**The Implementation of Regional Autonomy Policy in Education Affairs in Kabupaten Bandung Barat (KBB) West Java**

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**ABSTRACT**

West Bandung District is one of West Java’s area which is a division of the District of Bandung that with the birth of the Republic of Indonesia law Number 12 of 2007 on the Establishment of West Bandung regency became an Autonomous Region in the province of West Java. In practice there are still problems in the field as well as the circumstances that have not been in accordance with the expectations of society in west Bandung Regency where the ability of local goverments are limited in providing service to the community, especially in the field educations, which is one indicator of the level of welfare in addition to the health and economy, this has resulted in local government have not been able to increase the level of social welfare in accordance with the expected goals.

Theory used in this research is the theory of policy implementation raised by MS Grindle (1980), which suggests that the successful implementation of the policy is influenced by the contents of the policy and the policy context. As this study used qualitative research methods, and data collection conducted observation and in-depth interviews of actors involved in policy implementation as well as those affected by the policy.

Research shows that bassically the implementation of regional autonomy policy in West Bandung Regency has been in accordance with programs or activities that refer to the implementation of the mission RPJMD 2008-2013, where the results of implementation of the regional autonomy policy in education shows an increase or improvement from year to year, but development or increase is not merely shows that the development in the field of education in west Bandung Regency has succeeded, Factually there are still many shortcomings or weakness in the field which still requires extra work from the local government and have not effectively support the increase one indicator of public welfare that is the purpose of the implementation of the regional autonomy policy in West Bandung Regency.

Keywords : The implementation of the regional autonomy policy, increasing of society welfare

**1. INTRODUCTION**

The improvement of public services and community welfare are the purposes of the establishment of regional autonomy stated in UU no 32 of 2004 revised by UU no 23 of 2014 on Local Government. It is implemented for the wide area to do segregation of the region or to establish a new area separated from the parent area.

Kabupaten Bandung Barat (KBB) is one of the areas in west java province that is a segregation from Kabupaten Bandung. The issue of the segregation of KBB into two districts has emerged since l999. It is accepted because from geographical side, Kabupaten Bandung is a wide area (2.324.84 km2) located surrounding Bandung city and Cimahi with the population as many as 4.3 million people. That is the history of the establishment of Kabupaten Bandung Barat and Undang-Undang Republik Indonesia Nomor 12 Tahun 2007 on the establishment of KBB as an autonomous area in West Java Province.

According to the research conducted by Mailendra ( 2009 ) using West Java HDI document issued by BAPPEDA (Local Development Agency) and Statistic Centre of west java (2002-2006), it shows that hdi ( human development index ) in all districts and cities in the provinces of west java is increased including in KBB. A new area have higher HDI than those of the parent areas. HDI growth rate of the parent area before segregated is higher because most potential things of parent area is in the new area. Based on this research, there are fenomenon that the real condition is different from the results of the research particularly in education side as one of HDI indicators as stated in the following:

1. In education, especially in non-formal education (NFE), teaching and learning center (TLC) is not equal and optimal (Education Department of KBB, 2010 )
2. The existence of most 50.000 school age children (16-18 years old) in KBB is unknown, whether they work or they study outside KBB or unemployed, as school capacity in senior high school in KBB is not proportional with the graduation rate. In 2010, there are about 79.999 16-18 year old children in KBB, but only 20
3. .000 of them are able to go to study in senior high school because of the school capacity limitation. The rest are unknown ( education department , youth and sports Disdikpora KBB in Fatah ( 2012:10)
4. KBB has dropout rates at 5 %, 1.448 children from Rongga, Cikalong Wetan about 1.684 children, 2.744 children from Cililin, from Gununghalu about 1.114 children of the total 129.049 children (Fatah , 2012: 5 )

The difference between the HDI and various fenomenon occurring in real situation can be a research questions as the following: “how far the implementation of regional autonomy policy in KBB as new autonomous region particularlly in education?”. The objective of this research is to know and to analyze the regional autonomy policy in education sector in KBB.

**2. REFERENCES**

In acquiring the concept of the implementation of regional autonomy policy in education sector in KBB, I use the concept of the implementation of public policy as a reference within the framework of thought or guidelines in conducting the analysis.

**2.1 The Concepts of Public Policy Implementation**

According to Nugroho (2008: 494) the implementation of policy, in principle, is the way to a policy achieved its goal. There are two options to implement public policy, first direct implementation in making program or through formulations of policy derivation or derived public policy.

Eugene Berdach (1979: 3) stated that:

*It's hard enough to design public policies and programs that look good on paper, it's harder still to formulate them in words and slogans that resonate pleasingly in the ears of political leaders and the constituences to which they are responsive. And it's excruciatingly hard to implement them in a way that pleases anyone at all, including the supposed beneficiaries or clients.*

Cleaves (1980:281) stated that implementation is a process of moving toward a policy objective by means of administrative and political steps*.*The implementation on the other hand is a complex phenomenon that may be considered as the process, output and as a result. According to the Van Meters and Van Horn (1975: 447), policy is actions done by individuals or groups either government or private directed to achieve the objectives determined in previous policies.

**2.2 The Implementation of Merilee S. Grindle Policy Model**

The succed of the implementation public policy as Grindle (1980:5) is influenced by two variables as the following content of policy and context of policy C*ontent of policy* covering: (1) *Interest Affected* ; (2) *Type of Benefits*; (3) *Extent of Change Envisioned*; (4) *Site of Decision Making*; (5) *Program Implementors*; (6) *Resources Committed*.

Context variable is a context or political environment and documentation activity of an implemented policy, covering: (1) *Power and interest of actors involved,* (2) *Institution and regime characteristics*; (3) *Compliance and responsiveness*

Based on it, I am prefer to Merilee Grindle theory in doing research on The Implementation of Regional Autonomy Policy on Education Sector in KBB as Nugroho stated ( 2008: 510 ) that Grindle model uniqueness is at the concept of comprehensive policy of context, particularly those concerning with the actor, the implementation, and the conflict that might be happened among the actors, and necessary resource implementation conditions in order to design a model in implementing regional autonomy policy.

**2.3 Regional Autonomy Concepts**

Logemann in Koswara (2001: 59) give the concept of autonomy as follows:

that freedom of movement given to autonomous region gives them a chance to use initiative itself from all kinds of power and to superintend public interest. The power to rule their own regions is a power and government based on their own initiative.

Rasyid (2002: xiii) argument that the concept of regional autonomy interpreted government and people is the freedom to manage their own household responsibly .The central government no longer supervise them or intervention them, covering regional government institutions, local government authority, regional financial management, and local apparatus and regional assets.

Koswara (2001: 93) formulate three autonomy objectives:

First, oriented in the development. It refer to general meaning of development including all aspects of life and the life. Second, the purpose of the provision of autonomy to the region is to increase the efficiency of government administration in the regions. Third, to increase the region in managing their own household, in order community service and the implementation of development.

No final definition for regional autonomy and decentralization in scientific, because the implementation of autonomy id determined by the system of government followed in a country. Indonesia as national unity impossible adheres to fully on regional autonomy .These things Hoessein ( 2004:1)

From normative approach, decentralization is continuum, one unity or a part of centralization. Implicitly Indonesian constitution maker admitting that centralization and decentralization could not be envisaged as a dichotomy but as a continuum .The government in centralization is intended to ensure the formation of their opinions and national interests. While government in decentralization is intended to accommodate and to comprehend aspirations from the diversity of the community. By both principle, it is expected that unity within diversity or diversity in unity will be achieved, or area country in one national unity will never been in Indonesia.

It can be concluded that motivation and urgency of the provision of autonomy to the region is an effort in increasing efficiency and effectiveness of government administration, an effort of the implementation of development according to the ability of regional to be run well, and an effort in increasing public active role in the democratic process. An autonomous region would be expected to acquire high quality levels in HDI and the implementation of humanity values through good public services quality in order the people will be prosperous and independent.

**3. RESEARCH METHOD**

I use descriptive and analytic for research design which explains the character or the condition of an object through a qualitative approach and descriptive analysis method as research procedure. I conducted observation, interviews and analysis open documentation in data collection method. Data analysis technique used in this research is from Miles and Hubermann analysis (1992:17) by using interactive model consisting of 3 components such as the reduction of analysis, cereal offering data and withdrawal of the conclusions.

**4. DISCUSSION**

**4.1 The Implementation of Regional Autonomy Policy in Education in KBB**

The implementation of education in KBB has many challenges considering the topography in KBB area is hilly, spread residential area and in some places the residential areas are dense. It is the obstacles in an effort to increase the extension and the equality of learning opportunities because residential area unequal resulting in diversity needs proper facilities and diverse education workers.

The population of KBB is approximately 1.582.326 with a total male population at 805.135 (50,88 %) and female numbered at 777.189 (49,12 %). If this number of people have no skills and independence will be a damage for the local governments because it will be a burden in facing the impact of globalization and information as well as expansion of competitive science and technology in the world. In this regard those productive age community who supposed to reduce the need of non-productive age community, but because they have no enough skills it will be a burden for local governments and resulting in other various social impact as unemployment, crime, etc. Therefore, it is necessary spread development in education particularly in primary education to improve high quality human resources in KBB.

As a basis of the implementation of nine year of primary education compulsory policy for all Indonesian citizens, the government issued Government Regulation no 47 of 2008 on nine year of primary education compulsory program in the article 2 which aims to improve an equitable education for the whole community especially for elementary school in order to continue their studies at the higher education.

The government issued Peraturan Pemerintah No 48/2008 on education funding, it was done in order to implement nine-year basic education compulsory policy that must be to be supported by human resources as in his tutor and funds or budget to obtain it. In the regulation stated that the program funding is fully paid by by the government or called as free primary education level where the government provide subsidies for the implementation of education in the primary level.

To support the program particularly illiterate eradication program, the local government of KBB especially education department of youth and sports hold non formal education in districts covering Keaksaraan Fungsional , Kejar Paket A , Kejar Paket B and Kejar Paket C .This program is conducted by education service approach to the community so rural communities will feel the benefits, such as Kejar Paket A for those who have not finished primary education level, Kejar Paket B program for those who have not finished secondary education level, and Paket C program for those who have not finished high school level. In addition, the authorities of KBB do the implementation of Teaching and Learning Program adjusted to the needs of community skill as sewing, make up, cooking, baking, a mechanic, computer skills.

Teaching and Learning Center (TLC) is established at least one per district. In addition, TLC also give public knowledge materials as Calistung (reading, writing, counting) then public can follow education or increase their skills without limited by the place and time that means the implementation of the learning process adapted to the desire and willingness of the public in order to ensure all low levels of education to continue their education without any formal education attributes.

Learning program in TLC had been conducted by a teacher who do their job in TLC after do their main job in formal education.

The authorities of KBB also provide other services in supporting educational aspect among the preparations like the existence of libraries spread in villages and the mobile libraries which go around in most sub-districts in KBB then people does not need go to the city to find literature or reference in increasing their knowledge and literature as the way to support their education and skills. The development or the number ofnon-formal education in KBB can be seen in the table below:

**Tabel 1**

**The Development of Non Formal Education (NFE) in KBB**

| **No** | **PERFORMANCE INDICATORS** | **2010** | **2011** | **2012** |
| --- | --- | --- | --- | --- |
| 1 | Keaksaraan Fungsional  (KF) | 76  groups | 200  groups | 335  groups |
| 2 | Kejar  Paket A | 15  groups | 15  groups | 15  groups |
| 3 | Tutor  Paket A | 45  members | 45  members | 45  members |
| 4 | Kejar  Paket B | 43  groups | 30  groups | 43  groups |
| 5 | Tutor  Paket B | 215 members | 150 groups | 215  members |
| 6 | Kejar  Paket C | 16  groups | 16  groups | 30  groups |

Source : RPJMD Kabupaten Bandung Barat 2013-2018

In supporting pre school education, Department of Education and Sports increase education operational ECE (Early Childhood Education) or called PAUD by give them representative supplementary educative equipments. In addition, to support education nine years compulsory program and 12 year compulsory program initiation particularly in acquiring class rooms should be done revitalizing building or education facilities and infrastructure for primary school, junior high school and senior high school levels. However, the last program can be implemented in ngamprah and Lembang only due to lack of transportation to school location.

Comprehensively, the policy implementation in education through nine year compulsory basic education in KBB is considered achieve the target. This can be seen from HDI in general indicating the result of the regional autonomy policy in education has been risen from year to year 83,11 in 2008 , 83,18 in 2009, 84,08 in 2010 , 85,06 in 2011 and in 2012 reached 85,52 ( Statistic Center of KBB, 2012 ) .

Based on the division classification on UNDP, HDI of KBB in the last four years especially in education is in the upper level category. However, the increase of the HDI does not mean that the development in education in KBB is succeed considering the education level of the population in KBB in 2013 is dominated by graduates of primary school ( 44,32 % ), meanwhile the number of higher education graduate is still relatively low, 3.15 %. (Statistic Center of KBB: 2013 ). This can be seen in the table and picture below:

**Tabel 2**

**The Rates of Population Education Level Over 10 Years Old Gender-Based in KBB in 2012**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| NO | Level | Male | Female | Male and Female |
| 1 | 2 | 3 | 4 | 5 |
| 1. | <Pre School | 14,12 | 17,77 | 15,90 |
| 2. | Primary School | 42,81 | 45,90 | 44,32 |
| 3. | Secondary School | 22,00 | 20,39 | 21,21 |
| 4. | Senior High School | 17,53 | 13,21 | 15,41 |
| 5. | Higher Education | 3,54 | 2,74 | 3,15 |
|  | Kab. Bandung Barat | 100 | 100 | 100 |

Source : RPJMD Kabupaten Bandung Barat 2013-2018

**Gambar 4.3**

**The Rates of Over 10 Years Old and Owned Highest Qualifications Persentasi**

Source: Ekspose LKPJ AMJ 2013

The data above told us that education equity in KBB especially nine year basic education compulsory program has yet to be reached and indicate that human resources in KBB is still low, primary school graduate is still dominated. In 2011, primary school graduate was more than 2009 and 2010, but in 2012 it was less. This indicates that free education expenses in accordance with the mandate on Peraturan Pemerintah No 48/2008 on Administering Basic Education for free does not necessarily interesting the community to consciously send their children to school on basic education level.

Literacy Rates (LR) in KBB has increased from year to year from 2008 to 2012 in the score of 98,41 % and this contribute to the high status the education index in KBB, However, Kecamatan Rongga is under 95% (94,86 % ). This sub-district should become a priority in this issue.

The length of school rates status (RLS) of the population in KBB is classified to low middle level, that is only reached 8.00 in 2008, and 8,96 in 2012. It means that the resident who go to study is at the same level with grade 2 junior high school and there are still many students who dropped out from school especially at secondary level. The government should give more attention to Kecamatan Rongga, Saguling, Cipongkor, Gununghalu, Sindang kerta, Parongpong, Cisarua, Cipatat, Cipeundeuy and Cikalong Wetan because their RLS are still under district RLS (8,96). Based on the data, all stakeholders in KBB should do an extra work in order to suppress school dropout rates in KBB by improving public awareness such as the preparations in increasing the role of board or the school committee to overcome various problem among students, teachers and schools, then provide education facilities equity in all sub-districts and do some approach as an effort to establish an awareness to the community about the importance of to higher education in order to improve the quality of life of the community as can be seen in figure and table below :

**Figure 4.4**

**The Graph of Literacy Level (LL/%)** **and The Average Length of School in 2008-2012**

*Source: Statistic Center of KBB*

**Tabel 3**

**Literacy Level (LL) and the Average Length of School in KBB**

| **No** | **Indicators** | **2008** | **2009** | **2010** | **2011** | **2012** |
| --- | --- | --- | --- | --- | --- | --- |
| 1 | Literacy Level (LL/%) | 98.00 | 98.01 | 98.32 | 98.35 | 98.41 |
| 2 | The Average Length of School (ALS/year) | 8.00 | 8.03 | 8.34 | 8.77 | 8.96 |

Source: Ekspose LKPJ AMJ 2013

The indicator achievement of the implementation of other education directly influencing on the RLS achievement is public participation in education, the condition in 2008 -2013 can be seen in the following table:

**Tabel 4**

**The Achievement of Gross Participation Score (GPS) and Net Participation Score (NPS)**

| **No** | **Indicator** | **2008** | **2009** | **2010** | **2011** | **2012** |
| --- | --- | --- | --- | --- | --- | --- |
| 1 | (NPS/year) |  |  |  |  |  |
|  | - Primary School | 90.29 | 92.37 | 91.23 | 92.47 | 91.88 |
|  | - Secondary School | 67.29 | 70.53 | 70.99 | 72.41 | 72.84 |
|  | -   High School | 30.18 | 29.98 | 35.10 | 35.91 | 36.37 |
| 2 | (GPS/year) |  |  |  |  |  |
|  | -  Primary School | 99.82 | 100.90 | 100.88 | 101.33 | 101.56 |
|  | -  Secondary School | 83.08 | 85.64 | 91.83 | 92.98 | 93.76 |
|  | -   High School | 41.52 | 38.23 | 35.43 | 44.49 | 46.29 |

Source: Ekspose LKPJ AMJ 2013

The Gross Participation Score (GPS) indicates in general on the number of children achieving education at a certain level without any attention to the age of students. GPS for a level of education can achieve a value more than 100 percent, for some students who are in school age limit either younger or older (less than seven years old or more than 12 years old). The table 4 shows that GPS for Primary School in 2009, 2010, 2011 and 2012 in KBB more than 100 percent. It might many parents in KBB send their children to the elementary school at the age of 5-6 years old, on the other hand in rural areas a lot of children above 12 years old are still study at primary school.

The proportion of school age level at certain group in accordance with their age showed by Net Participation Score (NPS). NPS is always lower than GPS for NPS numerator is smaller GPS numerator while the divider is the same. NPS age restrict student in accordance with school age and the level of education so that the score is smaller. NPS which almost achieve the value of 100 shows that nearly all the inhabitants going to school in their age. In 2012, NPS in KBB is 91,88 %, it means that 91,88 percent of the population in primary school age go to school on time and in accordance with their education level. The size of the percentage of primary school in KBB deal with how intense the education compulsory program implemented in KBB.

Data on GPS and NPS in KBB is in line with data on percentage level of education and highest owned certificate. Those who have primary school qualification primary school dominated compared to those who have junior and senior high schools, and higher education qualifications. This is a quite big job for the local government of KBB to improve human resources in KBB to be better. Therefore, it is necessary to examine some factors affecting regional autonomy policy of education sector in KBB based on Grindle (1980: 25) consisting of the contents and policy context .

**4.2 Influencing Factors of Regional Autonomy Policy in KBB**

**4.2.1 *Content of Policy***

**a) I*nterests affected***

Implementation for the education sector still hampered by lack of resources educator especially for resources or educators for remote areas which located at the south KBB , one of the causes is the number of different purposes at the decision makers the central level in the basic education especially with regard to resources supply educator .

Job description of KBB is conducted to carry out the tasks and functions, yet cooperation, coordination, involvement and participation of people as the largest stakeholders is weak, they are less involved not only as an object development but also as subject in development as Moeljarto (2002: 162 ) said that “the success of a development program policy pertaining the implementation of public dependent on public participation itself because they will no longer as the object but as the subject of development .

In addition, the interest of elite and some group of people causing the content of policy is not fully support the implementation of public education in KBB.

Based on the research it is necessary that the local government to reduce the interests of elite in dominating programs, even they must be able to stimulate, to support community participation in development in order to support the implementation of regional autonomy policy as they know more what they need. Brian W .Hogwood and Lewis a .Gunn in Nugroho (2009: 507): one of the requirements to implement a policy is how much a correlation causality occurred. The assumption of the less for -- due to correlation, the higher the results of the policy could be achieved. In this regard, the less the interest or program with top-down line the easier regional autonomy policy in KBB to be effective implemented.

According to Hogwood and Gunn, and Warwick (979: 38) in point (1) and point (3) stated as the following:

that in implementation phase there are various influential power as stimulant factor to facilitate its implementation: (1) a political commitment in the real situation especially government leader commitment, ....................( 3 ) commitment of those who are responsible for implementator.

Of Warwick opinion (1979: 38) when associated with the implementation of regional autonomy policy in KBB that fully elite interests and tend to impede in implementing the policy can be driving factors for the implementation of the policy if there was a political commitment of the stakeholders in supporting regional autonomy policy especially in education sector to speed up the formation of the purpose of the policies in KBB.

1. ***Type of benefit***

Based on the results of observation and the interviews conducted by the writer, the benefit felt by the community of KBB as a result the implementation of regional autonomy in education sector is quite significant, this can be seen from the target already been achieved, although the local government still have to improve or adjust the conditions in the field.

Grindle ( 1980: 8 ) stated that the policies providing an actual benefit to many actor are preferred easy implemented than those which is ineffectual. Especially if these programs relates to the fulfillment of the basic needs such as education, then the benefits and the deficiency felt by the stakeholders of the result of the implementation of development will be an input for the government and people in doing various improvements, innovation on doing development and to realize sustainable development.

In order to increase the benefits of the program conducted for the community of KBB, it is required good plan and suitable approach in each sub-distric in KBB. It would be an input for the implementation of the program be held in the future and minimizing the lack of the program that has been carried out, as well as increasing the support of policy. Hence, it is necessary a participative planning accommodating the needs of the people by doing planning development discussion (musrenbang) from neighborhood level up to regency level. All potensial resources is used to oversee the use of broader so that the benefit of a policy felt by the community and reflections that are permitted effective a policy can be seen from usefulness or the benefit that was felt by the community that could eventually realize the purpose of the implementation of the policy itself as Grindle said ( 1980: 6 ): *“....... task of implementation is to establish a link that allows the goals of public policies to be realized as outcomes of govermental activity”.*

The implementation of the participatory planning in order to accommodate community aspirations in the implementation of regional autonomy policy in education sector in KBB is equal to Ndraha ( 1990: 104 ).

He said that in moving improvement of the conditions and the life quality of society, then participatory planning to do with effort: ( 1 ) the plan must be adjusted to the needs of people, ( 2 ) will be stimulation of the community serving in the emergence answers (response) , and ( 3 ) motivate the community to excite behavior.

In carrying out all program in KBB, the local government should treat the community as a partner, it means that the community as active as the subject in the development, not only as the acceptance but also as participant in the process of planning, the implementation or evaluation. Then the procces from input turn into output, it will be more felt by the community. This is in line to opinions Munandar (2011:5), who claimed that: in participatory planning, a society should be considered as a partner in the planning who play a part as well as actively both in terms of the establihing the plan and the implementation, because they are the largest stakeholders in the preparation of a product plan.

Conyers (1991: 154-155 ) said the main reason the need participatory planning in development is : public participation is a tool in order to get information on the needs and the attitude of the local community which without these all, the development programs will not run well , ................... Moreover, the local government of KBB must do the approach adapted to the local characteristic, culture or habit as the community of KBB is more conservative than those who is moderate. The local government of KBB must be able to uncover various resources of each characteristics, particularly the conservative one in order to apply these approaches both formally and informally to dig the sources of community by making a good relationship with the leaders to make the program run well.

1. **Event of change envisioned**

HDI in education has increased from year to year for supported by the implementation of the nine years compulsory program in the community, but the dropout rates in general in KBB is still high. It is because they do not continue their school (dropouts) and based in Fatah (2012: 154), there are still people who are illiterate from the age over 10 years old. The economy factors is one reason of this matter. They have to help their parents in fulfill the need of life.

Based on the case, it needs time and process allowing children in school age to study without disrupting by economic need of their family as the KBB budget. However, this process have a challenge on facilitates and infrastructures like land acquisition to build on.

Grindle (1980: 9), said that: ..... the long term policies will be harder implemented than those short term. The urgency of change expected by public and the success of a policy implementation can be considered successful if the level change in the community to be achieved. Hence, it is required to establish comprehensive regional development planning in elite, scientist, and the community, Hidayat (2014: 2):

“......The regional development planning process combine three different comprehensive approaches, they are political, technocratic, and participative approaches. This is different from the indirect election of indirect era that more technocratic and minimal public participation.

Wasistiono in Bappenas and UNDP (2008: 5), in the increase community welfare, any attention should be given for two important things, : first , of how government conduct it, second what is the impact in the community after segregation for a few years. When associated with of regional autonomy policy in education sector in KBB, the first thing related to how local government to carry out development policy as a basis , a manual and the development to optimize resource utilization owned by the government of KBB such as good human resources, good resources, and officials of public resources , the potential of natural resources , a source of funding , etc .

The second thing pertaining to benefits and the changes in the community of KBB both as maker and beneficiaries, and the change caused by the increase in community welfare in which one of them supported by the increase in human resources .The rate of change divided into two type, short-term and long-term changes.

The rate of short-term change usually associated to the construction of the physical material, while the rate of long-term change related to the construction of mental, spiritual or the characteristic of the community of KBB itself, for example amends mindset that also support in a change in attitude in the health sector such as always washing hands using soap, throw the garbage in the available place and not littering into rivers. By doing those habits, it could build the strong characteristic of the community who are accustomed to clean and healthy lifestyle.

1. **Site of Decision Making**

The apparatus of KBB are responsive enough in accommodating the aspirations of the community. They place good and enough educators in rural areas in sub-districts southern of KBB, has tried to proposed the number of teachers in KBB with undergraduate qualification requirements, eventhoug it has not been fulfilled yet for financial capacity in the local and in central government are limited and the base of the authority reference to SKB ( a joint decree) from 5 ministers, the ministry of national education , the ministry of religious affairs , home affairs ministry, ministry of state apparatus empowerment and the ministry of finance.

Can be concluded that although there was no problem with the decision-making but time or age of governance or age of decision making is new, then the implementation of a policy in this case autonomy region policy cannot be implemented in an optimum manner because in overcoming the problem it is not fully to be supported by a device bylaw as law enforcement for operation in the field. Hence, it is required some extra work of the decision makers in KBB both the local governments and the council **to immediately do some improvements in aspirational and accommodating legislation especially in education sector as local government efforts in regulating and monitoring the way development and public service delivered and as guidelines for all stakeholders do their role in the development.**

When the local government issues policy products in order to implement the public functions, they should give priority to the crucial problems in the community particularly in education sector to avoid bad impact on the running development and to minimize disruption of public services, considering decentralization with regional autonomy at district level causing the authorities or job of local government and public functions implemented by local governments is much more as Wasistiono ( 2010: 3: ) said :

Indonesia is actually not only do the big bang decentralization, but also implement decentralization revolution, because **Indonesia is transferring the authorities and responsibilities of public functions from central government to local government in a very wide and very high speed change dimensions.** UU no 23 of 2014 on local government followed through PP no. 38 of 2007 on the administrative matters transferring from central government to local government both in provincial and district/municipality level.

Site of decision making being conducted with the framework of regional autonomy policy in education sector in KBB is supposed to deal with the model of policy according to Walter kicker , Erik- Hans Klijn , and Joop Koppenjan in Nugroho ( 2009: 515 ) , called with a networks model:

This model understand that the process of the implementation of policies is a complex processes of interaction among a large number of actor who been in a network independent actors. **Interactions among them will determine how the implementation must be implemented, what problems that should be prioritized, and diskresi-diskresi expected becomes an important part within.**

Based on the model when it is associated with site of decision making in this case the local government for the implementation of regional autonomy policy in education sector in KBB must **make a policy makers as the independent actors to innovate or do creativity and privacy in conducting authorities transferred from the central government to the local government of KBB** in overcoming various problems in the community that cannot be separated from the rules or legislation that implemented and adapted to the situation, conditions, characteristic and the need of the community by doing approach and an appropriate way then the problems can be minimized and even can be utilized as a factor driving in an effort to create the purpose of regional autonomy policy in education sector in KBB .

1. **Program Implementors**

Policy Implementation Executives in education sector are SKPD Dinas Pendidikan, Pemuda, dan Olahraga, Kantor Perpustakaan dan Arsip Daerah/Kantor Perpustakaan dan Data Elektronik (2008). Other than that Disdikpora of KBB is also assisted by UPTD (Unit Pelaksana Teknik Dinas) TK/SD dan PNF (Pendidikan Non Formal) which main duties are to conduct, control, reporting programs of Formal Educations TK/SD and Non Formal Educations also technical functional areas of education according to Central and Local Government Policy at each working areas, also education implementations directly conducted by educators start off level SD, SMP, and SMU also schools that equivalent with those school levels also supported by Board of Education (Dewan Pendidikan) or School Committee whose in charge to bridge relationship between students, parents, and school.

Whereas KBB still young seen from it’s age in government implementations, the competence of policy implementors/educator resources that has been spread to all districts in KBB are still not sufficed both in quantity and quality, as for the efforts that has been done to minimize the insufficiency in quality of educator resources are to raise their competence by giving out scholarships for those whom continue their formal studies (S-1, S-2) also conducting technical guidance and workshops collaborating with Province Level Board of Education (Dinas Pendidikan Tingkat Provinsi) and National Ministry of Education (Kementrian Pendidikan Nasional). Whilst the government efforts to minimize the insufficiency in quantity of educator resources are by holding assignation of honorary teachers also in raising the effectiveness in program implementations, the government of KBB always coordinating, consults, and evaluates the policy program implementations conducted by holding coordination meetings (rakor) which attended by related SKPD every 3 (three) months.

According the above illustration seems that Program Implementors are quite supporting as there is true motivation, willpower, and commitment to realize the purpose of regional autonomy policy in KBB, this is matched the opinion expressed by Grindle (1980:10) which states that: “a decision making in an ongoing process of policy formulation indicates the actors responsible in conducting various program, and those decisions will affect on how the policy interpreted”.

This is also in line with the 7th and 8th requirements in conducting Hogwood and Gunn’s model of policy implementation in Nugroho (2009:508) as for the 7th requirements are as follows: “deep understanding and agreement towards the purpose”. In order to reduce the lack of program implementors both in quantity and quality, the government of KBB should improve deeper understanding for program implementors in KBB, by making various apparatus skills improvement both through in education and training in structural way as well as education and training in functional way like technical guidance for apparatus in charge as “front office liner” in public service specially in education sector, so that besides more deeply understanding their existence as a program implementor who has a big role in implementation of regional autonomy policy in KBB also willing to be placed/assigned in any regions specially villages and remote areas in KBB, the other step is that the program implementors whose spread in various regions in KBB whether in villages, urban areas, and remote areas should be able to make program priority scales or any activity that will be conducted at those various area adapted to the public needs and situation-condition on the field, this is in line with the 8th requirements in conducting Hogwood and Gunn’s model of policy implementation in Nugroho (2009:508) as follows: “detailed tasks placed in the right order”. By making priorities then the output and outcome both for local government and citizens of KBB will be easier realized since there are clear and measured aim and targets.

1. **Resources Committed**

According to research result that existing resources yet fully supports the implementation of regional autonomy policy sector education in KBB specifically from it’s human resources (SDM) namely apparatus that adequate both in number and competence, limited budget, beside that also facilities and infrastructure are yet fully support the implementation of regional autonomy policy sector education in KBB since before the public infrastructure built, the government of KBB are still fixing the facilities and infrastructure at the internal government itselves, though there are plans in fulfilling the infrastructure development for the public that shall be adjusted to the local financial capacity.

That research result did not meet the opinion of Grindle (1980:9) that policy implementation will always get supports from many stakeholders specially the political elite and has wider access to acquire resources. The fact in KBB that the implementation of regional autonomy policy sector education in KBB are yet to realize the purpose of the implementation of regional autonomy policy in KBB because besides the facilities and infrastruture or area infrastructure, human resources specially both in quantity and quality has still inadequate, therefore **stimulation provided steps** are necessary to generate public participation and given more space and wider open by developing a good and more intense coordination with the stakeholders in the implementation of regional autonomy policy sector education which are the private sector, communities, and colleges element (public private partnership).

In order to minimize those insufficiency requires the participation from the whole society elements, this is matched the *Governance theory* expressed by Kooiman in Sedarmayanti (2009:273), that the development and government practice not only done by the government but also involving three other domains that is the private sector and society so that it intertwined partnership and egalitarian/equal cooperation and democratic between government, private, and communities where the government no more become the main actor of the development, financial support, and the largest beneficiary and services implementation or some specific government fuctions, the service implementors or government functions will not be dominated by only one (government) side, but also done together by government, private, and communities so that many odds like limitation in government resources both in financial, human resource, assets, or management skills shall be overcome altogether.

In line with the opinion expressed by Edwards III (1980:148), about *Resources Committed* which affecting policy implementation as follows: (a) Resources: the existing resources includes: Natural Resources and Human Resources (society) which happens to be in related area, (b) Apparatus in relatively enough number and has the expertise and skills to implements policy, (c) Sufficed and relevant informations for the needs of implementation, (d) Environment supports, (e) Authority owned by implementors to implements policy.

When associated with *Resources Committed* in regional autonomy policy sector education in KBB then the local government have yet been optimizing the whole resources as is written in the opinion of Edward III (1980:148) among others are the human resources or the government apparatus since by quality and quantity they are still scarce so in order to reduce/minimize that insufficiency, the government of KBB always coordinate and communicate both in coordination meetings forum or by going directly to the field as an accomplishment to various problems in accordance with the basic tasks and functions of each.

As for the relevant informations and environment supports for the implementation of regional autonomy policy enough to support where the government of KBB, which is part of other regencies/cities in West Java quite active making coordination, consultation and cooperation either with local government districts/cities in West Java as well as with the provincial government, so in addition of getting moral support they also get material support both from central government and from the provincial government, the allocation of funds from the central government in the form of funds balance as General Allocation Fund (DAU), Special Allocation Fund (DAK) and revenue-sharing, other than that the provincial government of West Java also contribute to the implementation of the financing on some part in the implementation of development in KBB in particularly education sector., this is in accordance with the opinion of Wasistiono (2010:3)

According to the principle *"****Money Follow Function****"*, handing the affairs followed by the provision of financial resources through a financial balancing mechanism as stipulated in UU No. 33 of 2004 on Financial Balance between Central and Local Provincial Government and District/City Government.

With the principle *"money follow function"* happens proportionality source of funds owned by regional government and sources of funds owned by the central government and regional development is expected to be more equitable and fair especially in the education sector. Furthermore in using the authority or business implementation owned by local governments, **Local Government of KBB in addition to increase its role and responsibility in public functions must also be firm in carrying out or enforcing local regulations as a legal protection in the implementation of development** considering in order to improve and equitable development in KBB which susceptible to various irregularities or errors in both the physical development and the administrative services to the community.

**4.2.2 Context of Policy**

**a) Power, interests, and strategies of actor involved**

Power, interests, and strategies of actor involved face many obstacles due to the limitations of power, authority, funding, and across administrative areas as well as the many different interests of the actors involved and the presence of the weaknesses of the various strategies adopted by the stakeholders.

That situation is very related to the implementation of the regional autonomy policy sector education in KBB, where the various necessary strategies or policy measures more priority given in terms of percentage of education level, based on the results of Regional Economic Social Survey (SUSEDA) in 2012, there was an increasing number of people whom educations were not accomplished from primary school and the one graduated from junior high school, while there was a decline in the percentage level of education of the population that graduated from high school and college, and there is one district that achievement AMH (literacy rate) that below 95 percent, namely, District (*Kecamatan*) Rongga (94.86%). This district needs to be a priority in a more intensive treatment to increase the literacy rate. So that the policy implementors besides **should have** policy measures in prior order **in the problems handling in education also stimulate companies spread across the KBB to perform activities related to its social purposes or CSR (Corporate Social Responsibility)** particularly in educational environmental awareness and people residing in the vicinity of the company.

In line with the above description that the factors of power, interests, and strategies of the actors involved greatly affect the successful implementation of the policy, This is in accordance with the opinion of Grindle (1980:10), which states that:

“..............Implementation is an ongoing process of decision-making involving many actors. In the process of the administration of the program given the many actors who requested participation to make choices on the allocation of public resources and more able to influence the decision-making”.

Referring to Grindle’s opinion, to minimize those various shortcomings needs effort **by doing coordination, synergy, and cooperation not only internal government of KBB itself** but also requires coordination, cooperation, and assistance **externally outside the government of KBB** both with other Regency/City Government who has interests and the Provincial Government of West Java and the Central Government.

In line with Grindle’s opinion about the powers, interests, and strategies of the actors involved is the opinion of Daniel Mazmanian and Paul A. Sabatier in Nugroho (2009:505) called *the Framework for Implementation Analysis* model that is about "variable outside policies that influence the process of implementation related to the indicators of socio-economic conditions and technology, public support, attitudes, and constituent resources, support of higher authorities and the commitment of the leadership qualities from the enforcement officials". Associated with the implementation of the regional autonomy policy in KBB that the environment outside the policy greatly affect the implementation of policy implementation in education sector this is because the KBB is an organization or group of people which is one of the sub-system among others below a system contained in the larger sub-system that is the Government or the Province of West Java and the larger system again that is the State of Indonesia, resulting in the implementation of development plans that will be implemented, the support of resources both human resources, budget, infrastructure, and other support resources should be quicker to adjust to the dynamic growth outside the policy.

In order for the implementation of these policies can be implemented properly and no counter of interests that could hamper the implementation of the regional autonomy policy in education in the KBB, required agreement among stakeholders including the strategies of the actors or stakeholders involved in the development planning and execution must also be more capable or meet the standards or established procedures and mature, responsible, or more aspirational in meeting the needs of society, and to meet the criteria to be more accountable in terms of both the budget and the use of discretionary powers in the implementation of the program.

**b) Institution and Regime Characteristics**

Institution and regime characteristics are not yet fully supported by the ideal characteristics of institutions and authorities, whereas the authority usage of the **character of the institution and authorities with wider power level is time-consuming and bureaucratic procedures are quite long (the Provincial Government of West Java and Central Government) so that the implementation of the policy is not yet optimal**.

In the implementation of regional autonomy policy particularly on development priorities of education sector doing operationalization in education in accordance with the basic tasks of each SKPD namely the Department of Education and Sports KBB, but due to various constraints especially in terms of budget and human resources (teachers), education problems in KBB not just a question of the government of KBB, but also involves the Provincial Government of West Java and Central Government, as in case of the filing of educational personnel stationed in villages or in remote areas, although the KBB has filed the needs of educators but charging formations vacant in the area depends on the provincial government's proposal and formations that have been determined by the central government, so that shortage of competent personnel in education for scattered areas in the districts located in south area because it is constrained by the policy of the upper level of government and the central government.

Based on the opinion of Donald Van Meter and Carl Van Horn in Agustino (2006:161) states that: "one of the variables that influence public policy is the characteristic of the executing agency/implementer". Associated with the characteristics of program implementer in implementing the regional autonomy policy in education in KBB is that the implementation of the activity or program to run successfully, the program implementers must have the support from the above elite-level policy, from the policy implementers lower levels as well as the support of the community as a subject of development as well as beneficiaries of development, therefore it is necessary **to increase the ability or skills of the program implementers to represent the plan and implementation of activities so that ensure stakeholders in the implementation of the regional autonomy policy in KBB as a program that is truly aspirational and accommodating to the needs of society** which should be realized with the support of various resources, especially financial resources or budget as a raw material in the operational program in the field.

Based on these descriptions can be assumed that the program implementors are the leader for adopting the program or assigned to them, so that the program implementors must have the ability or leadership skills of government. This is in accordance with the opinion of Wasistiono (2010:8), that:

There are three (3) variables for selecting government leaders so as to run leadership well, one of which is: Compatibility, is a picture of the ability of government leaders to conform with the policies coming from the government system level it and the ability to accommodate the demands of subsystem-level government under it and from the followers.

Referring to the opinion Wasistiono (2010:8) such that the program managers in the implementation of the regional autonomy policy in education in KBB, the implementor must have the ability compatibility, meaning that the program implementors should be able to get the support of the political elite in KBB both at parliament and the leadership ranks of the region, and the ability to accommodate the demands of subsystem-level government under it means that the program implementors can continue or transfer policies must be implemented to government organizations lower level and can accommodate the demands, aspirations and needs of the people quickly and accurately in accordance with the program plan which will be implemented.

**c) Compliance and responsiveness**

There are differences in the implementors capacity and competence in the implementation of the regional autonomy policy in education in KBB, this is one aspect that makes the implementation of this policy has not been optimal, other aspects that influence adherence and responsiveness executor is the lack of reward for executors whom has been doing their job and exceeds the organization expectation, such as granting allowances earnings improvement adapted to the workload of the implementor.

Another thing that influence the adherence and responsiveness executor is the lack of provision of strict sanctions to the performer who violate the rules or do not carry out duties in accordance with the duties and functions of each so that it creates "jealousy" or effect the apathy of the implementing other because the which is not in accordance with the main task function is treated the same as the obedient executor of both the employer and the applicable regulations.

In the implementation of regional autonomy, particularly the field of education, the implementor SKPD with skill and artistic ability influence cannot be optimal to convince the Government of West Java Province and the central government of the importance of meeting the needs of human resources (HR), especially educators (teacher), the urgency for development of infrastructure , infrastructure in regions which are in West Bandung district south to boost the improvement of the quality of human resources and supporting the development of more equitable, so that the operational program has not been able to do community service optimally in accordance with the duties and functions of each, but compliance and responsible attitude of the implementor in SKPD especially teachers very well even with the resources "roughing" both material / fees, facilities and infrastructure, the educators are doing their duties with full responsibility and loyalty to the progress of their students and because of the limited number of educators who sometimes double or duplicate jobs / tasks.

Compliance and responsiveness do not yet have a way of completion and the optimal response in the answer or meet the needs of the community, so that the necessary strategic internal services organization to the program implementors, especially in giving reward and punishment, the internalization of values spiritual, empathy, insight, understanding, and equalization paradigm and perception environmental policy implementation in serving the community so that the policy implementers have the power of creativity and innovation high, or breakthroughs, commitment and approaches that are tailored to the character of the local community in respond and settle the problems and meeting the needs of society, as well as the implementation of the service is done with sincerity because it makes the public service is a worship.

The opinions expressed by Van Meter and Van Horn in Agustino (2006:161) that is about one of the variables that influence public policy is the tendency (disposition) of the implementing/implementor. Relating to the implementation of the regional autonomy policy in KBB that the implementor of the program must adhere to many rules and fulfill the tasks that have been determined well within the scope of the internal organization itself as well as in their duties to serve the needs of the community for services performed optimally and meet the criteria of prime services (service of excellence) is the realization of customer satisfaction in this regard is the satisfaction of the people, also in line with the opinion of Rahmayanti (2010:22) on excellent service (service of excellence), such as "... the public service must meet the criteria of very good service and exceed customer expectations, ..... services with high quality standards and always keep abreast of customer needs, ......

In order to meet the concept of excellent service is the implementor of the program should focus on the achievement of the task and the exclusion of various internal factors or personal interest while performing public service so that the service could be all out and in accordance with established procedures. In addition implementor program shall have responsibility or responsiveness quick and appropriate to the needs of the community so that community needs can be quickly fulfilled as well as the responsibility is high then the implementor of the program can get information and accurate data to meet the needs of society as well as useful for the evaluation of the program and the evaluation results will be input to the process of the implementation of future programs.

**5. CONCLUSION AND RECOMMENDATION**

Results of the implementation of the regional autonomy policy in education in KBB which is one indicator of the Human Development Index (*Indeks Pembangunan Manusia*), which consists of education, health and people's purchasing power showed an increase or an increase in the index from year to year. The development of IPM is not merely shows that the development in the field of education in KBB have been successful, in fact there are still many shortcomings in the field, because it still requires extra work from the local government because it has not effectively improve the welfare of society which is the goal of the policy implementation autonomy in KBB.

The concept suggested from the results of this research is to increase the role and cooperation of the various parties involved in good governance, namely government, private and community in education development planning to accommodate a variety of needs in the political process, the process of technocratic, participatory processes and process top down and bottom up by taking into account both the benefits and changes in the rate of change of short-term and long-term by doing the following strategies:

1. Increase the influential interests in the field of education, especially public, is necessary to stimulate community participation by socializing conducted periodically by local governments such as: counseling, seminars, Forum Group of Discussion (FGD).
2. In order for the rate of change in line with the desired expectations, the implementation of the program is done by taking into account the needs, expectations and situation of the condition of society (needs assessment) in a systematic planning and sustainable.
3. Addressing the problems arising from the location / position of decision-making, the need to immediately created a wide range of devices local regulations in the form of guidelines or guidelines operational, Standard Operating Procedure (SOP) are clear and complete and in accordance with priority handling or settlement of the problems that developed in field.
4. **In reducing the shortage implementor of the program both in terms of quantity and in terms of quality, the government of KBB should improve a deep understanding for the implementor program in KBB that is by doing various upgrades apparatus in the form of education and training** that are structural as well as education and training that is both functional.
5. Tackling the length of time and the procedures gradually from the use of the authority of institutions ruler (Institution and regime Characteristics) much broader authority, need to enhance the role of the actor governance others, namely the private sector, elements of the college and the community as a stakeholder greatest, so that the limitations of government and once the burden of government in terms of resources both in terms of budget, experts, etc. can be tackled, namely by the intensified utilization of CSR (Corporate Social Responsibility) from the private sector, NGO NGO (Non Government Organization) which is located around Bandung District west, especially in the field of education, in the form of teachers who are competent, help books or other school purposes for the people who are less able, help construction of school buildings, etc.
6. Increased compliance and responsiveness (compliance and responsiveness) needs to be done with the internal service organization (internal service organization) against the policy implementers by providing reward and punishment, the internalization of the values of the spiritual (spiritual cleansing), empathy, rewards and incentives (prizes, bonuses) to employees who excel, excursions, thus increasing the external service organization to the community (students).

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