

The Implementation of National Education Standard Policy that Implied toward Educational Quality Services of State Senior High School of South Jakarta Municipal

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Abstract- The phenomenon is used as the object of research is the quality of educational services at the Senior High School in South Jakarta Municipality is still not optimal. The research objective was to discuss the influence of implementation of national education standards policy on the quality of educational services at the Senior High School, and obtain a new concept for the development of science, especially the development of Government Science. This quantitative research applied explanatory and analytical studies. A total of 243 samples was selected through propotionate stratified random sampling. These data analyzed by using Structural Equation Modelling (SEM). The result of this research: there is influence of the policy implementation of national education standards toward quality educational services at the Senior High School in South Jakarta Municipality. The magnitude of the influence of the policy implementation of national education standards toward quality educational services at the Senior High School in South Jakarta Municipality determined by the communication, resources, disposition and bureaucratic structure. This means that the influence of policy implementation of national education standards to quality educational services established a significant causal relationship: if the policy implementation of national education standards be increased, which cause by an increase in the quality of educational services.

Index Terms— the policy implementation national education standards policy, the quality of educational services

I. RESEARCH BACKGROUND

Article 31 of UUD 1945 states that education has become the citizen's right that must be fulfilled by the government. In order to perform that mandate we require an educational system that covers various educational degree and fields as integrated part of national mission to develop a complete human being and develop Indonesian people as a whole. Educational services in formal education system management

from elementary through college level not only become the country's effort to educate its people but also become process in preparing the future of the country. Educational services held in a gradual, patterned, integrated, and continuous way as efforts to increase intellectual capacities, mental attitude qualities and social capabilities of the learners as stated in article 3 Law Number 20 Year 2003 (UU No. 20/2003) about National Education System (Sistem Pendidikan Nasional— Sisdiknas).

Therefore, it can be stated that the function of education in the life of the nation can be so important and strategic for the formation of solid human resource (Sumber Daya Manusia— SDM) structure to become the nation's basic assets to create brighter futures, including constructing the more humanist, democratic, and prosperous socio-political life, socio-economic life, and socio-cultural life. The quality of educational services needs not only the support of more professional educator personnel, but it also needs support of national education policy resources. The support of national education policy resources is needed to plan, organize, synchronize and guide, and also evaluate education management, in order to create national education standards that guarantee the realization of optimal education qualities.

Educational service qualities also apply for education provider that is in State Senior High School in South Jakarta Municipal. Until the present day, the educational services of Senior High School in South Jakarta Municipal still not optimal. Senior High School educational resources owned by South Jakarta Municipal consist of 29 schools with 639 classrooms, 1.796 teachers, and 24.370 students³⁵. The ratio between learning room and students must be served is 38 students per class in average. According to PP No. 19/2005 about National Education Standard (Standar Pendidikan

Nasional), the standard of the student number for each class is 32. Thus, if the ratio between class and student ranges between 30-40 students for each class, that's not an ideal ratio to perform well learning and teaching activities.

Competency level of teacher in Senior High School in Jakarta is still considered as deficient. According to the score of teachers competency test (Uji Kompetensi Guru-UKG) performed toward Senior High School teachers after receiving professional teacher certificate, we obtained national average score of 45,82 from 0-100 scales. Senior High School teachers competency score in Jakarta is in 47,93 range, which means

Senior High School teachers average competency score is below 50 or less than half of ideal marks. That competency test result shows the imbalance between the quantity and competencies of education personnel and what learners do need, which results for the inconsistent learning time and the implementation of subjects curriculum becomes not optimal. That condition can be seen in competency test result for Senior High School teachers held by Ministry of Education and Culture in 2012, as attached in Figure 1.1.

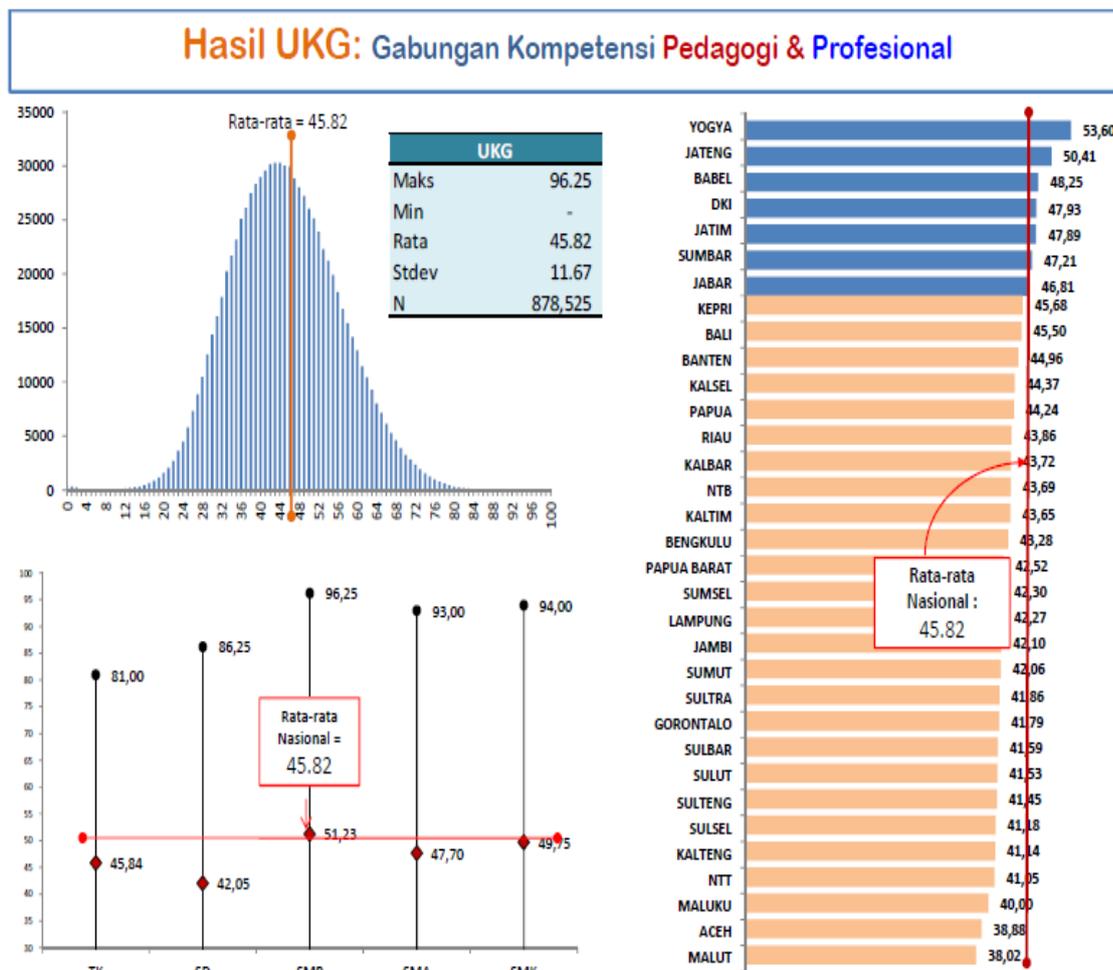


Fig. 1. Teacher Competency Test Result of Senior High School Teachers 2012

(source: Ministry of National Education)

The unoptimal educational services quality in education units in Jakarta is not only caused by the lack of facilities and infrastructures and the lack of teachers competency, but it also caused by the quality of the apparatus in education area, and the inadequate funds allocation to provide education facilities and infrastructures. Education budgets in Jakarta is only 12,07%, far from the amount of 20% as stated in UUD 1945. The inadequity of funds is also accompanied by the indication of corruption that reaches the amount of 2,4 Trillion⁴⁶. The limited funds in a certain sense lower the motivation of education personnel to perform well with their duties.

Several problems identified above are factors that contribute to the unoptimal educational services in the management or implementation of State Senior High School in South Jakarta Municipal. The unoptimal educational services in the management or implementation of State Senior High School in South Jakarta Municipal is worth considered as phenomena of bureaucratic's performances that can't be separated from the effect of several factors, either from inside and outside governmental dimensions. Whereas, government through National Education System (Sisdiknas) has established national education standard that should be affects the increase of national educational services.

II. RESEARCH QUESTIONS

To address the problem of Senior High School educational services quality happened in South Jakarta Municipal, the research questions offered are:

- i. How's the implementation of national education standard policy in State Senior High School of South Jakarta Municipal?
- ii. How's the educational services quality in State Senior High School of South Jakarta Municipal?
- iii. How's the implication of the implementation of national education standard policy toward the educational services in quality State Senior High School of South Jakarta Municipal?

III. RESEARCH METHODS

This research uses quantitative approach with sample survey method. This method was chose because it can describe causal relationship and hypothesis test between two variables of the implementation of national education standard policy that implies in the increase of standard educational services, also because the large amounts of population research. With this method, research problem disclosure represented by respondents that become research sample and then analyzed using SEM (*Structural Equation Modelling*).

Populations of this research are all officials or apparatus of education institution, all teachers and State Senior High School committees in South Jakarta Municipal area with 894 person in total, sample was selected through propotioned stratified random sampling then calculated using Slovin formula and resulting a total samples of 243 respondents.

IV. RESEARCH RESULTS AND DISCUSSIONS

The effectuation of National education standard which covers adequate amount and education personnel competency, educational facilities and infrastructures, and funds allocation is highly expected to support education advancement. Unfortunately, the implications of national education standard policy in Senior High School of South Jakarta Municipal has not been assumed yet meeting the referred policy's demands. The deficient implementation of national education standard is certainly effect the quality of educational services in State Senior High School of South Jakarta Municipal. In this point, we can describe several problems of the low education service quality because the unoptimal implementation of national education standard, that can be indicated by: (1) the imbalance between amount and competency of education personnel, so they can be less responsive to the needs and problems of the learners; (2) The limited supply of education facilities and infrastructures that causes the standard of national education service is not met; (3) inadequate funding allocation that causes the less motivated apparatus in educational service are and educational personnel in performing education services and learning needs in Senior High School of South Jakarta Municipal; (4) The weak coordination and control of government bureaucratic in conducting education services and budgetting. Those low quality of educational services in Senior High School of South Jakarta Municipal shows the poor government's performance in educational services area.

According to Edward III (1980:9) there are four critical factors in public policy implementation that make the national

education standard policy can't be well *implemented, that are: communication, resources, disposition or attitudes, and bureaucratic structure.*

Communication Analysis

Thus, it can be said that communication activity, resources empowerment, disposition arrangement, and structure bureaucratic function execution are stated as critical factors for the success of national education standard implementation. Regarding *communication* in policy implementation process, Edward III (1980:10) highlighted the importance of that the side that responsible in policy implementation must possess what to do. Beside of that, the responsible party of the policy implementation must also understand the policy in clear, accurate, and consistent way. In this context, communication process can function to socialize and/or guide all executors in describing that policy into specific activities. Thus, communication factor in the implementation of national education standard policy can support the ongoing creativity and adjustment needed to streamline that policy. The execution of a communication process clearly needs support of administration resources. In this context, communication activity in implementation of national education standard policy considered as communication activity which in implementation of national education standard policy function as school management regulator.

Resources Analysis

The role of resources in implementation process of national education standard policy is also important and strategic. Regarding resources in policy implementation, Edward III (1980: 10) described the importance of all of the things useful and/or needed to implement that policy effectively. Resources mentioned here can be human resources, facility provision, and insentive giving. The overall resources are empowered to reach the expected policy results. In this context, resources are viewed as staf resources in structural and functional positions, and also facility provision and insentive giving according to the need of school activities management. To realize the effective and efficient management of national education standard policy resources, supports of frame work from all parties are needed. The management of that resources policy certainly can't be separated from the avaiability of disposition.

Disposition Analysis

Regarding this "*disposition*" Edward III (1980: 10) described the importance that people are not only understand the goal of the policy, but also that all policy's executors should have capacities and integrities that enable them to streamline that policy implementation. Although people actively involved in that policy's implementation process could represent their knowledge, ability and integrity, but if all those things aren't supported by comprehensive understanding about the difference of government bureaucratic structure, so then all of the things might be faced with constraints emerged from bureaucratic structure. In this context, bureaucraties are viewed as certain tendency that's affected by personal, position, or organizational interests. This dispositions lasts in education agency structural order from central, local, and until school levels.

Bureaucratic structure Analysis

In this context, every policy implementation actor needs to understand government bureaucratic structure problem. In this

context, Edward III (1980:11) suggested the importance of coordination and cooperation for all parties functionally related in policy implementation process. This can happen because the complexities of that policy implementation is not only limited in just one or two aspects. Thus, Edward III considered the importance of *standard operating procedure* to address situation emerged in policy implementation process. In this context, bureaucratic structure is considered as different education agencies composition and *coordination* and *standard operating procedure* are needed to succeed the national education standard policy implementation.

The good quality of services is frequently face difficulty to reach because employees are not always understand how to give full quality services. This difficulty emerges, because all employees are incompetent or untrained. But the quality of service is not only determined by human resources factor, but other factors are also determined the service quality level. According to Zeithami et al. (in Supranto, 2006: 13), consumer's hope toward service quality is so determined by informations they obtained from word of mouths, the consumer's needs itself, and past experiences in consuming products, until external communication through advertising and so on. To discover the quality visibly experienced by consumers, Zeithami et al. (1990: 21) gave consumer's satisfactory measurement standard that lied in 10 (ten) quality service dimensions as follows:

- a. *Tangibles: Appearance of physical facilities, equipment, personnel and communication materials*(quality service that covers physical office facilities, equipment, personnel).
- b. *Reliability: Ability to perform the promised service dependably and accurately* (The reliability to provide trusted and accurate service).
- c. *Responsiveness: Willingness to help customers and provide prompt service* (the eagerness/willingness to assist and provide service in fast and accurate way, and be responsive to consumer's wants).
- d. *Competence: Possession of the required skills and knowledge to perform the service.* (Each person ability in an organization that should possess skill and knowledge needed in order to give services).
- e. *Courtesy: Politeness, respect, consideration, and friendliness of contact personnel.* (Politeness, respect, care, and hospitality from all contact persons like receptionists, telephone operators, and else).
- f. *Credibility: Trustworthiness, believability, honesty of the service provider* (Honesty and trusted behavior from service providers)

- g. *Security: Freedom from danger, risk and doubt* (Free from danger, risk, and doubt).
- h. *Access: Approachability and ease of contact* (Easiness to be contacted and met).
- i. *Communication: Keeping customer informed in language they can understand and listening to them.* (Giving information to customers with languages that can understand, also always listen to their advice and complaint).
- j. *Understanding the customer: Making the effort to know customer and their needs* (The effort to understand customer needs).

All those ten dimensions then by Zeithami et al. (1990: 21) was summarized into five dimensions which later known as *SERVQUAL* (*Service Quality*) dimensions as follows:

- a. *Tangibles*, that covers *Tangibles* dimension.
- b. *Reliability*, that covers *Reliability* dimension.
- c. *Responsiveness*, that covers *Responsiveness* dimension.
- d. *Assurance*, which covers *Competence, Courtesy, Credibility, and Security* dimensions.
- e. *Empathy*, that covers *Access, Communication, and Understanding the customer* dimensions.

Those five public quality service indicators above are used to measure quality of service in State Senior High School of South Jakarta Municipal.

William and Elmore, cited by J.A.M Maarse (in Sunggono, 1994: 39) stated that an implementation process started with a policy that must be performed. Implementation process result consists of immediate policy or known as "*policy performance*". In concrete way, we could see the amount and content of goods and services produced by government in a period of time to increase prosperous rate of citizens, for example the change of citizen's prosperous rate can be considered as final result of the policy that's also referred as "*policy outcome*" or "*policy impact*". By itself inside the final result of the policy is also include secondary results beside "*policy performance*". If the result from implementation result consist of policy result named "*policy performance*", then concretely can be translated as amount and content of goods and services, where one kind of service received by public is service in education area. Based on this interpretation, then the implementation of national education standard policy viewed as something that can produce the quality of educational service. According to that opinion, then framework built connect effect between those two variables as listed in Figure 1.2.

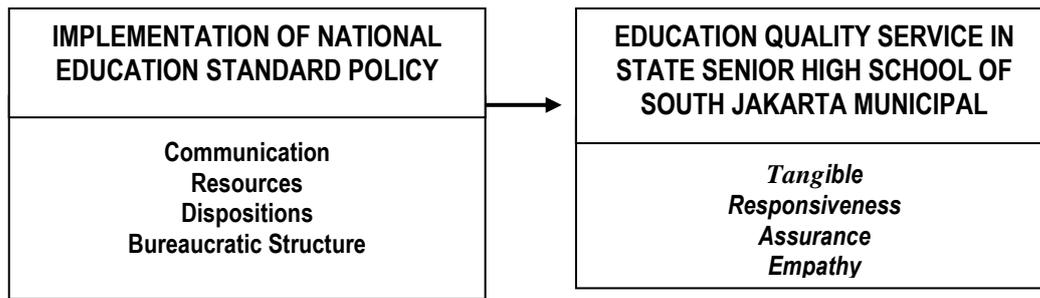


Fig. 2. Framework of Thinking

According to that framework of thinking, then the research hypothesis is “the implementation of national education standard policy is determined by communications, resources, dispositions, and bureaucratic structures effects toward education quality service increase in state Senior High School in South Jakarta Municipal.”

The calculation result of The Implementation of National Education Standard Policy variable and its indicators’ calculation includes: (1) The resources of national education standard policy executor staffs, (2) Funding resources of national education standard policy, (3) technological resources, and (4) Resources of national education standard facilities and infrastructures.

From *loading* value appeared in Figure 1.3, can be said that the most related dimension with Implementation of National Education Standard Policy variable is resources dimension. The measurement of that dimension relatedness is an empiric finding that the up and down of The Implementation of National Education Standard Policy is so much reflected from resources dimension. Thus, the effect of The Implementation of National Education Standard Policy toward The Quality of Educational Services in South Jakarta Municipal is more determined by resources dimension. Resources dimension can be stated as a concept in implementing resources of the executive staff of national education standard policy, resources of national education standard funding policy, technological

services, and national education standard facilities and infrastructures. This research result can be used as an advice in compiling The Implementation of National Education Standard Policy to increase Educational Quality Services in South Jakarta Municipal. Increasing Educational Quality Services can be performed by increasing the resources of the executive staff of national education standard policy, resources of national education standard funding policy, technological services, and national education standard facilities and infrastructures.

The operationalization of Educational Quality Services is developed using quality theory of Zeithami et. Al. (1990:23), which reflected from five dimensions like *tangible*, *responsiveness*, *assurance*, *emphaty*, and *reliability*. Those five dimensions then elaborated into 15 indicators measured using a number of questions (according to the available indicator amounts) to respondents of the research sample to reveal The Educational Quality Service problem.

According to *loading* value of measurement result of Educational Quality Service variables that covers *tangible*, *responsiveness*, *assurance*, *emphaty* and *reliability* dimensions as listed in Figure 1.3, can be revealed that the most related dimension with Educational Quality Service variable are national education standard information clarity, tendencies of personal interest in executing national education standard policy, and Standard Operating Procedure (SOP) indicators.

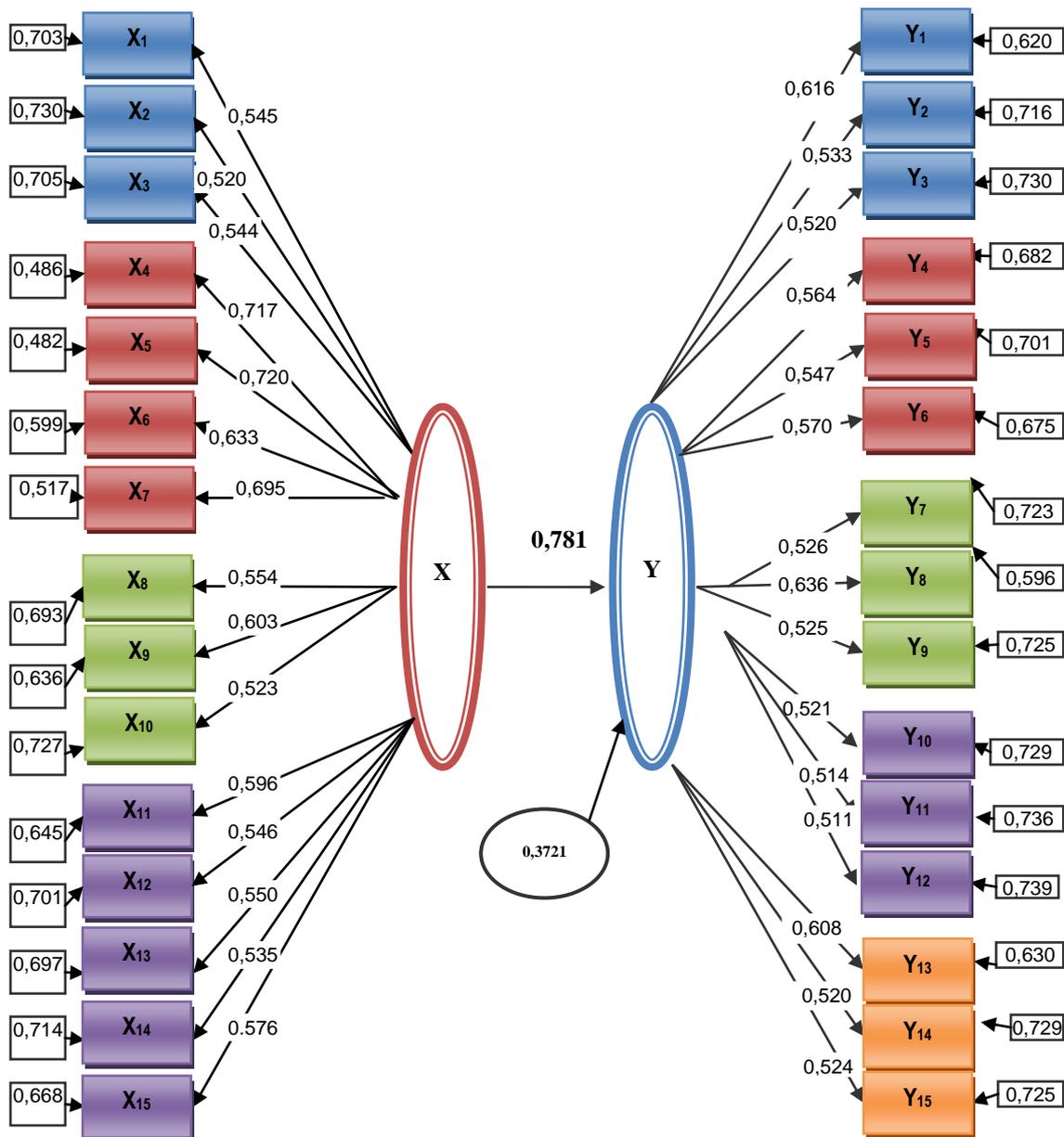


Fig. 3. SEM calculation result

The figure 1.3 is a path diagram showing *loading* value for each measurement of each variable X toward Y indicator. The path diagram above shows Structural Equation Model (SEM) result with the following explanation:

- a. The magnitude's effect of The Implementation of National Education Standard Policy toward Educational Quality Services is 0,781. This effect indicates that there's significant causality mechanism between The Implementation of National Education Standard Policy with Educational Service Quality variable, i.e., if National Education Standard Implementation Policy is increased or increases, then those increases simultaneously followed by the increase of Educational Service Quality.
- b. Contribution of exogenous variable toward endogenous variable is sizeable, which shown by R^2 determination coefficient measurement result of 0,610

(61%), and the rest (0,390 or 39%) is contribution of other factors (*tetha epsilon*).

- c. With those research results, can be stated that the effect of The Implementation of National Education Standard Policy toward Educational Service Quality in South Jakarta Municipal is sizeable. The size of this effect is determined by the relatedness of communications, resources, dispositions, and bureaucratic's causality to exogenous latent variable of The Implementation of National Education Standard Policy. This result is in accordance with the hypothesis offered using policy implementation theory of Edward III.

V. CONCLUSION

Based on the research results, we can draw a conclusion as follows:

- a. The strongest indicator in the implementation of national education standard policy in State Senior High School of South Jakarta is resource indicator, that covers human resources, facilities and infrastructures resources, funding resources, and technological resources. All those aspects in resources indicator is so much determine a policy will perform effectively or not.
- b. The strongest indicator effecting educational quality service in State Senior High School of South Jakarta Municipal are information clarity, the interests of all parties related to the policy, and compliance in performing SOP.
- c. The effect size of The Implementation of National Education Standard toward Educational Service Quality is 0,781. This effect indicates that there's a significant causality mechanism between The Implementation of National Education Standard Policy variable and Educational Quality Service variable, that is, if National Education Standard Implementation Policy is increased or increases, then those increases simultaneously followed by the increase of Educational Service Quality.

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