



Sekolah Penggerak Program: An Analysis of Implementation in Junior High Schools

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Abstrak

Penelitian ini didasarkan pada kebijakan Merdeka Belajar tentang Program Sekolah penggerak. Penelitian ini bertujuan untuk menganalisis implementasi kebijakan tersebut melalui teori implementasi kebijakan publik Edward III yang terdiri dari empat aspek yaitu komunikasi, sumber daya, disposisi, dan struktur birokrasi yang berperan dalam implementasi kebijakan tersebut. Metode penelitian yang digunakan dalam penelitian ini menggunakan pendekatan deskriptif kualitatif dan menggunakan teknik pengumpulan data yaitu wawancara dan studi dokumentasi. Peneliti menggunakan perangkat lunak untuk membantu mempermudah pengolahan data dan informasi, sehingga membantu mempermudah pengelolaan data dan informasi. Hasil penelitian ini menunjukkan bahwa implementasi kebijakan program Sekolah Penggerak di SMP telah memenuhi aspek komunikasi, sumber daya, disposisi, dan struktur birokrasi dengan baik, meskipun pada tahun pertama Program Sekolah penggerak banyak mengalami kendala dalam pelaksanaannya. penerapan. Pada tahun kedua dan ketiga, pelaksanaan ketiga program Sekolah Penggerak berjalan lebih lancar. Aspek yang perlu ditingkatkan adalah aspek sumber daya, khususnya sumber daya anggaran.

Kata kunci: Implementasi Kebijakan, Sekolah Menengah Pertama, Program Sekolah penggerak.

Abstract

This research is based on the Merdeka Belajar policy regarding the *Sekolah penggerak* Program. This study aims to analyze the implementation of this policy in Junior High Schools through Edward III's theory of public policy implementation, which consists of four aspects, namely communication, resources, disposition, and bureaucratic structures that play a role in the implementation of the policy. The research method used in this research uses a descriptive-qualitative approach and uses data collection techniques, namely interviews and documentation studies. Researchers use software to help facilitate data and information processing, thus helping facilitate data and information management. The results of this research indicate that the implementation of the *Sekolah Penggerak* program policy at Junior High Schools has met the aspects of communication, resources, disposition, and bureaucratic structure well, even though in the first year the *Sekolah penggerak* Program experienced many obstacles in its implementation. In the second and third years, The implementation of the three *Sekolah Penggerak* programs is running more smoothly. The aspect that needs to be improved is the resource aspect, especially budget resources.

Keywords: Junior High School, Policy Implementation, Sekolah penggerak Program

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1. INTRODUCTION

Various school transformation programs have been carried out by the Ministry of Education and Culture to improve the quality of learning for all students throughout Indonesia (Lavonen, 2020; Shaturaev, 2021). These programs include international standard schools, model schools, and referral schools (Leithwood et al., 2020; Morgan, 2020). The results of the review of these programs are considered appropriate for improving school quality, but they tend to only reach schools with good quality and provide many opportunities for schools that are already superior (Zhang et al., 2020). Previous programs have not paid attention to efforts to strengthen institutions at the regional level. Based on this evaluation, the Ministry of Education and Culture established the *Merdeka Belajar* Program as a package of government initiatives to reform the quality of education (Abidah et al., 2020; Leung et al., 2019; Zhang et al., 2020). The results of the review of these programs are considered appropriate for improving school quality, but they tend to only reach schools with good

quality and provide many opportunities for schools that are already superior (Ilyasin, 2020; Kalangi et al., 2021). Previous programs have not paid attention to efforts to strengthen institutions at the regional level (Nerad, 2020). Based on this evaluation, the Ministry of Education and Culture established the *Merdeka Belajar* Program as a package of government initiatives to reform the quality of education. Quality schools depend on their leaders, so their contribution to the school's progress in the future will be greater (Bubb & Jones, 2020; Leithwood et al., 2020). The low quality of schools is influenced by the principal's role in managing the school, so it is necessary to plan, organize, mobilize, and supervise (Huong, 2020; Turnadi et al., 2021). The reality is not optimal. He is not yet optimally managing the school he leads and the schools he supports.

Striking developments occur with every change of government, and due to other reasons, the educational vision and mission that are brought in also change (Han & Ahn, 2020; Martiskainen et al., 2020). Apart from that, the influence of the country's economic transition is also very influential. Good education depends on good leaders too. To improve education in Indonesia, the government is trying to create a program where the program can help schools that are at a level that is more advanced than existing schools, which the government then named the *Sekolah penggerak* Program. Programs that have personal minimum standards are supported by the fulfillment of process standards, assessment, financing, and so on (Nathan et al., 2022; Ruan et al., 2019; Tonich, 2021).

One of the *Merdeka Belajar* programs is the *Sekolah penggerak* program, which focuses on developing holistic student learning outcomes that include competency (literacy and numeracy) and character, starting with superior human resources, namely school principals and teachers, to improve the quality of learning in schools (Andriansyah et al., 2022; Novita et al., 2022). This independent learning policy consists of several episodes of educational transformation, and up to June 2023, there will be 24 independent learning episodes. The Policy of *Sekolah Penggerak* Program is contained in the Decree of the Minister of Education, Culture, Research, and Technology No. 371/M/2021 Concerning the *Sekolah penggerak* Program, where the policy is currently in effect. The *Sekolah penggerak* program policy for researchers is very interesting to research because it is the newest policy and is different from previous policies related to improving the quality of learning in Indonesia (Asrifan et al., 2023; Chandrasari Desianti & Rahayuningsih, 2022).

Program implementation is an inseparable part of a policy. The successful implementation of a program or policy can be seen from various perspectives, one of which is the program implementation model by David C. Kurton, which is called the suitability model through a learning process approach that focuses on three elements of suitability, namely the program itself, program implementation, and the program target group (Orlove, 2022; Venesaar et al., 2021). Kurton believes that a program is said to be successful if there is conformity with the three elements of program implementation. This *Sekolah penggerak* program will later become an illustration of a curriculum that is centered on student needs by student character and the characteristics of the school environment in Indonesia (Rotty et al., 2022; Syafi'i, 2021). The curriculum functions as adjustment, integration, differentiation, preparation, selection, and diagnostics. This makes the curriculum one of the main and most important components of the educational process. The *Sekolah penggerak* program is an effort to realize the vision of advanced Indonesian education that is sovereign, independent, and has personality through the creation of the Pancasila Student Profile. This program focuses on developing student learning outcomes holistically, which includes literacy and numeracy competencies as well as character, starting with superior human resources, namely school principals and teachers. The *Sekolah penggerak* Program is an improvement on previous programs. Schools designated as *Sekolah penggerak*s will accelerate 1-2 stages further than other schools through government intervention for 3 academic years.

Acceleration is carried out in stages and integrated with the ecosystem until all schools in Indonesia become *Sekolah Penggerak*. The aims of this study is to analyze the implementation of this policy in Bandung City Junior High Schools through Edward III's theory of public policy implementation, which consists of four aspects, namely communication, resources, disposition, and bureaucratic structures that play a role in the implementation of the policy.

2. METHODS

Policy research methods are a scientific way to obtain data. The aim is that it can be used as a consideration in making policies so that these policies become effective and efficient (Amaya et al., 2021; Kuziemski & Misuraca, 2020). Policy research plays a role in every component of the policy process; thus, policy research plays a role in policy research, policy implementation, policy output, policy outcomes, and policy evaluation (Dalglish et al., 2020; García-de-Frutos & Ortega-Egea, 2015). This research focuses on policy implementation research to monitor policy implementation. In this case, policy researchers must be able to show the policy implementation process, weaknesses, and obstacles to implementation so that they can provide information about how far the policies that have been formulated can be implemented. The research approach used in this research is a qualitative approach, which aims to understand the phenomena experienced by research subjects holistically and using descriptions in the form of words and language in a special natural context by utilizing various natural methods (Prosek & Gibson, 2021). Qualitative research is a research procedure that produces descriptive data in the form of written or spoken words from people and observable behavior (Kiger & Varpio, 2020; Lochmiller, 2021).

The technique for selecting respondents or data sources in this research uses a purposive sampling technique, namely a sampling technique for data sources with certain considerations. These particular considerations include, for example, the person who is considered to know best about what we expect, or so that it will make it easier for the researcher to explore the object or social situation being studied. In processing data, researchers use software to help facilitate data and information processing, which helps facilitate data and information management. Researchers used NVIVO QRS software in this study.

3. RESULTS AND DISCUSSION

Results

The *Sekolah Penggerak* program is implemented by strengthening the capacity of school principals and teachers, who are expected to be able to make continuous changes and transform into schools that produce the Pancasila Student Profile. After the school successfully carries out the transformation, the *Sekolah penggerak* will become an agent of change for other schools in the surrounding area. The *Sekolah penggerak* Program policy includes collaboration between the Ministry and regional governments, holistic intervention, covering all school conditions, assistance for three years, and integration with the ecosystem so that all schools become *Sekolah Penggerak*. The five interventions of the *Sekolah penggerak* Program are implementation assistance, strengthening school human resources, learning with a new paradigm, data-based planning, and school digitalization.

Communication

The delivery referred to in this research is the socialization and delivery of information regarding the Mobilization School Program policy. During this socialization, Nadiem Anwar Makarim, as Minister of Education and Culture, conveyed directly the background, objectives, scope, and five interventions of the *Sekolah penggerak* Program to transform the quality of education in Indonesia. The school received outreach from the *Sekolah penggerak* in several stages, starting with forming a learning committee, coaching, and inviting other schools to get involved in this program. Determining a *Sekolah penggerak* begins with the national selection of school principals, the formation of a learning committee, the training and coaching of school principals, teachers, and school supervisors, and then carrying out encouragement within the school and to other schools with good practices. To visualize the data from the interview results regarding the communication dimensions of the delivery section, the following is a project map created by researchers using NVIVO software, as shown in Figure 1.

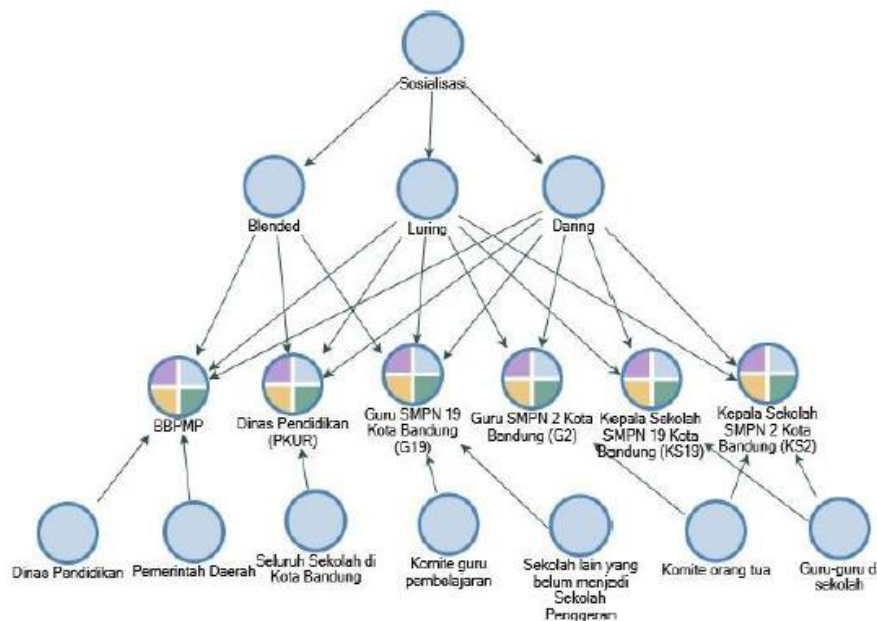


Figure 1. Project Map for Delivery of the *Sekolah penggerak* Program

Resource

The human resources involved in implementing the *Sekolah penggerak* Program policy are by their qualifications and competencies, especially program facilitators and school principals, who are determined through strict selection. Teachers in schools are also deemed to have the competencies expected by the *Sekolah penggerak* Program through regular coaching and training by Program Facilitator, both in program coordinator forums and training organized by the government and education quality assurance centers.

This program runs because of the support of various things other than human resources. Massive information support from various related information sources as well as budget support also have a huge influence on the success of this program. Resources in Edward III's theory refer to various types of resources available in a country or organization that can be used to achieve certain goals. Resources can be divided into three main categories. A description of the supporting factors in the resource dimension in the implementation of the *Sekolah penggerak* program can be made into a project map, as shown in Figure 2:

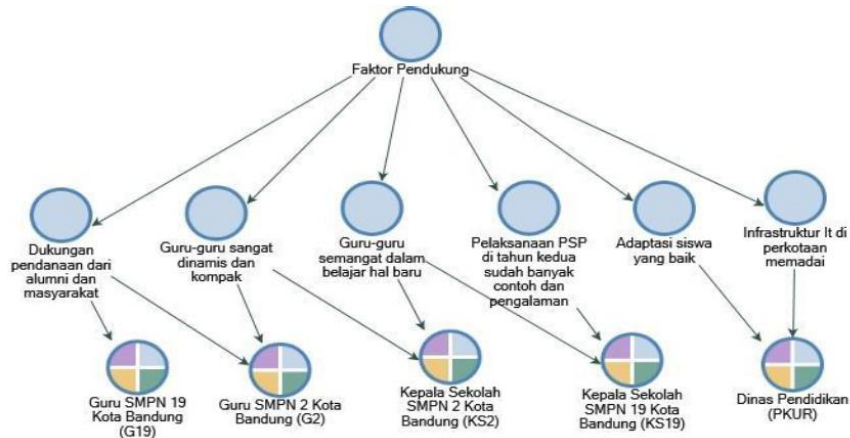


Figure 2. Project Map Supporting Factors Resources

Disposition

Response implementing related policies School program policies Movers: The Center for Education Quality Assurance, the education department, and the school are very supportive. this policy. The school has an opinion. that the *Sekolah Penggerak* program can create a student profile Pancasila is contained in the vision. Indonesian education and adding duties and responsibilities of teachers as an effort to improve the quality of education in Indonesian education authorities.

Disposition concerns the willingness and commitment of implementers to implement policies effectively. The response of policy implementers regarding the existence of the *Sekolah Penggerak* Program policy can be seen from their understanding of the policies that will be implemented. The important things that need to be paid attention to in disposition variables and factors are project Map of the Factors That Support the Disposition in Implementing the *Sekolah penggerak* Program, as shown in Figure 3.

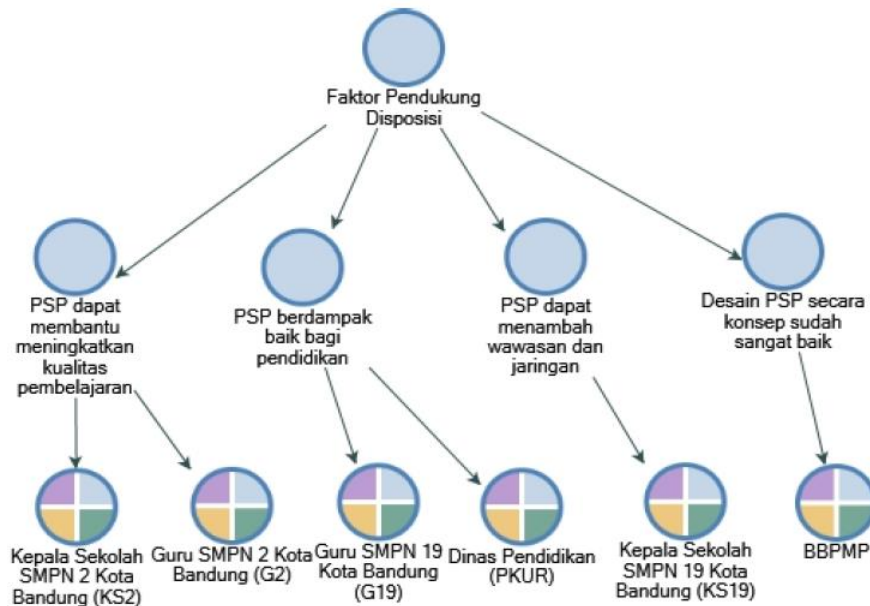


Figure 3. Project Map of Disposition Supporting Factors

Bureaucratic Structure

Policy implementation will run effectively with a bureaucratic structure that implements a policy. The first aspect of this bureaucratic structure is the existence of a

Standard Operation Procedure or SOP. The Education Department does not have the authority to create SOP for the *Sekolah Penggerak* program because the program comes from the center. Such a complex policy requires the cooperation of many people. When the bureaucratic structure is not conducive to the available policies, this will make some resources ineffective and hinder the implementation of the policy. The bureaucracy, as the implementer of a policy, must be able to support policies that have been decided politically by coordinating well.

Even though the resources to implement a policy are available, or policy implementers know what should be done and have the desire to implement a policy, it is possible that the policy cannot be implemented or realized because of weaknesses in the bureaucratic structure. The following is a project map of the supporting factors of the bureaucratic structure in the implementation of the *Sekolah Penggerak* Program on the bureaucratic structure, as shown in Figure 4.

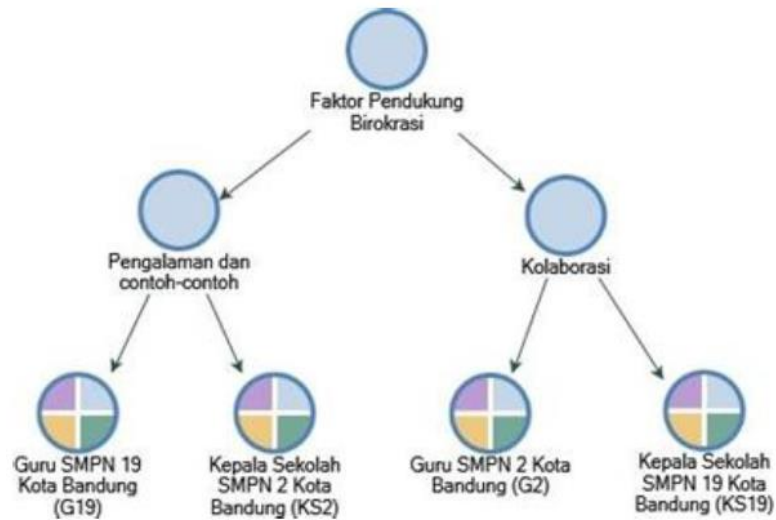


Figure 4. Project Map Supporting Factors for Bureaucratic Structure

Discussion

Communication

The *Sekolah Penggerak* program is one of the government's *Merdeka Belajar* policies in the form of a collaboration between the Ministry of Education and Culture (Chapman & Ainscow, 2019; Pantić et al., 2021), which is now the Ministry of Education, Culture, Research, and Technology, and the government, followed by all levels of education, both public and private, with a duration of three academic years (Aithal & Aithal, 2019; Erstad et al., 2021). The legal basis for the current implementation of the *Sekolah Penggerak* program is the Decree of the Minister of Education, Culture, Research, and Technology Number 371/M/2021 concerning the *Sekolah Penggerak* program.

The education department acts as a bridge between the Center for Education Quality Assurance and schools (Birch & Auld, 2019; Grace-Odeleye & Santiago, 2019; Xue et al., 2021). Communication is concerned with how a policy is communicated to organizations or the public (Alexander et al., 2021; Kim & Kreps, 2020). Therefore, communication in public policy is one of the factors that determines the success of a policy (An & Tang, 2020; Leckel et al., 2020). The following is a discussion of the communication dimensions of Edward III's policy implementation theory. In the city of Bandung, socialization of the *Sekolah Penggerak* program is also carried out, with the target of socialization being all educational institutions at all levels of education in the city of Bandung, either through meetings, in-house training, or workshops. Socialization is also carried out online via Zoom, Google Meet, Telegram, and

WhatsApp groups. At the educational unit level, the targets of the socialization of the *Sekolah Penggerak* program are school principals, teachers, students, and parents, as well as other schools in the school environment. Socialization for teachers is delivered by forming a learning teacher committee, and members of the learning teacher committee disseminate it to other teachers; socialization for students is delivered directly at school; and socialization for students' parents is carried out at the beginning of the new school year. Socialization for schools around the *Sekolah Penggerak* is carried out in the form of encouraging good practices.

If a policy is to be implemented as expected, it is not enough for the implementer to receive information from the policy but also for the policy to be clear because unclear communication messages conveyed regarding policy implementation will encourage wrong interpretations (Lai & Lu, 2020; Luo et al., 2022). Consistency in communication means that the message should be continuous; that is, the message should not be intermittent and should be constant and continuous, and should not conflict with each other. There are several efforts made by the government to implement the *Sekolah Penggerak* Program so that it is by its plans.

Resource

For effective policy implementation, resources are an important factor in implementing public policy because they include adequate staff who have the appropriate expertise to carry out their duties, authority, and the necessary facilities (Capano & Howlett, 2020; Hudson et al., 2019). The *Sekolah Penggerak* program policy may have been conveyed clearly and consistently, but if the policy implementers lack the resources to implement the policy, its implementation will not be effective. Resources in policy implementation relate to the availability of supporting resources, especially human resources (Campos & Reich, 2019; Chams & García-Blandón, 2019). An important aspect of resources in this case is the skills of policy implementers who will implement policies effectively. Thus, it can be understood that implementing policies requires adequate human resources, both in quality and quantity. From the explanation regarding human resources, information sources, authority, budget sources, and facilities for the *Sekolah Penggerak* program, several factors were found that support the implementation of the *Sekolah Penggerak* program, including dynamic, unified, enthusiastic teachers in learning new things and school funding related to implementation.

Disposition

Disposition concerns the willingness and commitment of implementers to implement policies effectively (Lewis & Holloway, 2019; Putra & Khaidir, 2019). If the implementers have a good attitude towards a particular policy, that is, there is support, they will likely implement the policy as desired by the decision maker. The following are the dispositions, attitudes, desires, or tendencies of policy implementers in implementing the *Sekolah Penggerak* program.

The school thinks that the *Sekolah Penggerak* Program can realize the Pancasila Student Profile contained in the vision of Indonesian education and increase the duties and responsibilities of teachers to improve the quality of education in Indonesia. The education department also believes that this program can change the teacher paradigm in the independent curriculum. The education department is committed to continuing to encourage all schools to become *Sekolah Penggerak* and to be consistent in developing and assisting *Sekolah Penggerak*. Meanwhile, the school's commitment is to implement the *Sekolah Penggerak* program by moving simultaneously, continuing to encourage good practices, maintaining integrity, and increasing teacher motivation. From the results of research findings regarding dispositions in the implementation of the *Sekolah Penggerak* program,

several things were found that were supporting factors in this disposition, including the design of the *Sekolah Penggerak* program, which was conceptually very good. This *Sekolah Penggerak* Program also received a positive response from all stakeholders and was supported by the belief that this *Sekolah Penggerak* Program can improve the quality of education in Indonesia and can increase the insight, experience, and network of school principals and teachers so that they are committed to continuing to learn, move, and collaborate to make the *Sekolah Penggerak* program a success.

Bureaucratic Structure

The bureaucracy is one of the bodies that most often and generally implement policies. Policy implementation will run effectively with a bureaucratic structure that implements a policy (Riggs, 2019; Wray & Houghton, 2019). The applicable procedures for implementing the *Sekolah Penggerak* Program are contained in the Mechanism for Implementing the *Sekolah Penggerak* program and the learning guidelines for *Sekolah Penggerak*, which are attached to the government policy.

The implementation of the *Sekolah Penggerak* program starts with the socialization of the *Sekolah Penggerak* program to local governments, determining regions as organizers of the *Sekolah Penggerak* program, determining educational units as implementers of the *Sekolah Penggerak* program, implementing the *Sekolah Penggerak* Program activities in the regions, implementing the *Sekolah Penggerak* program activities in educational units, and evaluating the implementation of the *Sekolah Penggerak* program. Schools receive guidance in implementing the *Sekolah Penggerak* program, especially in implementing *program penguatan profil pancasila*, making it easier for schools to implement the *Sekolah Penggerak* program. The activities carried out by the school that is the object of this research are by the objectives and guidelines of the *Sekolah Penggerak* program.

4. CONCLUSION

The implementation of the *Sekolah Penggerak* program policy has been running effectively, although it takes time to achieve this effectiveness. To make it clearer, it can be concluded that the implementation of the *Sekolah Penggerak* program in Bandung City Junior High Schools is as follows. Communication continues to be carried out in the form of guidance and training by stakeholders in various forms of activities so that this becomes proof of the consistency of policy implementers. Communication in the first year of implementation of the *Sekolah Penggerak* program in Bandung City Junior High Schools experienced several obstacles such as a short period for socializing the program and incomplete information. The overall implementation of resources supports the implementation of this policy. The system formed from this policy builds links between one resource and other resources in achieving the goals of this program. The response of policy implementers to the *Sekolah Penggerak* program was very good and positive as reflected by all stakeholders starting from the center to the regions who fully supported this program. The success of this program is also supported by technical implementers who are representative of the program implementation pattern from central to regional, even down to the school level.

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