

Key Determinants of Elementary School Education Policy Implementation in Border Region

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ABSTRACT

The momentum of decentralization that occurred in 1998 gave hope for the improvement of the quality of education services, especially in border areas. However, although several of policy instruments have been established, some empirical studies precisely showed that hope still difficult to realize. This research aims to analyzing how key determinants of elementary school education policy implementation in border areas are operationalized, with Sekayam and Entikong Districts, Sanggau Regency, West Borneo Province as a specific locus. Qualitative approach with descriptive methods used in this research. Data collection techniques used are in-depth interviews, FGD, direct observation, and documentation, meanwhile data analysis techniques used Miles, Huberman, and Saldana models. This research finds that key determinants of elementary school education policy implementation in border areas which consists of the dimensions: design of the policy, stakeholders, context, the implementation strategy is not fully optimal. This research recommends several things such as: the government needs to increase the accessibility of better education, strengthen collaboration between the central government and local governments, strengthen planning and budgeting, and needed holistic evaluation of the application of E-Takola so that the aid mechanism provided to elementary schools in all border areas can be more effective.

Keywords: Education Policy, Elementary School, Border Region.

INTRODUCTION

Education is a fundamental aspect in the effort to prepare human resources in facing the processes and dynamics of community life in the nation and state amidst plurality. Education is a process that sustainable, continuous and lasts a lifetime. Education also strategic tool to improve the quality of a nation. Therefore, the progress of a nation can be marked and measured by the progress of education. The progress of several countries in the world is inseparable from the progress that was started and achieved from his education.

Various countries, especially OECD countries such as: United States, Australia, Germany, and South Korea even adopted no less than 450 educational reforms between 2008 and 2014. They highly considered economic, social and demographic aspects to support the advancement of education in their countries (Viennet, R and Pont, 2017). However, sufficient evidence is needed whether education reform has an impact. The right size is important because the impact of education is difficult to assess and rarely evaluated. Even when reform does have

an impact, stakeholders are easily dissatisfied with the results and they tend to hold policy makers accountable for the results (J O'Toole, 2000).

On the other hand, educational policies are often not implemented according to plan, or not with the desired results. The governments, experts and international organizations have recognized the need to focus more on the implementation process (Wagstaff, 2013; Gurría, 2015). There are many challenges to implementing education policies include problems of coordination, insufficient organizational resources, actor capacity or reaction to reform. But as the education sector becomes more complex, the challenges of implementing change are also growing. Educational stakeholders are increasingly diverse and are growing more vocal and ambitious about what the education system should be. The use of technology also contributes to making the education system more complex (Burns, Koester, & Fuster, 2016).

Therefore, the position of public policy in the field of education is very important and must be the special attention of the government of a country. Majority of countries in the world even decentralize education affairs to the local government or federal state. This is based on the assumption that the quality of learning will develop by making policy and accountability closer to students, classes and schools. The transfer of responsibility for decision making to schools in the regions has implications for the redistribution of power from the central bureaucrats to headmasters, teachers and parents of students, who seem to have a great interest in the content and quality of education.

Proponents of decentralization believe that giving power and authority to stakeholders will make schools more responsive to the needs of the surrounding community, and will further develop the knowledge, creativity and initiative of actors at the school and community level. The forms of decentralization of education include: 1) Reducing education administration from the central government; 2) Delegation of administrative and financial authority to regional governments (provincial or regencies/cities) or to schools; 3) School based management; 4) Education funding from the community; 5) Changes to the curriculum; and 6) School vouchers and demand-side financing (Behrman, Deolalikar, & Soon, 2002).

In the United States, despite the practice of basic education service policies which decentralized to the federal state is intended to improve achievement, cognitive, linguistic, social and emotional abilities in children, but in some federal states categorized as border areas the implementation of primary school education still leaves various problems such as matters of culture, ideology and political economy (Luke, 2011). In China, the implementation of the decision to undertake cross-border education was engulfed in issues such as: unequal concentration of capital, goods, and images and the imbalance created, rather than just the circulation of people (Bodycott & Lai, 2012).

The results of other empirical studies examining the effectiveness of education development in border regions in several African countries such as: Kenya and Tanzania, Ghana and Ivory Coast, Mali and Burkina Faso, have produced findings that primary and secondary education services in these border areas tend does not optimal because far from scope of the central government. In other words, the further a region is far from the capital city, so the quality of education services will also decrease (Stelios Michalopoulos & Papaioannou, 2012).

In the Indonesian context, the practice of decentralized education essentially began in the late 19th century. Based on Act Number 22 of 1999 concerning Local Government (*UU No. 22 1999*, 1999), Government Regulation Number 25 of 2000 concerning Government Authority and Provincial Authority as Autonomous Region (Presiden Republik Indonesia, 2000), and Act

Number 25 of 1999 concerning Financial Balance between Central and Local Governments (Undang-Undang Nomor 25 Tahun 1999, 1999), it can be concluded that the focus of implementation in regional autonomy is in the Cities area and in the Regencies area.

The delegation of authority covers various fields, including education, which prior to the enactment of Act Number 22 of 1999 concerning Local Government, the central government plays a very dominant role as both a planner and executor of all affairs and activities in all regions of the country. In its implementation, the central government and provinces are only permitted to carry out activities of autonomy to the extent specified in Government Regulations.

The authority of local government is carried out broadly, holistic, and unanimously which includes planning, implementation, supervision, control and evaluation on all aspects of government. It also means that the cities/ regencies as an autonomous region has permanent legal force and subsequently most of the authority in the field of education is carried out by the regions. Aside from being an opportunity, this broad authority at the same time is a not easy challenge, especially for cities/regencies which were in the border areas.

Some previous empirical research has provided evidence of the serious challenges of education in border areas in Indonesia. Werang, Betaubun & Leba found that the implementation of senior high school education in Merauke Regency, which is a border area with Papua New Guinea, faced problems such as: lack quality of education, poor educational infrastructure, and low student interest in learning (2014).

The problem also emergence in education governance in the border areas between Indonesia and Malaysia like in West Borneo Province such as there are 11 clusters of findings on the fulfillment of the right to education by the Indonesian Ministry of Education and Culture. One of the most prominent problem clusters is the emergence of schools that do not want schools at primary and secondary levels in the country's border regions in West Borneo Province (Itasari, 2019; Itasari, 2020).

Other studies also explain almost similar phenomena. Brata (2020) has sought to study the education service practices at Sebatik Island, Nunukan Regency, North Borneo. The region is directly adjacent to Malaysia. The results show the fact that schools in the border region experience obstacles including: poor of budget, access to learning that is difficult to reach, lack of classrooms, lack of teachers and lack of other learning facilities.

Despite what was discussed together was the issue of implementing education policy in border areas. However, the substance, angle, and scope described in the previous study by researchers differed. Luke (2011) more focuses on the psychology and humanism aspects of studying the dynamics of education in the border region, especially in federal states bordering Canada and Mexico. Bodycott & Lai highlighted the issues of implementing higher education in the border regions of China and Hong Kong from a cultural perspective, particularly traditional Confucian values (2012). Meanwhile, another research analyzed the marginalization of educational services in several border areas from subnational development perspective in African countries (Stelios Michalopoulos & Papaioannou, 2012).

On the other hand, Werang et al. focused their research on the perspective of the low quality of graduates in Merauke regency (2014). Moreover, despite the locus of research are both in Borneo island, but Itasari (2019) specifically reviewed it from the perspective of children's rights that must be fulfilled by the state even though schools are in the border region. While Brata (2020) more critical of the low proportion of the budget for education services in border areas, which has an impact on poor school infrastructure.

This research itself seeks to analyze key determinants of elementary school education policy implementation in border region, with specific locus in Entikong District and Sekayam District, Sanggau Regency West Borneo Province. According to Viennet, R and Pont, key determinants of education policy implementation consists of four dimensions such as: 1) Design of the policy: the way a policy is debated and framed, the logic it suggests between the policy problem and the solution it offers and the feasibility of the latter determine to a great extent whether a policy can be implemented and how;

2) Stakeholders: education policies are implemented by individuals and organisations, making them central to the implementation process both because of their own characteristics and thanks to their interactions with other determinants; 3) Context: the institutional setting comprises the formal and informal social constraints that regulate the implementation process in a given education system. The other policies in place in education and other sectors also need to be taken into account because they may facilitate or hinder the implementation process; 4) The Implementation Strategy: the implementation strategy refers to the operational plan that guides the process to make the policy happen in effect (2017:28).

Meanwhile, the choice of locus and research theme is based on several strategic considerations such as: 1) Geographically, the two districts directly border the Malaysian Sarawak state; 2) The two sub-districts are very far from the capital city of West Kalimantan province which is the center of government services namely Pontianak City, the distance reaches 250 kilometers. This should be an important concern because an empirical research found the fact that the spatial distance of local government units to the city center affects the quality of services obtained (Kopczewska, 2013); 3) There is a study shows that the implementation of the minimum service standard policy for primary schools in Sanggau Regency has not been optimal in order to low quality of teaching staff and only 59.92% of schools in Sanggau Regency have adequate facilities and infrastructure (Herpikus, 2014); 4) The results of our initial observations found that some of the elementary school buildings and educational facilities in both districts were in poor condition.

METHOD

This study using qualitative approach with descriptive method. As revealed by Creswell (2014), the qualitative approach provides the freedom to look at social phenomena holistically. Meanwhile, the descriptive method focuses on meaning (events, processes, and themes) in depth, then spelled out in the form of words and pictures. Qualitative approach with descriptive method chosen because this research would describe in detail and interpreting data by deeply analysis on key determinants of elementary school education policy implementation in border region in Indonesia, especially in Entikong District and Sekayam District, Sanggau Regency West Borneo Province which directly borders with Malaysia.

The main theory used to analyze is theory of key determinants of education policy implementation from Viennet, R and Pont (2017) which consists of four dimensions such as: design of the policy, stakeholders, context, and the implementation strategy. Meanwhile, the data of this research were sourced from primary and secondary data. The primary data obtained from observation result, Focus Group Discussion (FGD), and in depth interview with purposive technique with several informants.

Informants from the central government include: Ministry of Education and Culture staff, Ministry of Finance staff, National Development Planning Agency staff. Also, informants from the local government include: Sanggau Regency Education Office staff, Regional Development Planning Agency staff, Head of Sekayam and Entikong Districts.

Meanwhile, there are four (4) public primary schools that be an object of research with details: 1) SDN 24 Selangai, Sekayam District; 2) SDN 28 Entabai, Sekayam District; 3) SDN 03 Sontas, Entikong District; 4) SDN 14 Badat, Entikong District. From that schools, the interviewed informants were as follows: Headmasters of every it public primary schools, and eight (8) public primary school teachers with two (2) teachers from each school.

On the other hand, the secondary data obtained from some documents related to the research theme, both official government documents and empirical research articles. The data analysis technique used in the study refers to interactive model by Miles, Huberman, & Saldana (2014) which dividing the steps in data analysis activities with the following sections: data collection, data display, data condensation, conclusions: drawing/verifying.

RESULTS AND DISCUSSION

For Indonesia, education is essentially one of the important elements in building the dignity of the nation and state. Nevertheless, the trajectory of education in Indonesia, from basic education to higher education, takes place with various phenomena and dynamics. The momentum of change occurred in the new era of regional autonomy when the reforms that began in 1998, the authority of the central government in managing and managing government tasks has changed. The authority of central government is no longer centralized, many functions have been decentralized to local governments, including decentralization in the field of education.

However, the implementation of education in Indonesia is not fully optimal. Especially the implementation of basic education in border areas, including in Entikong District and Sekayam District, Sanggau Regency West Borneo Province which directly borders with Malaysia. This section will describe and analyze how the key determinants of elementary school education policy implementation in the border region, especially in primary schools in Entikong District and Sekayam District based on four dimensions: design of the policy, stakeholders, context, and the implementation strategy (Viennet, R and Pont, 2017).

Design of the Policy

The policy design is the way a policy is debated and framed, the logic it suggests between the policy problem and the solution it offers and the feasibility of the latter determine to a great extent whether a policy can be implemented and how. The design of the policy is understood in a narrow sense, as the object being implemented. It consists in the theoretical solution that policy makers design to answer an issue on the policy agenda (Viennet, R and Pont, 2017:28).

Referring to historical facts, the initial design of the policy for implementing primary school education in Indonesia stems from the mandate of the 1945 Constitution. In the 1945 Constitution (Undang-Undang Dasar 1945, 1945), Article 31 obliges every citizen to obtain education, with the aim of creating quality and moral human resources. In fact, in the preamble to the constitution, it was explicitly stated that public administration, one of which was meant to educate the nation.

These statutory regulations are then further elaborated in derivative legal products such as: Act Number 20 of 2003 concerning the National Education System (Law Number 20 of 2003 concerning The National Education System, 2003) and Government Regulation Number 47 of 2008 concerning Compulsory Education (*PP No. 47/2008*, 2008) as a *lex specialis*. The design of Indonesia's primary school education policies is even tied to a global consensus. This is because Indonesia has ratified the International Covenant on Economic, Social and Cultural Rights (ICESCR). In the ICESCR itself, the right to education is specifically regulated in Article 13 and Article 14 (*UU No.11/2005*, 2005).

That various policy instruments were made to: 1) Develop capabilities and shape the character and civilization of the nation with dignity in the framework of educating the nation's life; 2) Developing the potential of students to become human beings who believe in God; 3) Striving for the expansion and equal distribution of opportunities for quality education for every Indonesian citizen; 4) Provide minimum education for citizens Indonesia to be able to develop its potential so that it can live independently in society or continue education to a higher level.

Although these goals are normative enough to be ideal, the practice in the field shows contrasting conditions. The Ministry of Education and Culture's study resulted in 11 clusters of findings on problems in fulfilling the right to education. One of the cluster findings of these problems is the problem of fulfilling children's rights to primary and secondary education, especially in Disadvantaged, Frontier and Outermost Areas (Daerah Tertinggal, Terdepan dan Terluar/D3T) in Indonesia which are directly adjacent to other countries like Malaysia, Papua New Guinea and Timor Leste such as: Entikong District, Sekayam District, Skopro Village, Yuwainda Village, Kalimo Village, East Malaka District, West and East Tasifeto Districts. (Hukum & Kemdikbud, 2012).

Based on Letter No. 2421 / Dt.7.2 / 04/2015 dated 21 April 2015 by the Ministry of National Development Planning / National Development Planning Agency, Entikong District and Sekayam District, Sanggau Regency West Borneo Province is included as a Disadvantaged, Frontier and Outermost Areas (Daerah Tertinggal, Terdepan dan Terluar/D3T). Results of in-depth interviews with eight teachers of public primary schools in Sekayam and Entikong Districts showed that the implementation of primary schools in Sekayam and Entikong Districts is hampered by constraints such as: lack of facilities and infrastructure, low desire student schooling, and the low allocation of education funds.

Meanwhile, the results of in-depth interviews conducted on four different Headmasters of public primary schools in Sekayam and Entikong Districts also tended to convey the same answer. In fact, 2 of them added that there was another problem, there is reluctance of educators (some teachers) to carry out their duties and functions to the maximum because they felt that the government did not pay more attention to them.

The results of the research team's observations also found in line facts with the informants' statements. The condition of the facilities and infrastructure of several elementary schools in Sekayam and Entikong Districts is still far from adequate. This shown in the images below:



Figure 1. The Perforated Classroom Wall at SDN 14 Badat, Entikong District



Figure 2. The Access Road is Badly Damaged to SDN 24 Selangai, Sekayam District



Figure 3. The Damaged Classroom Door at SDN 03 Sontas, Entikong District



Figure 4. The Damaged Classroom Sills at SDN 28 Entabai, Sekayam District

Other informants from the central government also acknowledged that the delivery of education in Sanggau Regency, particularly in Sekayam and Entikong Districts, was still not optimal. One of the staff of the Ministry of Education and Culture stated that realizing quality education in border areas such as Sekayam and Entikong Districts is not easy. The limited number of teachers, the low interest of the public to become teachers in border areas, and the low PISA score are major challenges for the Indonesian government.

Meanwhile, Ministry of National Development Planning staff said that currently the government continues to strive to develop equitable education throughout Indonesia. The low level of Human Development Index in Sekayam and Entikong Districts is the main problem that must be a priority on the policy agenda. On the other hand, an informant from the Ministry of Finance said that government is serious about improving the quality of education, one of which is evidenced by the amount of the education budget which continues to increase every year.

Based on these data, it can be analyzed that the design of education policies in Indonesia is not maximal enough to encourage the quality of the implementation of primary school education in Sekayam and Entikong Districts. It is caused by problem of fulfilling children's rights to primary and secondary education, lack of facilities and infrastructure, low desire student schooling, the low allocation of education funds, and reluctance of educators (some teachers) to carry out their duties.

The policy design that has been made has not been able to solve the problems of implementing education in border areas. Therefore, the government needs to encourage equal distribution of education in border areas (including primary schools in Sekayam and Entikong Districts) so that the quality of education can be equal with urban areas. Fulfilling basic needs such as the provision of adequate school facilities and infrastructure must be a top priority. This is necessary to expedite the teaching-learning process so that students feel comfortable.

Stakeholders

Stakeholders display some agency, which contributes to shaping the process and the outcomes of policy implementation. In the different determinant frameworks analysed, “stakeholders” or “actors” may refer to individuals or collective entities, both formal (e.g.

labour unions, implementing agencies) and informal (e.g. parents, political coalitions) (Viennet, R and Pont, 2017).

Based on the results of in-depth interviews with Sanggau Regency Education Office staff and Regional Development Planning Agency staff, the stakeholders in the implementation of primary school education policies in Sekayam and Entikong Districts are as follows:

1. National Border Management Agency (BNPP), in terms of formulating an action plan for affirmation in border areas.
2. The National Development Planning Agency (BAPPENAS) related to budgeting.
3. Ministry of Home Affairs (KEMENDAGRI) related to regulations.
4. Ministry of Public Works (PU) related to the preparation or determination of the expensive construction index (IKK).
5. The Central Statistics Agency (BPS) surveys the preparation or determination of the expensive construction index (IKK)
6. Provincial and Regency / City Governments, as policy implementers.
7. Regional Development Planning Agency (BAPPEDA) related to development planning of regency/city.
8. City or district health offices, related to school health.

Meanwhile, the implementation of primary school education policies in the border areas of Indonesia and Malaysia (especially in Sekayam and Entikong District) is still very concerning, one of the causes is the chaotic relationship between stakeholders and ineffective coordination patterns between local and central government. Whereas the success of a policy or program is also determined by the synergy between stakeholders.

The current condition, coordination at the central level is very weak, this can be seen from the results of interviews with the Sub Division of Facilities and Infrastructure of the Ministry of Education and Culture:

"The construction of a new school unit in the border area has not been optimal because geographically difficult and there are many poor road access conditions to get there, which is an obstacle to difficult work to do. Meanwhile, the road is the responsibility of the Public Works Office (PU) of Cities/Regencies. But we should indeed work together between Ministries and for border areas and we should also work together with the State Border Management Agency (BNPP). In 2015 or 2016, for the border area there was collaboration with the Indonesian National Army (TNI), but the cooperation is not in a routine and scheduled form".

Furthermore, the Sanggau Regency Education Office staff stated that cooperation with the Ministry of Public Works or the district Public Works Office had not been implemented, nowadays the cooperation agenda is only with BNPP related compiling together an action plan for affirmation in border areas.

On the other hand, the National Development Planning Agency staff also said that collaboration between stakeholders in implementing primary school education policies in border areas is still weak. This is as an excerpt from the following interview:

"At the center we do not really understand because it is a regency / city affair, since the implementation of regional autonomy the authority of the regional government is clear. When building an elementary school, why was the access to road to get there less attention? That's why I ask again because this is the responsibility of the PU agency, this indicates that cooperation between the central and regional governments is still weak. In fact, the related

agencies in the regional government are extensions of the central government. Finally, schools in the border areas that were not covered were given assistance. The hope is that the central and local governments can synergize more, for example, such as the development of regional sanitation, they should work together with the Public Works office for access to clean water, so that they don't build schools, but there is no water”.

Based on these data, it can be analyzed that there is no good synergy between the central and regional governments in implementing primary school education policies in border areas. At the regency/city level it is necessary to intensify the synergy between Regional Work Units (SKPD), especially those related to Primary School (SD) education services, this is because the authority for primary school services (according to regulations) lies with the regency/city government, in contrast to school services of Senior High School (SMA) whose authority lies in the realm of the Provincial Government.

In addition, although the cooperation with the Central BNPP has been carried out by compiling a joint plan, especially in priority locations. Also with the National Development Planning Agency (BAPPENAS) and the Ministry of Finance related to planning and budgeting, as well as with the Ministry of Home Affairs regarding regulations, but unfortunately this cooperation has not been legitimate in the form of a Joint Decree (SKB). The synergy between the central government, or between the central and regional governments, should be in the forms of cooperation, such as: 1) planning frameworks; 2) Regulation; 3) Budget; 4) Development and regional apparatus; 5) Regional development.

Context

According to Viennet, R and Pont (2017:34), the contextual determinants refer to the elements that constitute the environment in which education policy implementation unfolds: the institutional settings, existing policies and the events originated outside of, but connected to, the implementing system. A number of the frameworks selected distinguish between at least two levels of contexts - “local” and “external” in Fullan (2015:21), “inner” and “outer” in Aarons, Hurlburt and Mccue Horowitz (2011:90) to grasp issues relevant to the multi-level, multi-focus and multi-actor nature of policy implementation (Hill and Hupe, 2002:6).

In this research, the policy context in the implementation of primary school education in Entikong and Sekayam Districts is focused on 3 aspects, namely: 1) Expanding and equitable access to education; 2) Quality and relevance of education; and 3) Education Management. In expanding and equitable access to education, according Act Number 11 of 2005 concerning Ratification of the International Covenant on Economic, Social and Cultural Rights (*UU No.11/2005*, 2005), Article 13 and Article 14 clearly state that the state must fulfill the right to education for all children in Indonesia, including children living in border areas.

However, the staff of the Ministry of Education and Culture admitted that there are still access problems related to educational inputs in border areas in the outer islands. The problem of access related to the learning process is that the learning process is still dependent on a face-to-face system which is very dependent on the limited availability of teachers, so it cannot improve access. From the aspect of governance, the problem of access related to the distribution of educational facilities is not evenly distributed both in number and quality, especially teachers who tend to accumulate in urban areas.

The National Development Planning Agency staff added that currently there is no synchronization in the development of higher education facilities related to efforts to support the

creation and expansion of employment as equitable education development in rural areas, islands, borders and border areas. The problem of equitable access is related to input, process, and governance in the form of many rural schools that do not meet national education standards, such as those broadcast on social media, internet, TV or magazines and newspapers.

Meanwhile, related quality and relevance of education context, based on a study by the National Law Analysis and Evaluation Center, the National Law Development Agency of the Ministry of Law and Human Rights (BPHN, 2017), quality and relevance related to basic education inputs still encounter obstacles, namely gaps in the professional quality of teachers and school principals, in terms of developing, implementing, and evaluating the results of curriculum implementation. Also, the lack of professional support facilities, such as manuals, references, and language and science practicum facilities.

In addition, the Primary School Teacher Working Group (KKG) and Subject Teacher Deliberation Programs at SMP and SMA (MGMP) are not effectively organized because there are no costs to support these activities. Even though conceptually the program is quite good as a vehicle for teachers to discuss success stories and / or failures in teaching to support and enrich the professional abilities of teachers and school principals. The appointment and assignment of supervisors has also not been effective in improving the quality and relevance of education, especially in border areas, because there is no training and special preparation and travel costs in carrying out supervisory tasks. On the other hand, there is still dualism in the assignment of supervisors due to a lack of sectoral coordination and ego between the Provincial Education Office and Regency/City Education Office.

On the other hand, related education management context, although Article 31 in Act No. 20 of 2003 concerning the National Education System concretely states: (1) Every citizen has the right to education; (2) Every citizen is obliged to attend basic education and the government is obliged to finance it; (3) The government shall endeavor and implement a national education system, which increases faith and piety as well as noble morals in the framework of the intellectual life of the nation, which is regulated by law; (4) The State prioritizes the education budget of at least twenty percent of the State revenue and expenditure budget as well as from the regional income and expenditure budget to meet the needs for the provision of national education; (5) The government shall advance science and technology by upholding religious values and national unity to advance civilization and human welfare, however, the implementation of primary school policies in Sekayam and Entikong Districts from the aspect of education management is not yet fully good.

The results of Focus Group Discussion (FGD) with various parties including: Ministry of Education and Culture staff, National Development Planning Agency staff, Sanggau Regency Education Office staff, Regional Development Planning Agency staff, Head of Sekayam and Entikong Districts found in management aspect, educational problems are related to functions, namely planning and budgeting; organizing; staffing, leading/directing.

The problem that arises in planning and budgeting is that there is no clarity on planning and budgeting functions. Often plans cannot be implemented because the resources and supporting funds are not available. There is no certainty about the amount of unit cost for investment and operation costs at the educational unit level, while for grants school operational (BOS) is not sufficient operational costs to support the achievement of quality educational operational processes.

The performance-based budgeting system as intended by the Medium-Term Expenditure Framework (KPJM) is ineffective because it is implemented with a Zero Based

Budgeting System. The problem that arises related to the organization of educational institutions such as conventional schools and madrasah is the inefficient delivery of education due to overlaps and / or low economies of scale.

The problem related to staff procurement that is faced by education units is that they do not have the authority to appoint, promote and train staff, because the education unit is the technical implementation unit of the education authority at the central or regional levels. It often happens that the placement and assignment of staff (subject teachers) is not in accordance with the needs at the education unit level. Problems related to leadership faced in context Management autonomy in educational units is the tendency for educational unit leaders to only become executors of the government or regional governments as providers of education.

The Implementation Strategy

The implementation strategy can be defining as the operational plan explaining how to make the policy happen in effect, while the policy design included mostly its theoretical underpinnings (the policy's theory of change). The policy may provide a vision the implementations strategy has to realise, but the latter is more action-oriented, and ought to be flexible enough to cope with the unexpected. Differentiating between the two is useful, because it highlights strategic determinants of the implementation process that could be overlooked otherwise. Five elements of the implementation plan were identified across several of the selected frameworks: task allocation and accountability, objectives and tools, resources, timing, and communication and engagement strategy with education stakeholders (Viennet, R and Pont, 2017:37).

Primary school education is one of the basic types of public services. Because of this nature, the entity becomes a necessity. People have the right to basic education services and claim this right from the government because the Government has been given the power to manage all state resources. Therefore, it is important for the government to have an effective implementation strategy in providing primary school education services. Bureaucratic reform in the service sector aims to accelerate the improvement of the quality of public services. Since 2013, the government has a one agency one innovation program. That program aims to triggering public service innovation, whether it is an original creative idea and /or an adaptation / modification that benefits the community, either directly or indirectly.

Based on the results of interviews with staff of the ministry of education and culture, one of the implementation strategies in the implementation of elementary school education in border areas is through the Ministry of Education and Culture's superior service innovation called E-Takola. E-Takola is an educational service innovation with an online-based system that allows government aid to be distributed to schools in need.

In implementing E-Takola, the Ministry of Education and Culture, especially in primary school (SD) education services, coordinates and collaborates with several agencies, both central and local government agencies. This is also done in providing educational services in the border areas of Indonesia and Malaysia, including in Sekayam and Entikong Districts, Sanggau District, West Kalimantan Province.

There are eight (8) types of government aid distributed by the Ministry of Education and Culture for primary school (SD) education services as described below:

Table 1. Types and Mechanism of Government Aid (Source: Results of Processed Researchers from FGD)

No.	Types of Government Aid	Mechanism
1	Construction of a new school unit	submission through proposal
2	Construction of libraries	submission through E-Takola
3	Construction of latrines/sanitation	submission through E-Takola
4	Construction of canteen	submission through E-Takola
5	School rehabilitation/revitalization	submission through E-Takola
6	Renovations	submission through E-Takola
7	ICT Procurement	implemented through sub-directorate
8	School children's nutrition program	initially of the program is determined by the Ministry of Education and Culture, after 2 years it is handed over to the City/Regency Education Office

The implementation of E-Takola involves the Ministry of Education and Culture as the leading Sector, the Provincial Government (Appointment of a Verification Team, in this case a Vocational High School which has a building engineering department) and the District / City Government, in this case the education office. The E-takola team through the Vocational High School (SMK), which is given the responsibility of identifying schools in general, looks at the class one by one. All aspects must be in accordance with the established program. One by one they were photographed and then sent to the Ministry of Education and Culture.

However, in practice the primary school policy implementation strategy that is reflected through E-Takola in Sekayam and Entikong Districts, Sanggau Regency is not fully optimal. For example, Sanggau Regency has 483 primary schools, but there is only one SMK in Sanggau District which is located in Entikong District. This condition is far from ideal because it is impossible for one SMK to identify all 483 elementary schools.

In addition, even though before the existence of E-Takola there was a database owned by the Ministry of Education and Culture, which was known as Dapodik (main education data), the Dapodik had to be updated by the principal. The problem is, Dapodik in elementary schools in Sanggau District is rarely updated, so the existing data is considered new, even though it is not yet or vice versa. On the other hand, Dapodik is also still limited in providing data at school. From this condition, where Dapodik has many weaknesses, finally the E-takola service innovation emerged.

There is also another problem such as quality control constraints in education units at this time related to the ineffective system of supervision, monitoring and evaluation of education in empowering education units to implement school / madrasah-based management and university autonomy. Supervision and monitoring by education supervisors in educational units is limited to the implementation of administration and finance. Meanwhile, educational evaluation through the National Examination (UN) mechanism is not yet a direct reference for administrators and / or education units in formulating strategies for planning, budgeting, appointing and promoting teachers, lecturers, provision of educational facilities aimed at empowering national education.

CONCLUSION

Based on the discussions above, it can be concluded that key determinants of elementary school education policy implementation in border areas (especially in Sekayam and Entikong Districts, Sanggau Regency) which consists of the dimensions: design of the policy, stakeholders, context, the implementation strategy is not fully optimal. This is based on the findings of this study which indicate that there are still several problems such as: 1) Rights to basic education that have not been properly fulfilled well. This is indicated by: lack of facilities and infrastructure, the low allocation of education funds, and the limited quantity of teachers; 2) Lack of collaboration between central government and local government; 3) There is no clarity on planning and budgeting functions; 4) Ineffectiveness of the E-Takola management information system in bridging government aid to primary schools due to there is only one Vocational High School (SMK) that has to identify 483 primary schools in all of Sanggau District (including Entikong and Sekayam Districts).

According to these conclusions, this research recommends several things such as: 1) The government needs to increase the accessibility of better education by improving the quality of facilities and infrastructure for primary schools, increasing education funds, and increasing the quantity and quality of teachers; 2) It is necessary to strengthen collaboration between the central government and local governments. The application of collaborative forms must be legitimate with at least a Joint Decree (SKB) involving all stakeholders who are in the vortex of implementing primary school education policies in border areas; 3) It is necessary to strengthen planning and budgeting that is more transparent. To encourage this, an in-depth study is needed before the agenda setting is formulated in the policy agenda (evidence based policy) so that the resulting policies and programs actually answer concrete problems in the field, as well as the money follow function mechanism can be realized; 4) A holistic evaluation of the application of E-Takola is needed so that the assistance mechanism provided to elementary schools in all border areas can be more effective. In addition, the rule that only Vocational High Schools (SMK) can identify the need for primary school facilities and infrastructure for assistance needs to be reviewed. This is because the number of SMKs in border areas tends to be limited, even in Sanggau District there is only one SMK.

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