

Educational Policy Strategy Under The Papua Special Autonomy Framework

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Abstract. An appropriate policy design is a crucial factor in improving the efficiency of education service. The design is influenced by the significant implementation of education strategies, to which the dimensions of organizational environment, organizational values, and organizational resources contribute. In the case of Jayapura Regency, the dimension that predominantly affects the education service efficiency is the organizational resources, whilst the organizational environment is the least influential. The small influence from the organizational environment results from a strong tendency to disregard the importance of politics, geography, demography, and the potential of natural resources as a dimension of the external environment. Moreover, the education service orientation and public needs accommodation are determined by the support from organizational values and resources.

Keywords: *Strategy, Implementation, Public Service, Education*

INTRODUCTION

It is now almost a decade after Law No. 21/2001 on special autonomy for the Papua Province was passed, and an observation of the law's implementation in a reflective and thorough manner is considered necessary. The observation in question is an important part of the evaluation on the development's success, which underlies the law's existence. From a developmental perspective, the law is considered as a solution to slow development during the New Order administration. Thus, in the spirit of partiality, empowerment, and security, New Papua is redesigned with an emphasis on education, health, popular economy, and infrastructures. Education, as one of the main priorities in the improvement of human resources in Papua, has brought forth various important progresses, both in quality and quantity.

Various developmental policies and programs are directed toward improving the capacity of public resources by means of education. This improvement is intended to enhance the public capability in the independent management of natural resources. Therefore, the government has prepared basic infrastructures and other equipments for education to fulfill the public's basic right to obtain a similar level of education. However, in the implementation, numerous aspects still require great attention. Frequent managerial biases result in maladministrative practices, and this is closely related to the feasibility of the policy strategy pattern for the development of education. The strategies applied in the education sector are yet to show favorable effects on quality improvement. The policy implementation has not taken

the EVR (Environment, Values, Resources) dimensions into full consideration. Public attention is mostly directed toward the inadequate condition of infrastructures and facilities, the teachers' welfare, accessibility, and other supporting programs for education. Neither are government policies highly responsive to suggestions to participatory educational improvement programs.

In the Jayapura Regency, the Papuan special autonomy encourages the responsive strategy of the education development policy, taking into account the self-worth and dignity of Papuans in the regency. The purpose is to encourage the Jayapura regency government to balance the authorities of special autonomy with the content of Law No. 20/2003 on the National Education System, as well as achieving the Millennium Development Goals (MDGs) targets in education. By 2015, all children at the age of 15 (boys, girls, minority children and economically disadvantaged children) will have access to quality basic education. Thus, the priorities in education are in accordance with the national education development goals, accomplished through various education policies and programs. As a priority, quality education policy strategies and development programs are comprehensively and systematically designed, and supported with sufficient funding. Value-added funding as a direct implication of special autonomy is an opportunity which must be used wisely, as encouraged by the Jayapura Regency government's vision: presenting an intelligent local community based on its sociocultural wisdom.

However, the Jayapura Regency government is yet to finalize a reformed education service system as a measure to improve the quality of the educational process and

products. Public service functions within the EVR framework need to be reinforced, including the standardization of minimum services in relevance to the national education standards. These include the standards of content, process, graduate competence, teachers and educational officers, infrastructures and facilities, management, funding, and assessment on education. In addition, it is required to have an effective control strategy, performance-based educational quality control, harmonization and coordination based on the tasks, functions, authorities, and responsibilities of each Local Apparatus Working Unit (SKPD), educational partner and units, and the general public. Nevertheless, a number of recently emerging facts have not been fully integrated into policies and programmes. For instance, public demands for education continue to increase, requiring a commitment from the government to accommodate these aspirations, whereas the education development program/project funding allocation is not yet fully in favor of supportive policies that empower the public, including native Papuas.

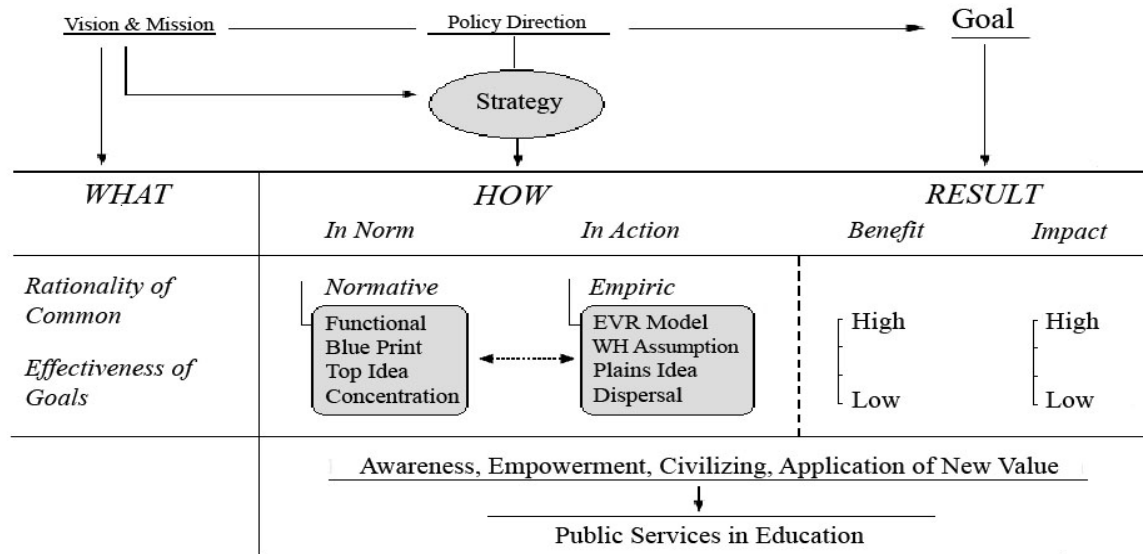
The education strategy model design and its implementation processes have not yet reflected a full and satisfactory comprehensiveness. In general, there are process shortcuts which result in the loss of several vital aspects required to guarantee the precision of public service orientation in education and accommodation of public needs. As such, alternate strategic implementation factors to improve the efficiency of education service in the Jayapura Regency have to be taken into consideration. Wheelen and Hunger (1986: 67) stated that 'appropriate formulation strategy with an inferior implementation will hinder the accomplishment of objectives; inappropriate strategy formulation with a well-organized implementation could either advance an inadequate strategy or accelerate failure; inappropriate formulation and inferior implementation leads to total failure.' In regard to this, in implementing an education management model which is coherent and relevant to the future and real needs of the public, it is deemed imperative to question the effects of the education policy implementation on the efficiency of education service in the Jayapura Regency, Papua.

Within the management strategy development framework, a condition with several prerequisites is required, as well as an intense awareness of the environmental power and knowledge of the methods of change. To achieve that end, the following are required: an appreciation of potential opportunities and challenges in the future; decisions on products and services that are properly tailored to meet market needs; a more effective resources management to develop the quality of education, further access to education, and educational opportunities; and an appreciation of strategic institutional resources. In this context,

Davies (2000) offers a deeper understanding on the nature and objective of strategies to executives as decision makers, discussing strategy-related terminologies (both the concepts and principles), and demonstrating the terminologies in practice. Strategies also consist of policies and resources. The cause and effect relations among the elements of an effective strategy need to be detailed. Nigro and Nigro (1980), on the other hand, suggest ecological factors, such as population changes, advances in physical technology, advances in social inventions, and ideological environment. As such, the strategic dimension of an organizational environment becomes vital due to competitions.

In their study, Staughton et al. (1992) conclude that strategies must meet organizational needs, be accepted by its members, and be able to stimulate change. To achieve this, attention needs to be given not only to the aims and strategic frame of the organization, but also to the process by which the strategy is formulated, implemented, and adjusted. Basically this process undergoes a set of cycles in response to a series of conditional changes. Education and training are crucial to this process. The following approach may be relevant to these issues: the education and training will be administered by analysts from outside the organization. The work unit thus formed is directed to achieve an end result capable of formulating, implementing, and reviewing its own strategies. Such a goal is attainable when the leaders assist in formulating the organization's strategies and provide guidance to the work unit in implementing the strategies and organizing the monitoring and review mechanism.

From the cultural perspective, it could be stated that the organizational culture consists of values, beliefs, and the attitudes of the members. A successful organizational culture is based on the ability to adjust, commit, be clear, and be firm or consistent. A consistent organizational culture is one that encourages each element to solve and be involved in overcoming every problem. Behavioral engineering and supplementation as well as the modification of organizational symbols are possible methods for the managers to alter the culture of the organization. In relation to the above, Osborne and Plastrik (2000) put forth a set of dimensions significant to organizational culture, that 'organizational culture is a set of behaviors, emotions, and psychological frameworks which are deeply internalized and shared by members of the organization. They exist both in physical and abstract forms, such as beliefs, ideas, expectations, and hopes, signaling the appropriate attitude and behavior as well as guidance on what should be done, how to feel and how to think.' Conversely, Thuhang Tran (2008) demonstrates that the types of innovation in an organization are affected by the learning culture and



Source : Thompson, 1997

Figure 1. Frame of Reference for the Education Strategy Implementation Analysis

perception to external threats (near and far). Effective innovation is impossible without an enhanced capability in learning from the environment; dissimilar learning within an organization may hinder innovation.

To guarantee the existence of an organization, the resource factor is of utmost importance. Nonetheless, limited resources require the correct management in order to maintain this existence. Therefore, an appropriate resource allocation is obligatory for the organization. David (2004) refers to resource allocation as ‘a central managerial activity which allows for strategy implementation.’ As such, organizational resources and capabilities are competitive factors to be used against rivals.

Simply put, the modern organizational resources that we need to pay attention to in organizational management are organizational resources, finances, personnel, work infrastructure and facilities, and work technology, which could be further detailed into the following indicators: structural adequacy and organizational fragmentation, coordination systems, control systems, financing capacity, financing sustainability, commitment levels, motivation, apparatus capacity and discipline, facility availability and inclusiveness, suitable work space, work technology support, technological mastery, and sufficient innovative ideas. Furthermore, Hurtado (2010) suggested that the combination of Bourdieuan key concepts are limited and occasionally misinterpreted. In general, the concept of ‘habitus’ is often quoted, but the collective implication is neither emphasized on nor related to social and power structures. There are heated debates concerning the analysis units of a strategy suitable in a practical context and the correlation between a strategy’s micro and macro

approaches.

To overcome obstacles in public service, a more suitable strategy implementation design is developed. It takes into account the E-V-R (Environment, Value, Resources) model, which is directed to accomplish predetermined educational vision and mission. Orientation shifts in the public service vision and mission have erased the ideal balance between corporate power and people concern. Community development dynamics lead to a higher awareness of the struggle to earn human rights, but this runs parallel to a shift in public values, from traditional values to material-oriented modern ones. Together, the abovementioned crucial dimensions obstruct the strategy designs aimed to improve the efficiency of education service, with different pressure escalations occurring at different times and at different places. Thus, it can be said that so far there has been no public service policy or strategy in the education sector which could be permanently maintained.

Figure 1 illustrates a frame of reference for the correlation of causal relations among education strategy implementation variables and the efficiency of education service, where the variable dimensions for the strategy implementation is based on a congruent EVR model developed by Thompson and on assumptions by Wheelen and Hunger. The construction of variables emerges from concept references and general theories on public policy implementation and its correlation with the education service efficiency improvement strategy.

As an independent variable, the education strategy implementation variable consists of the following dimensions: organizational values, resources, and environment;

education service dimensions, such as service orientation and the accommodation of public needs. These are set as dependent variables. Accordingly, the causality correlation mechanism taking place is: 1) the direct influence of the education strategy implementation's variable dimensions on the education service orientation; 2) the direct influence of the education strategy implementation's variable dimensions on the accommodation of public needs. Public service efficiency is approached by studying service standards and service practices, where the public service orientation's variable dimensions is explained through the examination of the following indicators: the conformity of mutual values, feasibility, clarity, and accuracy of service target. Meanwhile, the accommodation of public needs' variable dimension is studied via the public aspiration performance – public consultation and a variety of public needs fulfilment. Service efficiency is measured by taking into consideration the comparison between the desired educational vision and current mission, between the objective and desired goals.

The changes taking place thus far are found to cause negative effects to the bureaucracy in regard to their response to the education service improvements, as these changes are not well-anticipated. In turn, the governmental performance level became unstable due to the lack of preparation in anticipating such changes. The need for strategic formulation and implementation as well as an effective education policy under the autonomous system, for instance, has resulted in an additional burden for the educational bureaucracy in the midst of a community incapable of elevating its individual capacity in the education sector. This influence is based upon the argument that the educational bureaucracy's weak response to the public service demands can be strengthened by taking advantage of a problem-solving approach that is both relevant and coherent to a specific ecological factor. On the other hand, the government and the public are influenced by changes in the strategic environment, necessitating a reactive response toward a structure-function shift and an appropriate, proportional, and harmonic local government role.

A strategic consideration involves relevant organizational vision, mission, and objectives, but they are faced with environmental dynamics, values, and limited organizational resources. This is vital in guaranteeing the existence and continuity of the organization. On the other hand, the presence of an organization coheres with public life since, in the modern world, an organization could not exist separately from the public. In relevance to this, Thompson (1997) stated the urgency of several concepts on missions, objectives, strategies, and tactics. Meanwhile, Porter in Wheelen and Hunger (1995) stated that 'the reason why firms succeed or fail is perhaps the central question in

strategy.' Therefore, a policy is very influential in determining the existence of an organization; deciding on the right strategy becomes crucial.

Thompson (1997) added that, using the E-V-R model, the determinant factors of policy implementation could be elaborated on in terms of possibilities. In general, the Congruence E-V-R model shows that a strategy could be developed by taking into consideration three main components. The best combination of the components is believed to lead to the ideal design format and strategy action plan. In his further description of the model, Thompson develops four types of possible combinations of the main organizational components, classified according to their characteristics. First, the consciously incompetent organization: the organization neglects the importance of the resource factor. Second, the unconsciously competent organization: organizational values as a factor are not considered as part of the determinant factor. Third, strategic drift: the environmental factor does not become an important part of the organization's strategy. Fourth, the lost organization: the three aforementioned factors (environment, values, resources) do not correlate with each other. In such situations, it is possible for an organization to be harmonious at any given time, yet its products, services, and markets are located outside of the correct set of values. If the organization does not prioritize changes in strategy, structure, and style, including, almost certainly, leadership style, then its days are numbered. At this level, incongruence occurs because the three important aspects are neglected: the organizational environment, resources, and values. The relevance and coherence of strategic dimensions studies using the Thompsonian congruent model is fascinating to observe. The model elaborates on four possible configurations. First, if the organizational values are not considered as a determinant factor, the organizational competence would be disrupted. Second, an organization that disregards the importance of the resource factor will lack competence. Third, when environmental factors are not an imperative part of the organizational strategy, it will be difficult to devise the development strategy. Fourth, when the environmental, value, and resource factors are not correlated with each other, the organization is bound to go bankrupt and lose its meaning.

In order to provide quality education, its efficiency becomes a point of interest. This is related to the comparison between the expected target and realized goals. Efficiency as defined here is the balance between output and the desired outcome. Efficiency is assessed based on the feasible aims rather than the best outcome concept. Correspondingly, Stoner and Freeman (1992) put an emphasis on the aspects of efficiency based on the capability to determine the appropriate goals; an effective manager

is one who chooses the correct tasks. Drucker in Stoner and Freeman (1992), on the other hand, states that the manager's need to utilize every opportunity implies the importance of efficiency. The issue here is not how to do the job well, but how to find the correct job by focusing the resources and effort on it. In relation to developmental activities, efficiency reflects the capability to affect the outcome of a product. Accordingly, the efficiency of an endeavor inherently implies quantity and quality.

Public service in education thus far is part of the government's tasks and functions. An education bureaucracy, down to the lower government level, is in charge of the service. This, in turn, involves the roles of both administrative and political public institutions. Part of this endeavor, however, is privatized and managed by private holdings or non-governmental organizations under particular regulation systems. Accordingly, the education service is managed competitively by both the public and private sectors (accredited by the government). Therefore, the government has a major role in public service, both in directly managing the service and in facilitating or regulating it. Education service in this context puts an emphasis on service orientation and the accommodation of public needs, taking into consideration the educational vision, mission, objectives, and programs consisting of the following dimensions: conformity with mutual values, ease of service, simplicity, transparency and assurance, standards of service, public aspiration and consultantship, participation in education programs, diversity, and fulfillment of needs. Similar opinions state that public service includes the provision of products and services that meet public needs and expectations. In service provision, maximum effort is given to fulfill the customers' expectations and needs. This view is postulated by David (2005) in his discussion on customer orientation, that the appropriate vision and mission reflect customer anticipation, where the statement know your customer applies. This is because the main reason in developing the organization's vision and mission is to attract customers who would give meaning to the organization.

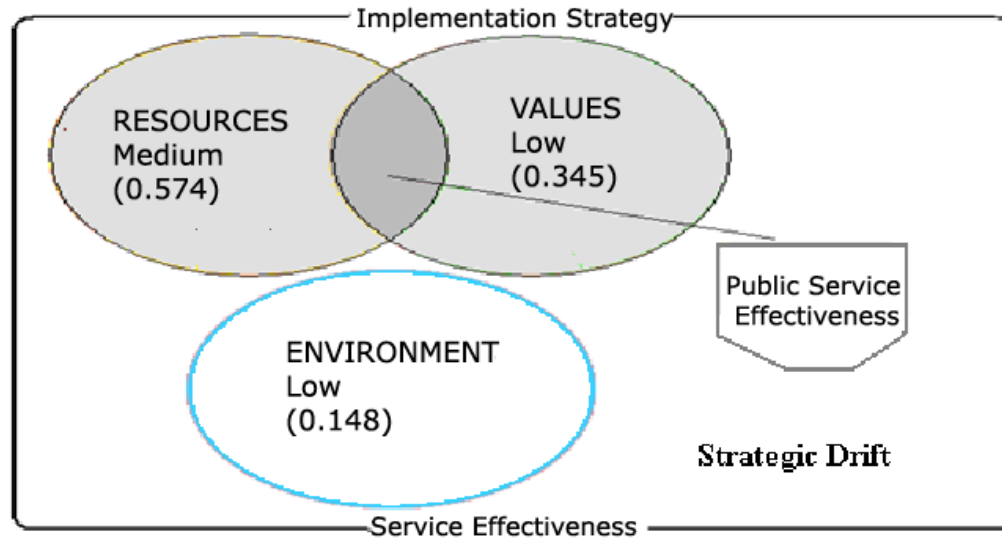
In accordance with the above views, public service in education encompasses two aspects: First, obligatory government activities to fulfill the right of the public, in order to improve the quality of human resources, both natural or learned. The rights and obligations are legalized in regulations founded on the educational vision and mission that have been mutually agreed upon. Second, services in the education sector are categorized as basic services organized by the government as part of its core functions. These services make the most of contributions from the private sector and other social organizations.

METHODOLOGY

The study is designed by combining the survey and qualitative description methods, which are made relevant with study aims in order to explain the causality among study variables (independent and dependent). The independent variable (X) is the cause of the effect phenomenon Education Strategy Implementation, which consists of the following variable dimensions: X1 - Organizational Environment, X2 - Organizational Values, and X3 - Organizational Resources. The dependent variable (Y) is an effect phenomenon resulting from the Education Service Efficiency, consisting of these variable dimensions: Y1 - Education Service Orientation, and Y2 - Accommodation of Public Needs in Education.

Survey sampling planning may consist of various choices taken from independent and dependent samples, where each sample is taken using distinct sampling techniques. For this study, the proportional sampling technique is used to obtain samples from characterized population fractions. Respondents are appointed as sample members using an ordinal method and sample member call numbers. Civil servant respondents are randomly selected from the lowest odd number on a repeated trimorous scale until a total of 128 respondents are obtained. The same method is used for public figures until a total of 10 respondents is reached. Public Figures are chosen from among Community Elders (from the Sentani, Namblong, and Joware tribes), religious notables from the Protestant and Muslim communities, women notables from IPAS (Ikatan Perempuan Asal Sentani) and IPII (Ikatan Perempuan Ifale Ipowry), and youth notables from IPMTM (Ikatan Pemuda dan Mahasiswa Tanah Merah), IMPAS (Ikatan Mahasiswa dan Pelajar Asal Sentani) and INAGRIMA (Ikatan Anak Negeri Griminawa).

Informants are purposely elected according to their capacity, knowledge and comprehension of the object studied, in order to firmly guarantee that the data and information obtained are accurate and relevant. The informants are high-ranking officials in the executive and legislative branches and Public Figures. Informants of the executive and legislative branches are chosen using the purposive technique and they consist of five persons: Vice-Regent of the Jayapura Regency, First Assistant of the Jayapura Regency Secretariat, Second Assistant of the Jayapura Regency Secretariat, Secretariat of the Jayapura Regency, and Head of Commission B on Public Welfare (including education) of the Regional House of Representatives of the Jayapura Regency. Public figure informants are elected using the snowball technique, which is intended to expand the preliminary data and information collection. The data and information are then traced to



Source : Yogi & Iksan, 2006

Figure 2. E-V-R Relevance Empirical Model on the Correlation Between the Education Strategy Implementation and Public Efficiency

other informants until comprehensive and integral data and information are collected. In this case, there are five public figure informants, elected from among community elders as well as religious, women, and youth notables.

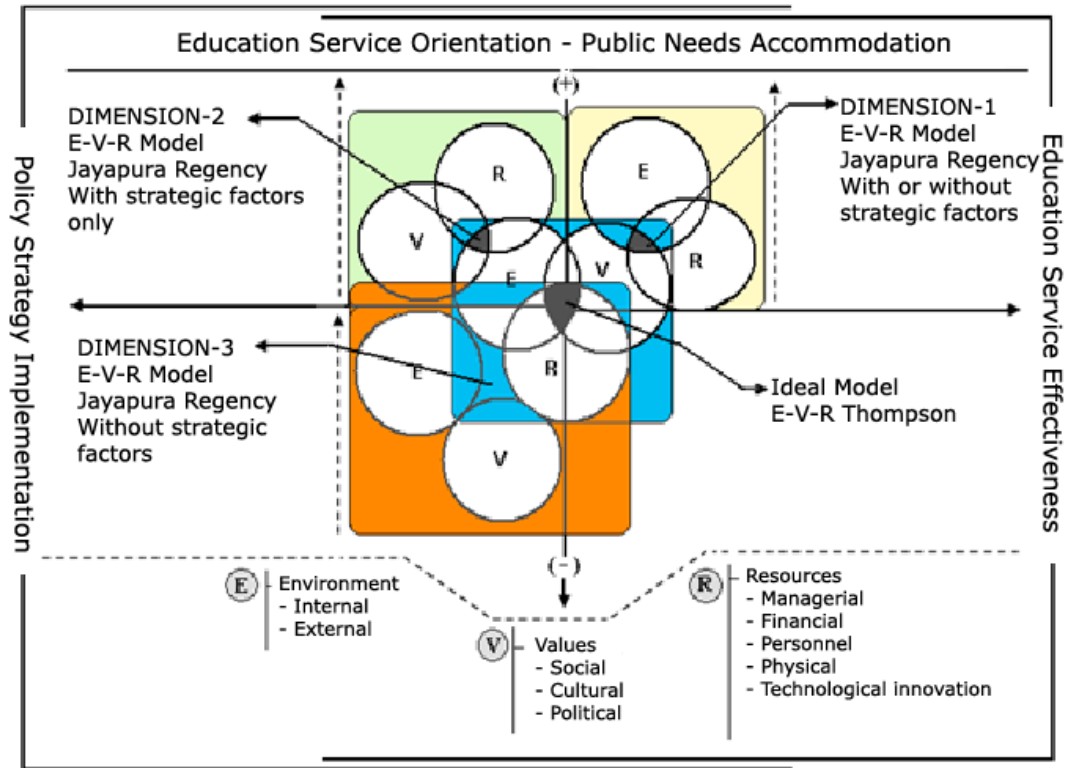
Research indicators are translated into questions which are then tested for their validity and reliability. In the validity test, the internal validity or item validity is assessed. The validity test is conducted by distributing a set of questionnaires to select respondents. Returned questionnaires are subjected to data screening and considered to have met validity standards. Reliability tests are intended to measure the consistency of relative measurement results that have been conducted repeatedly. Based on the above criteria, the question items used in the research are considered to be reliable. Analysis results confirm that questions whose alpha cronbach values are greater than 0.80 are the questions used to explain the variables X1, X2, and X3. Questions for the variables Y1 and Y2 have alpha cronbach values between 0.70 and 0.80. If we refer to these reliability test results, we may generalize that the questions explaining the variables X1, X2, and X3 are very reliable, whereas questions explaining the variables Y1 and Y2 are sufficiently reliable.

Next, an analysis combination of data that are qualitative and quantitative in nature is used. The reason for the combination of both data types is for each to complement the other, in order to reach the core of the issue and its solution. Quantitative data analysis is conducted to demonstrate the influence of one variable on another, both directly and indirectly, using the path analysis technique. Correlation coefficient is used to measure the influence of independent variables on dependent variables, both directly and indirectly.

According to qualitative research traditions, the study process cannot be simplified because its contribution to the development of science is obtained through stages of critical-scientific thoughts. Using the inductive method, we explain various facts or social phenomena by way of field observation, then we analyze them based on their theoretical references. The referred inductive model is intended as a means to arrive at logical answers to issues at the center of this research. In principle, qualitative research variants could refer to the descriptive-qualitative model design.

RESULTS AND DISCUSSION

The influence contributed by the education strategy implementation variables to the education service efficiency forms two influence patterns. The first pattern usually occurs when the education strategy implementation's variable dimensions correlate, either directly or indirectly, with the symmetrical education service orientation's variable dimensions. This inter-relation moves toward a similar direction in a parallel and positive manner, where the strategy implementation's variable dimensions give a positive contribution by improving the education service efficiency. As stated earlier, the organizational environment does not demonstrate a significant influence in terms of the influence from the education strategy implementation variable. This signifies that strategic factors, such as organizational values and resources, must remain sustainable in order to improve the education service effectiveness. The pattern supports the theory that the more intense the exogenous variable is, the more changes the endogenous variable will undergo. A strategic drift situ-



Source : Thompson, 1997

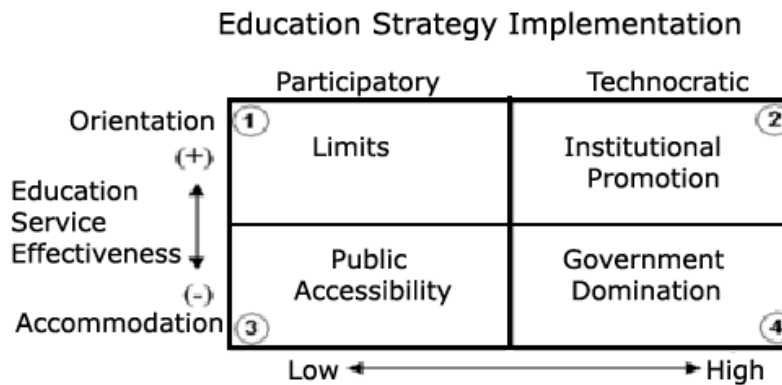
Figure 3. Comparison of Ideal Thompsonian E-V-R Model and 3-D Empirical Model in Relation to Education Strategy Implementation

ation develops as the organizational environment is only partially taken into account in the education service orientation. This orientation is channelled toward the accomplishment of the vision, mission, and objectives stated in the Jayapura Regency development agenda. The aim of the education service orientation, as stated in the vision and mission, is to create independent human resources capable of fulfilling their own basic needs, by improving the effectiveness of the education service. This empirical model is contradictory to Thompson’s ideal model, in that environmental factors have not yet become part of the managerial and organizational strategy. While in fact, within the management strategy development framework several prerequisites are required: an intense awareness of the power of the environment and knowledge of the methods of change; an appreciation of potential opportunities and challenges in the future; decisions on products and services that are properly tailored to meet market needs; a more effective resources management in product development and market expansion, which takes note of the appropriate and suitable quality, price, and time; and the need to appreciate strategic resources which could be redistributed and re-exploited in seeking new markets.

When the education strategy implementation’s variable

dimensions correlate directly with the variable dimensions for the accommodation of public needs, the pattern is symmetrical and the correlation is positive. This means dimensions such as organizational values and resources significantly influence the accommodation of public needs; the reverse holds true for organization environment. Streamlined using the Thompsonian congruency model, the empirical model lacks weaknesses and has a major potential to result in an actual implementation of the education strategy, which may lead to a complete improvement of the accommodation of public needs in education. Positive contribution could bring the education strategy formulation toward a total improvement of the accommodation of public needs in education, but without an optimization of organizational values, and this would induce a strategic drift. This influence, previously symmetrical, could have its contribution studied further from the organizational environment’s variable dimension perspective, particularly when internal environment factors are involved. The contributive role of the organizational values’ variable dimension, as stated earlier, is categorized as ‘insignificant’ due to the powerful and dominant political value interception in comparison to social and cultural values, despite the latter being regarded

MODEL CONSTRUCTION



Source : Heginbotham , 1975

Figure 4. Model Construct for the Education Service Strategy Implementation Influence

as adequate. As for organizational resources, the physical indicators and technological innovation are insufficient; other indicators, however, provide an adequate contribution. The environmental dimension receives a parallel contribution, both internally and externally.

An inclusive interpretation of the results from the structural and partial qualitative-descriptive analyses in this context is as follows: all strategies related to the improvement of the education service orientation and accommodation of public needs should reflect the established system of organizational values, resources, and environment. Finally, it can be broadly stated that: first, the strategic factor variables are a significant amplification factor to which full attention must be given, if a positive and greater effect of an implemented policy strategy aimed to improve education service efficiency is desired. Second, it is important to attend to the accommodation of public needs in education by establishing a harmonious equilibrium among three theoretical approaches: institutional, process, and deliberation, thus sustaining a technocratic process in line with the context of the functions of government institutions, while taking into account the need for a participatory, responsive, and accommodative public aspiration. Among the crucial points of policy management in the era of democracy is the intensity of public participation. The dialogic relationships in various forums, such as the public consultation forum, creates trust as it is considered highly accurate in the education strategy implementation.

Figure 2 illustrates the total influence of the education strategy implementation on public service efficiency, where, in a partial observation, the influence runs parallel with the condition, both in relation to the education service orientation and accommodation of public needs. Empirical facts suggest strategic drift conditions. The conditions seem to be the trademark, i.e. the influence

of education strategy implementation on the education service efficiency exhibits the same model during both partial and simultaneous tests. Simultaneously, a strategic drift is caused by the insignificant contribution from environmental aspects in comparison to the significant contributions of the organizational values and resources. Figure 3 compares the ideal Thompsonian E-V-R model to the empirical E-V-R model found in the Jayapura Regency and illustrates the three dimensional empirical E-V-R models generated.

The model is in line with the proposed frame of reference, in that each trait is distinct from one another. In the first dimension, the implemented education strategy could improve the accuracy of the education service orientation, regardless of the strategic factors such as organizational values and resources. Following the consideration of the strategic factors, the education service orientation is further directed toward the desired vision, mission and objectives.

In the second dimension, the contribution of the future education policy will affect the accommodation of public needs when it is intercepted with the corresponding strategic factors. In the third dimension, an inversed condition is formed where the education strategy implementation does not give a positive contribution when it does not involve strategic environment factors, thus resulting in a strategic drift which puts the public at a disadvantage.

In this context, contributions from the social and cultural value systems are positive, while political values give negative contributions. The implementation of the education strategy in order to make the education service more effective has greater influence when it is supported by social and cultural values. The use of organizational resources in the education service implementation receives positive contribution from the following

resources: funding, employees, facilities, and other resources; however, that is not the case with technological innovation-related information. Positive contributions from organizational environmental factors, both internal and external, show the Jayapura Regency government's responsiveness to environmental change dynamics which are beneficial to the future development strategies for the education strategy implementation.

When the empirical model for the education strategy implementation in the Jayapura Regency is mapped onto the underlying theories, the model is shown to conform consistently to a certain school of theory. However, it is also mixed in nature, in that the empirical model demonstrates a combination between institutional and process theories and uses a bit of the deliberation theory. Institutional theory refers to the perception that it is the government's duty to establish public policies, including the strategic dimensions. The theory is based on the government's institutional functions, and, according to Tilaar and Nugroho (2008), it is a simple and limited theory in terms of public policy implementation. However, the legitimacy of the government in executing policies is absolute, holds sway over public life, and has universal functions. Process theory puts the emphasis on the operation of a strategy, following its stages in a systematic and planned working mechanism.

Deliberation theory refers to the definition of strategic implementation as an activity where part of the process involves as many stakeholders as possible in a discussion forum, to prevent the policy from being purely technocratic. Using the deliberation theory, the public desire and needs may be optimally integrated into the government policy agenda.

In line with the focus of this research, namely to acquire the accurate overview of the education strategy implementation in improving the education service efficiency, the research's relevance is parallel to the findings of Tubagus Rachmat Sentika (2007). They clarify a) the effects of the education strategy implementation on the education service effectiveness in the Jayapura Regency, and b) that each direct change always results in a more positive condition. However, unique characteristics pertaining to public service orientation have to be observed. First, the organizational environment dimension is fully emphasized, both internally and externally. Second, the value system dimension is yet to be fully emphasized, and political values are not taken entirely into account. Third, a comprehensive emphasis on the organizational resources dimension does not take place, as technological innovations are neglected. Empirically, the technocratic tendency in education strategy implementation is 'high,' and, conversely, participatory orientation is 'rela-

tively low.' Nevertheless, by determining the strategic factors, each of the conditions could be shifted toward a similar and balanced point, assuming that the strategic factor dimension responds conducive. This implies that conducive contribution brings the influence of the education strategy implementation toward education service efficiency and makes it theoretically relevant.

Using the analogy on the four faces of Indian culture by Heginbotham (1975), we can elaborate on the relationship quadrants between the education strategy implementation and education service effectiveness. Figure 4 illustrates the empirically-concluded dominant aspiration factors in the public service implementation strategy in education. The dominant factors reconstruct the four influence models implemented in the Jayapura Regency under various combinations and situations.

First quadrant: The Para-Para model combines the participatory education strategy with education service orientation, putting the emphasis on the contribution from external environmental factors and highlighting local cultures. The strategy formulation process receives contribution from the forum of elders via the 'para-para' mechanism. Such a process ensures the continuity of a participatory strategy implementation process and is oriented toward values inspired by public empowerment.

Thus, the strategy design is based on a mutual vision interpretation by the public and government. According to this model, solutions come from the public and are implemented by the public.

Second quadrant: The Institutional Promotion Model perceives a relationship between the technocratic strategy implementation and education service orientation. In this model, the formulation and implementation for the education service strategy are dominated by internal organizational factors, where the initiative is based on prerogative authorities in operating public service functions. In this context, service orientation turns into a conflict between government interest and public interest. The service orientation formulation may benefit the public if the government system is highly committed to public empowerment, yet government interests will dominate when the government is committed only to the organization. The current strategy formulation and implementation mechanism follows a formal system considered suitable by the government, without it having to actively involve the public.

Third quadrant: The Public Accessibility Model is heavily oriented toward the public, but without government support it will become ineffective and inefficient. The model is redundant and complicated, often requiring an extended process which is costly and takes a long time. The arguments rarely intersect, thus the model will only

succeed in highly rational communities. It benefits from external government organizations which gives precedence to a social system whose mechanism is founded on mutual agreement. Therefore, a genuine accommodation of public needs without government facilitation is difficult to achieve using this model due to two reasons: 1) in diffuse or homogenous societies, the interpretation of needs is dominated by individuals considered as capable, and 2) diffracted or heterogeneous societies wish to advance their mutual interests.

Fourth quadrant: Under normal circumstances, the Government Domination Model is not recommended as it tends to favor authoritarian governments. When policies are implemented technocratically and dominated by the government, with no regard for the importance of external environmental dimensions, the accommodation of public needs will be purely based on government interpretation. The decision-making mechanism to implement public policy is based on authorities without concession to environmental dynamics. However, in abnormal or emergency situations, the model becomes obligatory.

The four quadrants could not be implemented diagonally, that is, between quadrants 1 and 3 or quadrants 2 and 4. This is because each is theoretically impossible and logically disconnected. The policies in the above-mentioned phenomena imply that, to improve education service effectiveness, we must observe the following: First, education service orientation, the involvement of organizational values, organizational resources, and socio-cultural-political environment are indispensable and strategic; second, the efforts to improve education service efficiency in accommodating the public needs would be more appropriate when the implementation takes into account the organizational values, resources, and environments.

CONCLUSION

First, education service efficiency is significantly influenced by the Education Strategy Implementation; simultaneously, it is shown that the influence receives contribution from organizational resources judged to be adequate, with the exception of technological innovations, which have not received an optimum response. The significance of the influence also receives contribution from adequate organizational aspects, with the exception of the tendency for an authoritarian organization leadership which reduces the creativity and initiative of managers. This condition leads to a strategic drift.

Second, public service effectiveness dimensions consisting of education service orientation and accommodation of public needs are partially determined by signifi-

cant affectors from organizational values and resources; however, the organizational environment has no significant influence. The most dominant influence on the education service effectiveness comes from organizational resources, whereas the least dominant one is organizational environment. The latter is due to strong tendencies to disregard the importance of politics, geography, demography, and natural resources potential in the dimension of external environment. Thus, it can be said that the education service orientation and accommodation of public needs are determined by the amount of support from organizational values and resources.

Third, findings indicate that an education service oriented toward the educational vision and mission, which also accommodate public needs, could be made more effective by involving all aspects pertaining to the organizational environment, values, and resources in a balanced and congruent manner.

Fourth, in the effort to implement a more congruent education strategy and prevent strategic drift, a review on strategic concept and theory must involve expanded strategic dimensions, with an in-depth and comprehensive analysis as well as a suitable methodological approach. If the strategy formulation is sound yet poorly implemented, the end goals will not be effectively accomplished. To create an education service oriented toward the effective achievement of the educational vision, mission, and goals, we must review other strategic dimensions not yet included in this research.

Fifth, to further improve education service efficiency, internal and external organizational environment aspects have to be intercepted as part of the education strategy implementation, in addition to managing organizational values and resources toward the realization of the educational vision, mission, and objectives. Internally, the following steps are required: mutual support of organizational potential, generating a positive situation and condition in order to fully develop organizational commitments, a cohesive employee integrity, generating positive and contributive conditions to construct a workplace which allows for creativity and initiatives for the managers, accompanied by transparent supervision and control systems. In such cases, management transparency aided by a situation-based leadership is required, where the educational institutions, down to the lowest level, accommodate the diverse internal values among education strategy decision implementer.

Sixth, Externally, in addition to improving the already adequate sociocultural and economic relations, it is crucial to include as many political aspects as possible and implement education service effectiveness improvement strategies. In such cases, officials involved in education service

have to apply the openness principle in response to the dynamics of political change, which, externally, is influential to the implementation of the education strategy and the maximum education service effectiveness. Responsiveness to the political dynamics may include involving subordinates in the analysis of negative and positive effects for the superior's consideration.

Seventh, to enhance education service orientation in accordance with its vision, mission, objectives, and to accommodate public needs based on their urgency and interests, correct strategic measures to maximize the support from the organizational environment, in addition to organizational values and resources, are required. The feasible strategic measures are: a) developing boarding schools and small classes in every district or area, as geographical factors have hindered the education service; b) developing non-formal education in order to provide educational access for underprivileged students who are unable to attend higher educational levels. This may become an important embryo in the development of education types suitable for various natural resources; c) developing professional and disciplined educators through capacity-building programmes: courses and trainings as well as a rigorous rotation routine for educators in urban and rural areas; d) developing educational facilities and computer-aided education technology as a measure to boost student competence and widen the scope of education service; e) developing a suitable education management in accordance with regional needs, from the Education Agency down to every level of education units; and, f) developing the community empowerment efforts as a mutual partner of the local government, by taking advantage of the community's social responsibility toward human resources development.

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