator qualifications in South Sulawesi, there are 23 840 people Teachers and Education Personnel (PTK)  $\pm$  15% and

37% of qualified junior high school qualified. While early childhood institutions in South Sulawesi (TK, KB, TPA, and SPS) there are about 12 526 early childhood institutions. And newly accredited only 2%.

Special conditions of early childhood in the city of Makassar Total ECD until 2015 as many as 833 agencies with the composition of State TK 1, TK Private 354, KM 381, TPA SPS 38 and 59. The number of students that is 26 831 people. The number of teachers for the entire ECD in Makassar amounted to 1480 people. Issues that accompany the implementation of ECD in Makassar was mainly related to the quality of the provider organizations for the delivery of early childhood among 833 institutions are accredited only eight kindergarten. Eight (8) TK is accredited that is TK Rama with accreditation (A), TK Aisyah Balang boddong (B), TK Al-Azhar (B), TK Cheers (A), TK UNM (A), TK Pertiwi (A), TK Kartika Wirabuana (A), and TK Asoka (A).

Various other specific phenomena in Makassar related to the holding of early childhood education is that the reality of the organizers agencies coordinated in them have not shown optimal synergy to support the desired quality. It can be seen that the correction and simplification of the implementation system of early childhood education in various regions have not shown optimal results. Department of education between the district and the city still shows the capacity of each own country, without a holistic view of early childhood issues among the various other areas. In other words, the implementation of early childhood education has not been realized in a shared vision among all the agencies should pay attention to its implementation. Implementation study see this phenomenon as a problem influences executing agent program by various experts have examined closely and has even been investigated globally. Mazmanian and Sabatier (1988)[1] has put the problems of the implementing agency (Street level bureaucrat) as an important factor that determines drive quality processes and the impact of public policy implementation. Similarly, Edward III (1980)[2] also emphasized the importance of considering the structural aspects of bureaucracy in the process of public policy, which can be seen in how much attention related institutions in dealing with the existing policy. Context of early childhood policies in the dimension of institutional and bureaucratic factors as alluded to by the expert colored the productivity of ECD in Makassar, so the APK ECD is not satisfactory from the standpoint of performance expected.

Another aspect is a major problem in the implementation of the current early childhood is associated with socialization problems that have not been synergistic policies among existing ECD. Although many state policy was produced to support the implementation of early childhood education but in reality the majority of early childhood education as one of the institutions untouched and has not been touched to apply the same policy, so that the ECD with ECD other seem not uniform implementation, both the standard input, standard process and existing output. Whereas the implementation of standards as set out in the Law of national education systems is determined that the delivery unit providing education to be carried out effectively, economically and accountable. This has become one of the interesting study was mainly associated with the implementation of the many studies initiated by public policy experts as a socializing factor

policies that specify the quality of existing implementations. Hill and Hupe (2002)[3] found that the factors of policy dissemination and institutionalization of policies largely determine the quality of public policy implementation. This will be particularly interesting because socialization is observed by an assumption has not been able to be held in each unit associated with the early childhood policy issues is needed, so that the current problem of early childhood education remains a serious problem that has not achieved the expected goals.

Overall these problems when analyzed from the point of public policy that can not be separated from the question of policy implementation. However good the policies are made when a solid between the implementation is not done properly then the policy is Merely a document that does not mean anything. According Udoji (1981)[4] : "the policy implementation is far more important than policy-making, policy just a dream or a good plan and if it is not done then only stored in the archive". In the view of the experts, not well implemented a policy that then has implications for output and outcome is not achieved not in spite of the various aspects. In the view of Winter (2003)[5] is not implemented a policy with a good result of various factors which occur when the process of policy-making that is not able to accommodate the realities of the problems to be faced, or so-called policy design (policy design) where in it related to how to conduct policy formulation (policy formulation). Policies that have been ratified by a political decision that requires a strategy as to how to implement it. At this stage of the implementation of policies that do usually many obstacles due to factors such as organizational factors, how to develop cooperation between organizations in the implementation of these policies and the behavior of the parties involved with the policies implemented (implementation process). Besides that not less often overlooked the importance and role of employees or labor that play a direct role in implementing the policies concerned, or often referred to as street-level bureaucrats (front-line workers). They are a bridge between the people (target group) with the state (government). Various picture above phenomenon prompted the authors to further analyze the need for research on the implementation of the program of early childhood policies in Makassar. Research on early childhood education is already quite a lot, but this study uses a relatively different theoretical framework of that has been done so far is to use the theory of integrated policy reform implementation. That is the theoretical framework that uses a combination of pre-existing theory but reformulated thus better able to analyze problems in the implementation of policies carefully and proportionately based on the context in which public policy is being implemented.

## II. RESEARCH METHODS

The study entitled Policy Implementation Model Early Childhood Education (ECD) of Makassar uses a qualitative approach to the type of research *ekplanatif*. The focus of this research Finding ECCE policy implementation model empirically in Makassar and offer alternative policy implementation model that can be a solution for policy implementation model that exists today. Data collection techniques using Interview techniques, while a key informant /

key informants were: Ministry of Education and Culture of the Republic of Indonesia in Jakarta; South Sulawesi Provincial Education Department; Makassar City Department of Education; Regional Office of the Ministry of Religious Affairs in Makassar; Makassar City Health Department; The supervisor / inspector at school Makassar City Department of Education; Association of Kindergarten Teachers Indonesia (IGTKI) as the city of Makassar; Association of Teachers and Early Childhood Education Indonesia (HIMPAUDNI) as the city of Makassar; The Principal ECD Makassar City; Teachers early childhood Makassar City; and parents / guardians of students in Makassar.

### III. RESULTS AND DISCUSSION

Why is the implementation of the policy administration-integrative holistic early childhood in Makassar has not reached optimal goals and objectives? Based on the results of research and analysis of the information obtained can be summarized as follows :

#### A. Implementation of ECD Policy Implementation :

##### 1) Formulation and Policy Design.

Policy administration ECD issued by the Government of Makassar in the form of Mayor Regulation with No. 1168/420/Kep/III/2015 should be the follow up of the policies of a higher order that Governor Regulation No. 75 of 2014 neighbor Implementation Education Program olds Early (ECD) .When this logic is referred to the formulation and design of policies issued by the government of the city of Makassar should be the major referring regulations to Governor Regulation. The Governor in Regulation clearly indicates what the role of local government district / city in the context of the implementation of early childhood. The fact that occurred in the context of formulation and implementation of early childhood policy design for the city of Makassar it specifically refers only to the Establishment of the Institute of Early Childhood Education (ECD) Aisle that Being on Urban Village / District. The impact of the design and policies issued by the Mayor of Makassar, was found to have broad implications for implementing a policy which consists of the city government of Makassar alone in this devolved to local work units that the Department of Education, less than optimal performing its duties and its obligations, especially to the community / foundation, manager of early childhood and education personnel and education, caregivers and coaches. Whereas in the Presidential and gubernatorial very clearly communicated any task for local authorities (district/city) in the implementation of early childhood education.

##### 2) Relationship between the organization.

The successful implementation of the policy can not be separated from good relations between organizations, especially those that become partners in the implementation of the policy. Makassar City Government institutions responsible for the implementation of early childhood education as an obligation to establish such cooperation. In the execution of the field face many obstacles mainly due to two factors. First, the central government, the provinces and the Government of Makassar City has no authority in hierarchical relationship in the context of the implementation of early childhood policies. This occurs as a

result of the principle of the division of authority between the central and local governments in a decentralized (local autonomy). The central government can not govern directly to local governments because local governments are not part of the organizational structure of the ministry in the center. Similarly, the city government open up part of the structure of the provincial government. Therefore, the implementation of educational affairs, each organization in the government have authority boundaries alone. So what happens, the relationship between the level of organization within the government over the chain of command but it is not a coordinated line. Because the line coordinative authority is that the policies of the Ministry of National Education and Culture was not effective in its implementation. Similarly, local governments do not feel they have an obligation to follow the policies of the central government. Second, the relationship between institutions or organizations horizontally in areas such as the ministries of religion and fellow unit area of the city of Makassar device has not been established. Each agency still feels the work program is more important than having to deal with policy / program other sectors. Especially regarding the use of the budget is often the limiting factor to the establishment of a coordination mechanism to succeed the ECD program. Other organizations do not feel the need to synergize the work program with the organization of early childhood policies for some reason it is difficult in synergy. As a result of early childhood policies that are included that implementation of early childhood policy administration can not be separated from cooperation among government agencies that did have relevance to the achievement of the goals and objectives of early childhood policies are not implemented properly.

##### 3) Street Level Bureaucrat.

It is undeniable that the success or failure of policy implementation process is dependent upon the direct executor of the policies implemented by the experts called by the street-level bureaucrat (implementor). The direct executors as Principal together with Management and educators, and counselors caregivers student at any time directly related to the objectives of the policy in question (target group) or students. Good understanding about the contents of the policy, high motivation, competence is good, control mechanisms appropriate, incentives fair, freedom and autonomy and discretion afforded to them in implementing the policy / program, how to foster a sense of belonging of the policy, they are involved in setting the agenda and the target or targets to be achieved from the policy, the role of leader in shaping the implementers are reliable in implementing policies and messages policy (delivery), as well as how the mechanism in assessing the performance of the executive (outputs and outcomes), is factors that should be a concern if you want an effective policy is implemented.

The level of motivation of the street-level bureaucrat in implementing holistic early childhood policy administration-integrative high in the city of Makassar, in particular within the framework of the interests of the organization, interaction with students and parents remain high. Control of strong leadership, especially in motivating the implementers on the ground in order to remain able to carry out their duties and functions. Leaders build in stages and control mechanisms of coordination to the subordinate line. No standards or targets that always evaluate the

level of achievement. The task given by organizations controlled by the supervisor / superintendent of schools from the Education Office of Makassar, where the default reference to the quality standards that have been set in the early childhood policies. The control mechanism of the central government to the regions, until now there is no so for areas that do not reach the target can not be sanctioned. Unless there is a control mechanism in terms of quality standards in every school assessment carried out by the National Accreditation Board which in it contains also the performance appraisal human resources. Performance is measured by the implementing mechanisms of performance evaluation and incentives for teachers and education personnel who excel.

In the context of preparing the achievement targets, the tasks for the conduct of personnel parsed in detail. Because the preparation of tasks to be carried out also involve the implementers in the field. In the implementation of early childhood policies any executive power is given freedom but tailored to the authority possessed or their principal task saka. In the preparation of the size of the output and outcome of the policies implemented involving stakeholders such as Heads of kindergarten, early childhood providers and associations.

**4) Output and outcome ECD Policy Implementation.**

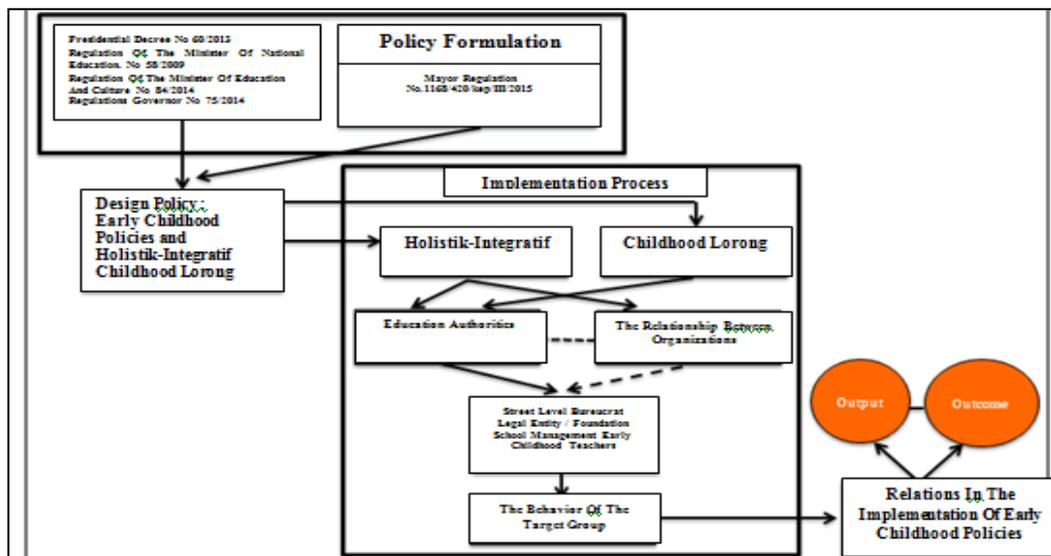
Output and outcome is predetermined, in which case the city of Makassar, there are two target or targets to be achieved that target by the central government that has been stated in the objectives of the ECD is holistic-integrative and quality, as well as the target or targets derived from the mayor already contained in Mayor Regulation No. 1168/420/Kep/ III /2015.

In general, the performance of policies / programs are implemented in the city of Makassar, especially in terms of early childhood schools that have been held-integrative holistic approach is still minimal. The number of children served is still in the range of 26 831 children, which when calculated on the gross enrollment rate (GER) ranges from 87%, and for the achievement of net enrollment ratio (NER) the range of 63.50%. This figure is still to be improved considering Makassar City is a

town whose economic growth rate has been about ten years above the average national growth. Similarly, the achievement of outputs and outcomes of early childhood policy administration assessed from the perspective of how the organization of early childhood education providers capable of managing the school so as to have an accredited quality standards are still too low. Among the 833 units of early childhood education, which is accredited only eight kindergarten. Even then, the value of accreditation in the school received accreditation grades A majority still use the old standard. In addition to early childhood school that gets the value of accreditation, there are also accredited school with grades B, C, and even many are not accredited.

**B. Factors That Hinder The Achievement Of The Organization Of ECCE Policy Implementation**

Factors that hinder the achievement of policy implementation organization of early childhood is because the standard is made still relatively new so it is still problematic in the field (running 3 years), the resources, especially teachers who are still lacking, and the majority is not competent and not in accordance with the characteristics of competency required for early childhood, Standard Operating Procedure (SOP), technical instructions, and guidelines that did not exist. Understanding the related implementing holistic-integrative policy is not good. For implementing holistic early childhood education-integrative still pose a problem because the guidelines have not been there. Changes in behavior of the executive (the implementor) policy is difficult to change, especially among teachers and education personnel. Between content and clarity with which to implement policies have not been consistent because of situation and field conditions have not been well communicated to the implementers. Cooperation between institutions responsible for the implementation of early childhood policies, especially from the government side either vertically or horizontally has not been good, the commitment among policy implementers early childhood education unit level is still low.



**Figure 1. Empirical Model of Policy Implementation of Early Childhood Education (ECD) In Makassar**

### C. Alternative Model Policy Implementation age Early Childhood Education (ECD) of Makassar

Policy formulation and top-down policies that is initiative of the government of Makassar should be integrated and synchronized so that the design of policies that will be implemented to a policy that no longer pose a fragmentation both in terms of policies and institutions. Education Department in the city of Makassar, which act as the lead organizer of the whole institution of integrative-holistic ECD policy should be able to establish links either to implement the policy implementers of government policies upper level (central and provincial) as well as from the Government of Makassar.

Together with early childhood education units strategize the achievement of goals and targets early childhood. Organizations who came from Makassar city SKPD and vertical agencies in the area of Makassar help early childhood education units to achieve their targets and provide the assistance required in accordance with the legislation that has been enacted. Help monitor and evaluate the extent to which targets have been achieved education unit and provide advice for improving the achievement of the targets set.

Barriers experienced by both organizations as well as from street level bureaucrat pursued addressed by the Law Firm / Foundation and supported by the government as the Pembina units of early childhood education.

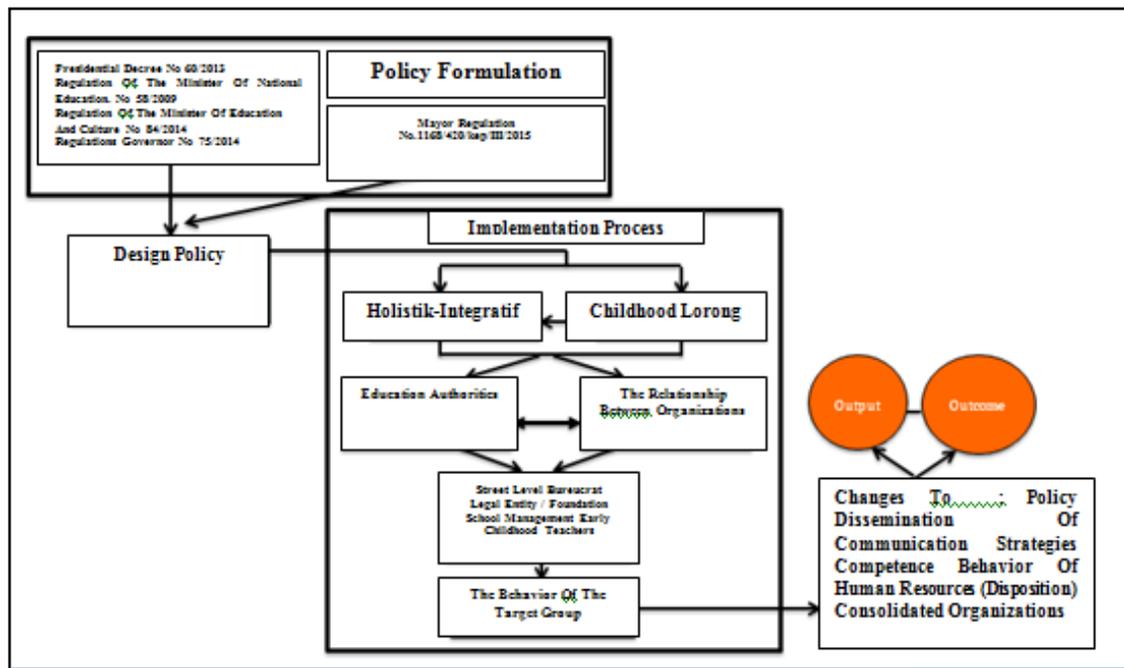


Figure 2. Alternative Model Policy Implementation Age Early Childhood Education (ECD) Of Makassar

#### IV. CONCLUSION

Based on the findings and discussion, the following conclusions are described on policy implementation model of early childhood programs in Makassar do not follow the logic as proposed by the experts. Consequently cause a variety of problems during implementation. Due to the formulation and design of policies that are top-down and a policy that is the initiative of the government of Makassar, making it difficult to be integrated and synchronized by Person in charge policy implementation (cause fragmentation). Efforts to Makassar city education office to lead all the institutions involved in the implementation of early childhood policies obstacles. This includes efforts to remove the barriers experienced in the process of policy implementation both organizations as well as from street level bureaucrat.

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