

Policy Implementation of the Indonesian National Police through the Community Development of the “Back to School Movement” (B2SM) Program

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ABSTRACT

The phenomenon of school dropouts that is rife in Indonesia should be minimized. The dropouts mean to break the younger generation who will be the successor to the nation. This can be done with the cooperation of all elements of society. The cooperation in question is the role of families, neighbourhoods, schools, and the government is needed in tackling school dropouts. Departing from the fact that high dropout rates will be directly proportional to rising crime. Therefore, Mamuju Regency Government has initiated the “Back to School Movement” (B2SM) Program launched by the Police Mamuju, it is a humanitarian breakthrough that is rare, and even perhaps the only one in West Sulawesi province, or the only one in Indonesia. This study aims to analyze and explain the implementation of the policy of the Indonesian National Police in community development through the B2SM Program against school dropouts in Mamuju regency. This type of research is qualitative. The focus of this research is B2SM program implementation and its impact on parents and school children, as well as the determinants (support, inhibit) the implementation of the B2SM program. Data collection techniques are observation, interview and documentation. The analysis technique used is the interactive model which includes the presentation of the data, data condensation, verification/ conclusion. The study found that the program of Indonesian National Police Resort Mamuju, in community development, through B2SM Program implemented effectively. Effective implementation B2SM program is based on a "persuasive" and a "coercive" approach is applied. The impact is to reduce the dropout rate and increase awareness, both for parents and children dropping out of school about the importance of education and lifelong learning. Several factors support the implementation of the B2SM program, namely: community awareness, acceptance by a group of school children as targets, and the level of community participation, especially parents of school children. Meanwhile, the limiting factor is the

socio-economic status of parents of school children, the socialization program, the partnership implementor, budget, facilities and infrastructure, and human resources involved in the B2SM program.

Keywords: Police policy implementation, Back to School Movement (B2SM) Program, Dropout.

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Introduction

In essence, education is a planned effort to build a culture and human civilization (Feibleman, 2012). Therefore, the level of progress, civilization and competitiveness of a nation on an ongoing basis can be measured based on the educational level of its citizens (Cowen & Kazamias, 2009; Daun, Saha, & Zajda, 2009; Meyer, Tyack, Nagel, & Gordon, 1979). Indonesia as a civilized nation certainly gives serious attention to the education of its citizens. The 1945 Constitution of the State of the Republic of Indonesia, Article 31, paragraph (1), explicitly states that: every citizen shall have the right to education; Paragraph (2): Every citizen is obliged to attend basic education and the government shall finance, and paragraph (3): The Government shall undertake and organize a national education system, which promotes faith and piety and good values in the context of the nation's intellectual life Governed by the Constitution (The Constitution of the Republic of Indonesia, 1945).

Education has an important and strategic role in the nation's development and contributes significantly to economic growth and social transformation. Education has four pillars, namely: learning to do or learn how to learn, learning to know, learning to be, and learning to live together. The education undertaken can create an educated society, which is a society that is advanced, independent, democratic, prosperous, and free from poverty (UNESCO, 2016). However, according to the educational observer, Zuhdan (2013), in 2010 recorded 1.3 million children aged 7-15 years in Indonesia are in danger of dropping out of school.

If the data were compared with the results of the study on dropout children by the Ministry of Education and Culture, UNESCO and UNICEF (2012), it was shown that 2.5 million children aged 7-15 years who could not enjoy further education, there were 600,000 schoolchildren Elementary school (SD) and 1.9 million children of Junior High School (JHS). That is, there is an increase in dropout

rates of nearly 100 per cent from the previous year. Statistical data from provinces and regency/municipalities in Indonesia also show that there are certain groups of children who are most vulnerable to this problem, mostly from poor families, unable to continue their education to a higher level, or most children drop out of school during the transition from primary or equivalent education to junior high school or equivalent (Sulistyaningrum, 2015).

The highest dropout rates in five regions were West Sulawesi (2.37 per cent), Bangka Belitung (1.88 per cent), West Papua (1.56 per cent), Papua (1.36 per cent) and Southeast Sulawesi (1.32 per cent). Meanwhile, the provinces of Yogyakarta / DIY (0 per cent), Kalimantan (0.34 per cent), Aceh (0.38 per cent), East Java (0.39 per cent) and Bali (0.39 per cent) occupied the top five (5) lowest provincial dropout rate for elementary level (Kintamani, 2013). The phenomenon of high school dropout that shows the highest rate in West Sulawesi Province underlies this research is done with the hope that the policy of community development by various related agencies can be implemented effectively.

The Mamuju Resort Police responded to the community development policy, through the "Back to School Movement" program, abbreviated as B2SM, which was premiered on February 17, 2014. B2SM program is a form of social awareness of the Indonesian National Police Resort Mamuju against children Schools in their working areas. Implementation of this social policy involves the Department of Education and Culture of Mamuju Regency, as well as some other stakeholders (Hasanuddin, 2016). A description of the number of school dropouts per-district and 7-18 years of schooling education in Mamuju Regency, as research loci, is presented based on the results of data collection of Community Based Education Information System/ CBEIS 2019, on Mamuju

Regency Government Cooperation, UNICEF and

Karampuang Foundation (see Table 1).

Table 1
Number of School Children Per-District of Childhood 7-18 Years in Mamuju 2015

No.	Districts	Unprecedented School	Number of Children Aged 7-18 Years	Children out of school		
				ES/ equivalent	JHS/ equivalent	HS/ equivalent
1	Balabalakang	47	620	1	1	-
2	Bonehau	65	2.575	34	21	17
3	Kalukku	666	1.512	437	163	71
4	Kalumpang	420	3.483	90	41	20
5	Mamuju	449	1.100	300	107	43
6	Papalang	162	5.512	154	68	25
7	Sampaga	75	3.345	90	61	36
8	Simboro	580	7.315	138	47	25
9	Tapalang	320	5.297	116	40	18
10	Tapalang Barat	207	2.996	60	30	14
11	Tommo	209	5.820	87	55	32
Total		3.200	39.575	1.507	634	301

Source: Research Result, 2017.

Table 1 above shows the number of school dropouts per district in Mamuju Regency, at the primary school level, or the highest level, as many as 1,507 people. Meanwhile, at the junior high school level, or equivalent as many as 634 people, and at high school level, or equivalent as many as 301 people. The total number of out-of-school children in Mamuju Regency in 2019 was 2,442 people. Data showing the high number of school dropouts in Mamuju Regency has an impact on the socio-economic life of the community because it can interfere with the security and public order, such as juvenile delinquency, brawl, road racing, alcoholic drinks, drug use and fighting. Another consequence is the inferiority and inferiority of the school dropout.

Based on the description of the above background, this research aims to know, analyze, and explain the implementation of community development programs conducted by the Indonesian Police Resort Mamuju Resort, West Sulawesi Province. The specific objectives of the research are to know, analyze and explain: 1) the implementation of the Police of the Republic of Indonesia program in community development, through the B2SM program, for drop out children in Mamuju Regency, 2) the impact of B2SM program on community development, especially for drop-out children and

parents/guardians of their children, 3) determinant factors (support, inhibit) implementation of B2SM program in Mamuju Regency, West Sulawesi Province, Indonesia.

The theoretical benefits of this study are to contribute to the dynamics of the development of public administration theory, public policy theory, and the theory of public policy implementation, especially in the locus of education (schooling). The practical benefit is that it can be used as reference material for policymakers and public policy implementers, both at central government and local government levels in their efforts to address the problem of dropouts.

The paradigm shift/perspective of administration science and public policy is the basic value as well as the value orientation that underlies the implementation of the policy. This is consistent with the understanding that policy elements include, among others, participants (actors), perspectives, arenas (context), basic values, action, value orientation, strategy, outcomes, effects. (Auer, 2011). In its development, the science of administration and public policy have developed paradigm, namely old public administration (OPA), new public management (NPM), and new public service (NPS), or Weberian paradigm/perspective, Neo Weberian State (NWS), and neo -Governance

State, abbreviated as NWS (Denhardt & Denhardt, 2007; Cepiku, 2013). Denhardt & Denhardt (2007) suggest that bureaucrats abandon the principle of the OPA or NPM paradigm towards the NPS paradigm, and suggest that administrators apply the following NPS principles: 1) serve rather than steer; 2) seek the public interest; 3) value citizenship over entrepreneurship; 4) think strategically, act democratically; 5) serve citizen, not a customer; 6) recognize that accountability is not simple; 7) value people, not just productivity.

Several experts, among others, Birkland (2015), Ripley and Franklin (1986), Ward et al. (1997), Wibawa (1994), Ripley & Franklin (1986), Wibawa, Purbokusumo, & Pramusinto (1994) agree that there are several basic principles and determinant factors that support and hinder the implementation of a policy/program. This understanding is reinforced by Smith and Akib (2015) research results on socialization, coordination and control as factors influencing the successful implementation of waste management policy in Ambon City; The results of Farida, Akib, and Jasruddin (2015) research on communication, resource, bureaucracy, and disposition as determinants in the implementation of community empowerment policy/program in Mamuju Regency. Therefore, the exact statement of Edward III (1980) and Akib (2010) that, without effective implementation, the policymakers' decision-making is not successful.

Viewed from a behavioural perspective, target group compliance is an important factor that determines the success of policy implementation. The results of Papilaya, Soisa, & Akib (2015) study in Ambon City reported that implementation of small business management policy was successful because it was based on the understanding and compliance of the target group. Similarly, when viewed from the perspective of collaborative management Ahmad, Dirawan, Akib, Kahar, & Malik (2015), it appears that the target group is one of the determinants of the validity and success of the implementation of the regional development plan. It is by the opinion of Ripley & Franklin (1986) that, to support the success of policy implementation, it should be based on three aspects: 1) the level of bureaucratic compliance with the bureaucracy (level) above it; 2) smoothness of routine; 3) the implementation and the desired impact are directed to the program. Meanwhile, Goggin (1990b) states

that the process of policy implementation – through a "top-down approach" – measured the success of its performance based on aspects: 1) impulse and coercion from the federal level, 2) central / state capacity, and 3) encouragement and coercion At the central and regional levels. Therefore, it can be stated that the more actual, valid, and reliable a policy is implemented, the higher the level of credibility, and vice versa. The discourse and the theoretical assumptions reinforce the assumptions of Van Meter & Carl, n.d., quoted by Michael & Hupe (2002).

It is understood that there are six (6) variables that shape the performance of public policy implementation, namely: 1) policy standards and objectives, 2) the resources and incentives, 3) the characteristics of the implementation agencies, 5) the economic, social and political environment, and 6) the 'disposition' or response of the implementers, involving three elements: their cognition of the policy, the direction of their response to it and the intensity of that response (Van Meter & Carl, n.d.). The view of Carl Van Meter & Van Horn, quoted by Akib (2012) is a theoretical trajectory to see the implementation of research on the implementation of community development policy by the Indonesian Resort Police Resort Mamuju, through the B2SM program, as well as a tool analysis in the handling of school dropouts in Mamuju Regency. The legal basis of the B2SM program organized by POLRES of Mamuju Regency are:

1. Law of the Republic of Indonesia Number 2 The year 2002 on the Police of the Republic of Indonesia.
2. Law of the Republic of Indonesia Number 20 The year 2003 on National Education System, article 6 paragraph 1, namely: every citizen of the country aged 7 to 15 years must follow basic education.
3. Police Regulation of the Republic of Indonesia (Chief of Police) Number 3 of 2009 on the Operational System of the State Police of the Republic of Indonesia.
4. Regulation of Chief of Police Number 7 The year 2008 About Basic Guidelines of Strategy and Application of Community Policing in the implementation of Police duties.
5. Roadmap of Police Bureaucracy Reform, wave II of 2010-2014, on Public Service Improvement Quality Program of Community Guidance Function (Binmas).

6. The superior program of the Regional Police (Kapolda) of South Sulawesi Province, point 5: "Social Concern" and point 6 on 1000 (thousand) schools, 1000 (one thousand) Police."
7. Mamuju Regency Police Resort Action Plan, Budget Year 2014, 2015 and 2016.
8. Decree of Mamuju Police Chief Number: Skep / 001 / I / 2014, January 5, 2014, regarding the Back to School Movement (B2SM) Program in the Mamuju Police Unit.

The aims and objectives of the B2SM program are as follows: a) Purpose: as input for the leadership to assess the extent to which the Bhayangkara Development of Public Order and Security (Bhabinkamtibmas) Mamuju Police cares for others, through the B2SM program focused on dropout children, attend school, especially in Mamuju district. b) Objectives: to invite and facilitate drop-out children to return to school and undertake education appropriately. The position of Bhabinkamtibmas as the developer of community policemen in the village is the driving force of this B2SM program, in line with the mandate of the Chief of Police Regulation No. 3 of 2015, article 1, number 4 on Community Policing, abbreviated PALMAS.

During this time, the implementation of the B2SM program is done through inter-stakeholder interaction to show the flexibility of role and coordination between government agencies (apparatus of education of Mamuju Regency, West Sulawesi Provincial Office officials, and Mamuju RESORT police officers directed by Kapolres / regency level with Kapolsek / Kecamatan level, as well as elements of regional leaders or district head and village head, together with community leaders). In the process of implementing the B2SM program is also seen the role of society, the role of NGOs and the role of private organizations are increasingly evident through the program Corporate Social Responsibility / CSR). In other words, the implementation process of the B2SM program has been supported by community participation and acceptability of the program by target groups, i.e. dropouts and parents of out of school children.

Methods

The type of research used is qualitative. This is based on the opinion of Strauss and Corbin (2003) that qualitative research is intended to find,

understand and obtain a clear description of the issues studied. The use of this type of qualitative research in this study is considered more able to examine the phenomenon logically and reveal something (noumena) behind the phenomenon (Denzin and Lincoln, 1994), the school dropout, analyzed in research entitled: Implementation of Police of the Republic of Indonesia, in community development, through the Back to School Movement (B2SM) program in Mamuju Regency, West Sulawesi Province, Indonesia. The focus of this research are: 1) Implementation of B2SM program, with sub-focus covering: clear policy and standard objectives, resources (or incentives that facilitate the effectiveness of policy implementation, the quality of inter-organizational relationships that are embedded, the characteristics of implementing agencies, environmental, political, social, economic, and disposition / response or executive attitude; 2) Impact of B2SM program against community motivation and dropouts to study, or return school, and 3) Determinant factors that support and inhibit the implementation of B2SM program in Mamuju Regency.

The focus of this research is on three sample districts (Kecamatan), namely Mamuju district, Kalukku district and Sampaga district in Mamuju regency, West Sulawesi Province, Indonesia. Primary data were collected directly from research sites through interviews with key informants who were purposively determined, namely: Mr Andi Ismail (age 56 years) as Head of the Polmas Regency Secretariat, Mr Ramli (49 years old) as Mamuju District Police Chief; Mr Taufik (46 years old) as Police Chief of Sampaga district; Mr Made Suantika (age 50 years) as Head of Police of Kaluku District; as well as informants representing NGOs, press, or community leaders, namely: Ibu Umi Farida (age 40) as Tomakaka University Lecturer in Mamuju district, Mr Agung Patola (45 years old) as Head of district and bureaucrat in Sampaga district, Mr Misbahuddin (age 47 years) As a community leader in Kaluku district, Mr Nababan (46 years old) as a journalist RADAR West Sulawesi, Mr Aeman (age 50 years) as a member of NGOs as well as journalists). The selection of informants is based on consideration of the suitability of the task, authority, competence, or knowledge held in the role of B2SM program implementation in Mamuju Regency. While secondary data in the form of supporting data to enrich primary data obtained from various sources,

namely Law, Government Regulation, Regional Regulation, and documentation statement of President, Governor and Regent, Decree of Head of Police (Kapolres) Mamuju Regency, and publication in print media and electronic media.

Data collection is done through the technique: 1) direct observation, that is, the researcher is in the research location while engaging with the implementor in conducting the guidance to the community, especially meeting with the drop-out children and the child's parents; 2) structured interviews, by meeting directly with all informants to inquire in detail the focus of the research. The research instrument used is an interview guide developed by the researcher himself when interviewing the informant, and 3) documentation, done by tracing available document data sources (Creswell, 2014), as well as through multiple data collection using triangulation (Yin, 2009) data and information sources. Researchers met with informants several times to obtain reliable data and information. Then, to support the validity of the data, also examined by looking at the degree of trust (credibility), transferability (dependability), and certainty (confirmability). This level of data and information reliability is high because it is obtained from a capable informant in the field. Meanwhile, the data analysis techniques used are "interactive models" (Matthew, Huberman, & Saldana, 2014) consisting of 1) Data collection, related to collecting primary and secondary data; 2) Condensation of data relates to the process of simplification of data, by sorting and grouping (categorize), making it easier to verify; 3) Presentation of data of analysis result; 4) Conclusion/verification (conclusion drawing/verification) based on condensation results and data presentation.

Results and Discussion

The result of the research shows that the implementation of the B2SM program, as a series of community development activities by the Mamuju Resort Police in the implementation of the Bhayangkara Pembina Security and Public Order (*Bhabinkamtibmas*) function in Mamuju Regency is effective and sustainable (research objective 1). The effectiveness and sustainability of B2SM program implementation are based on the following research findings:

- Program objectives and Program Standards:
There is an increase in program objectives

because in the first year (2014) the program can bring drop-outs back to school as many as 178 people, then increase to 517 in the second year (2015), such as the data presented in table 2. The B2SM program has been able to decrease the number of school dropouts. This achievement occurs because the B2SM program has a clear work standard and task orientation, making it easy to implement by its implementor.

Table 2
Trends Decrease digits School Children 2015

Impact Back To School Movement (B2SM) programs Against School Children district Mamuju, district Kalukku and district Sampaga				
No.	Dropout (2013-2014)	Dropout (2014-2015)	Dropout (2015-2016)	Dropout (2016-2017)
1	2003	1825	1308	308
2	RAP	TR = -178	TR = -517	ETR = -1000

Source: Processed Data CBEIS, BAPPEDA researchers from Mamuju, 2016.

Information:

RAP: Results Achievement Program

TR: Target and Realization

ETR: Estimated Target and Realization

Based on the descriptions of data table 2 above, indicates that the existence of B2SM programs has had an impact on the decrease in the number (number) of school dropouts. Before the program was implemented, the number of out-of-school children was 2003 (in 2013-2014), and after the program was implemented, the number of drop-outs decreased to 1825 (in 2014-2015), meaning that drop-outs were returning to school, as many as 178 people in the first year carried out this B2SM program. Furthermore, in the second year, it decreases to 1308 people (2015-2016), meaning that the larger number of drop out students who were successfully re-enrolled in school, when compared to the previous year, or increased by almost 300 per cent (as many as 517 people), and in the year 2016-2017 estimated the target and the realization of 1000 people.

- Resources: about program funding it appears that, at the beginning of the B2SM program (2004) implementation, funds sourced from self-

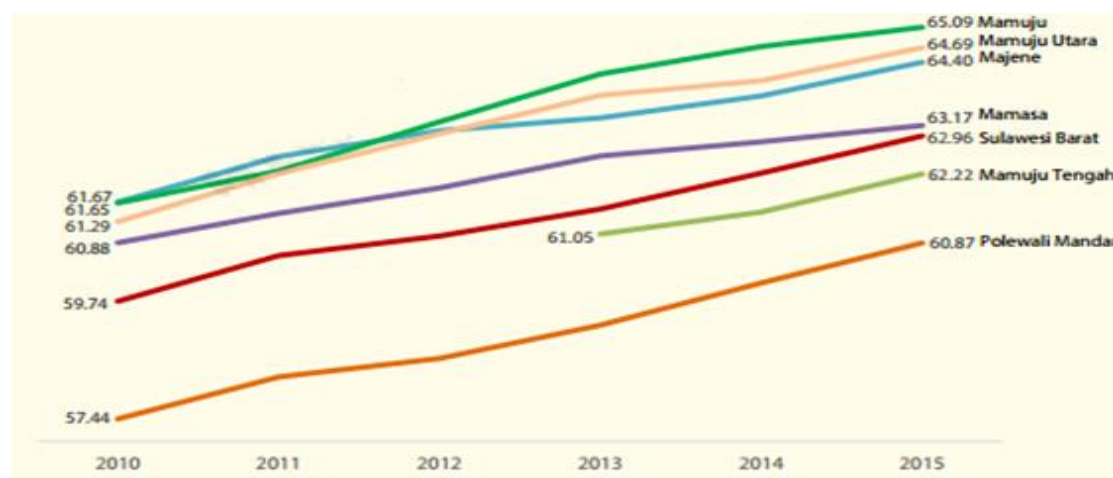
help members of POLRES, at the initiation of the voluntary Chief of the Mamuju Regency Police Officer, were available in sufficient quantities to support the financing of their activities, then in the second year (2015), the implementation of the program has received financial support and other assistance from various sources, to facilitate the effectiveness of B2SM program implementation.

- Quality of Inter-Organizational Relations: there are easy procedures and inter-unit working mechanisms within agencies and inter-agencies (police, Mamuju Regency Office of Education and Culture, West Sulawesi Provincial Education and Culture Office, etc.) in the implementation of the B2SM program because the authority structure is not a goal, but as a collaborative process of cooperation to achieve the goal, so that the target and realization of B2SM program can be achieved.
- Characteristics of implementing agencies/organizations: hierarchical, but humane-based, controls, as B2SM program implementing agencies have sufficient competence in their respective duties, as well as political support from legislative (DPRD), executive, private and non-government bodies Organization (NGO), as well as established formal and informal relationship with the source policymakers, in this case, POLRES Mamuju Regency.
- Political, social and economic environments: Politically B2SM program is supported by various groups (as noted above) because the potential economic resources of the implementer of the policy allow and socially societal programs to be greeted enthusiastically by the community.
- Disposition/responses or attitudes: at the beginning of the B2SM program implementation there were still obstacles in the socialization directly to the community, due to background factors of the implementor profession as members of the police force, who seemed to use the "coercive approach", then because of the

knowledge and understanding of the community about the content and objectives of the B2SM program, and the intensity of the implementing attitude toward the program. However, over time B2SM program implementation and understanding of Bhabinkamtibmas function as a developer of community policemen in the village, finally, the presence of Bhabinkamtibmas as a driving force in the implementation of the B2SM program can be accepted by society and effective in Mamuju Regency.

Based on the results of the study, an increase in the number of school dropouts has an impact on the socio-economic life of society (research objective 2). The impact of the B2SM program implementation on the socio-economic life of the community is summarized from the views of the informants, the researcher's observations, and the secondary data obtained during the stay in Mamuju Regency. Social conditions during the implementation of the B2SM program are the existence of social and emotional ties between fellow citizens, as well as social interactions and cooperation built voluntarily. This condition was initially supported by the similarity of the social background of tribal, indigenous and indigenous cultures (Mandar tribe, transmigrant people from Java and Bali, as well as citizens from South Sulawesi and residents from other regencies who immigrated to earn a living / new life in Mamuju). At this time, there is a strengthening of social interaction and cooperation based on citizens' awareness of the importance of safe and peaceful social life in the enjoyment of public facilities, including available formal and informal education. The improvement of the quality of community social life is supported by the increasing socio-economic conditions (Human Development Index of Mamuju Regency, the last six years is 61.65 (2010), 62.28 (2011), 63.24 (2012), 64.17 (2013), 64.71 (2014), 65.09 (2015), and currently (2017) is projected at 67.00 Human Development Index of Mamuju Regency is highest in West Sulawesi Province (Sulawesi, 2016).

Figure 1. Human Development Index in West Sulawesi Province



The economy of the people of Mamuju Regency during the implementation of the B2SM program showed an increasing trend, along with the strategic position held as the capital of West Sulawesi Province. Therefore, in addition to the increasing per-capita income level of the population, the economic welfare of the community also increased. This condition is a precondition for The creation of a socio-economic life that is safe, peaceful and controlled, especially because of the involvement of the police institution through the implementation of institutional function Bhabinkamtibmas in Mamuju Regency. Therefore, as a form of attention and anticipation of various parties who are competent in overcoming the social problems of society, the Indonesian State Police Resort Mamuju implement the policy of community development, through the B2SM program. This program is a representation of "police care", as one of the subordinate duties of the Police of the Republic of Indonesia. Implementation of the Police of the Republic of Indonesia Resort Mamuju policy, in the development of society, through the B2SM program, has been implemented based on the functions of Bhayangkara Trustees of Public Order and Safety (Bhabinkamtibmas), namely: 1) Routine visits made by members Bhabinkamtibmas to the field to record and inviting children or community members who dropped out of school to return to school.

There are some determinants (supporting, inhibiting) factors that affect the effectiveness and sustainability of the implementation of community

development programs, through the B2SM program, in Mamuju Regency, namely:

- Supporting factors: 1) The awareness of the community, especially parents and children dropping out of the importance of education; 2) B2SM programs are well received by all levels of society; 3) the participation of various parties in the implementation of B2SM program in Mamuju Regency.
- Inhibiting factors: 1) Socio-economic conditions of parents of out-of-school children; 2) lack of socialization of understanding to the public about the importance of education (schooling) for school-aged children; 2) there is no formal collaborative partnership with stakeholders (institution/organization) in implementing B2SM program; 3) Budget constraints, both within the Police as the initiator of the B2SM program in Mamuju Regency, as well as among the community; 4) lack of adequate facilities and infrastructure, 5) the limited human resources of the apparatus in the implementation of the B2SM program.

Based on the results of the above research, illustrated some factors that characterize and distinguish a policy/program that is implemented at a particular locus. The "academic-methodological" rationale is that the focus must be on the locus. A program policy for the public benefit, of course, must have clear goals, criteria, and standards. The purpose of this research is to clarify the direction of community development activities by Bhabinkamtibmas of Mamuju Regency, as well as to

be the main target that must be achieved by B2SM program implementers (RESORT Mamuju police officers), while the criteria or task standards are required as comparative criteria for achievement Implementation of B2SM program. Resources (human and non-human) are a prerequisite for policy implementation management (Mischen & Jackson, 2008). The current inter-organizational relationship is a modern management trend known as the "collaborative partnership" between actors (individuals, institutions) who are competent in implementing the B2SM program. Reliable inter-institutional and individual relationships are at the same time a marker of the interconnected duties and functions of each institution involved in implementing the B2SM program in Mamuju Regency.

Thus, it can be stated that the results of the research are not only based on the "policy implementation model" - which includes seven interrelated components informing policy performance, also confirmed Van Meter and Van Horn's views on the performance of the B2SM program in Mamuju Regency. The implementation of the B2SM program is implemented effectively and continuously because it is also following the opinion of Ripley and Franklin that the B2SM program implementer shows high compliance, both to the rules and to his superiors, especially by the Mamuju Resort Police in the implementation of the Bhayangkara function of Security and Order Coach Society (*Bhabinkamtibmas*). The B2SM program which is carried out in the implementation of *Bhabinkamtibmas* function is a routine activity that is appreciated by the people in the region, so it is by Ripley and Franklin's view that the implementation of the policy/program is successful because of the smoothness of the routine and no problems. It is recognized by the implementor and the community that the social function of the local police institution has been implemented since the establishment of a police organization as a public institution serving the community. This reinforces the public opinion that the existence of an agency or unit of government activity is to fulfil the interests of society, nation and state. It is also understood that the task of the police is to maintain security and order within the country. Therefore, the obedience of the apparatus in performing their duties and functions is a necessity, as well as the obedience of the implementors in running the B2SM program in Mamuju Regency.

The results of this study are also in line with Goggin's opinion on the key success factors of the policy implementation process through the "top-down" approach, which is because of the encouragement and coercion from the central and regional levels as well as the central / state capacity in supporting the implementation of the program (B2SM program in Mamuju Regency). The findings of this research also confirm the effectiveness of the "coercive" approach to guarding the implementation of development programs in the region.

Based on the answer to the objective of study one above, the proposition proposed minor I as follows: "Implementation of policies/programs effective and sustainable, because based on valid standards or criteria and directed by individuals and institutions that have the capability in directing the program agreed objectives."

Increasing the number of school dropouts has an impact on the socio-economic life of society (research objective 2). The social life of Mamuju community residents has improved and improved the quality resulting from individual and family awareness about the importance of education. Improvements were made jointly between the government that provided decent infrastructure and learning facilities, while the community members participated in sending their children to school, from playgroup, primary and junior high school level, even to universities, including postgraduate level (master and doctorate programs). Specifically for the B2SM program to support this 9-year compulsory basic education, the B2SM program in Mamuju Regency has had an impact on the growing awareness of drop-out children to go back to school either voluntarily through a persuasive approach that has been implemented by Educators (teachers) and educational staff, as well as voluntarily or "coercion" (involuntary) of police officers.

Handling of school dropouts in the community is a form of serious attention and anticipation of various parties who are competent in overcoming the social problems that occur. For the State Police of the Republic of Indonesia Resort Mamuju as a "leading" in implementing the policy of community development, through the program "Back To School Movement", which is abbreviated B2SM is a representation of "police care", namely as one main subordinate task of the Police of the Republic of Indonesia. Implementation of the Police of the Republic of Indonesia Resort Mamuju policy,

in the development of society, through the B2SM program, has been implemented based on the functions of Bhabinkamtibmas, namely: 1) Routine visits made by members Bhabinkamtibmas to the field to record and inviting children or community members who dropped out of school to return to school. Then, the B2SM program has been able to decrease the number of school dropouts, such as the data presented in table 2.

The impact of the implementation of community development policies/programs, through the B2SM program, shows that the program can persuade (approach persuasive), motivate, and directly and indirectly "coercive" (coercive approach) of school dropouts back to school, with considerable intensity. This fact is following the expert's opinion Dye (1981), Anderson, (1984), in Simatupang and Akib (2011) that the policy impacts that need to be addressed in the policy evaluation, ie their impact on the situation or target group (school dropout), situation or group other than the situation or target group called the effects of externality, or spillover, (parents of children dropping out), current conditions and future conditions, direct costs and indirect costs of the policy, and communities directed by program policies (three sample districts in Mamuju Regency). Thus, the implementation of the B2SM program can raise awareness of dropouts and parents/parents about the importance of lifelong learning, or the importance of education for members of their families.

Based on the impact of the B2SM program, a minor proposition two is formulated: each policy implemented at a particular locus will bring both direct and indirect impacts, both for the target group and other groups involved, to form a systemic and sustainable multiplier-effect." Meanwhile, to support the effectiveness of the implementation of the B2SM program, the existence and role of community development conducted by the Police RESORT Mamuju Regency are inseparable from internal and external environmental factors, both of which support and hinder the implementation of the program. According to (Hatch & Cunliffe, 2012), an organization as an "open system" cannot be separated from the influence of factors that exist outside the organization. Meanwhile, according to Daft (2006), two organizational dimensions affect each other, namely the dimensions of the structure and contextual dimensions. The dimensions of the organizational structure provide labels to describe

internal organizational characteristics. While the structural dimension creates a basis for measuring and comparing an organization. Similarly, any program implemented at a particular locus will shape the perceptions and attitudes of the implementor and the target group. This is in line with George C. Edwards's statement cited by Akib (2010) that human resources are one of four factors as the source of the problem as well as the preconditions for the successful implementation of certain policies/programs.

Based on the result of research, it is found that the supporting factors of B2SM program implementation include: 1) The awareness of the community, especially the parents and the drop out children about the importance of education. This is in line with a common understanding that public awareness is a positive precondition that supports the smooth implementation of development programs, especially development in education. When a program is well received by the community, the participation of various parties in the implementation of the B2SM program in Mamuju Regency also tends to be high or increasing. Therefore, the logical consequence is that the implementation of the B2SM program can be well received by all levels of society. That is, the level of community acceptance of high development programs because is based on the awareness of the purpose and benefits of the program.

Also, the supporting factors for the implementation of the B2SM program mentioned above, there are inhibiting factors, namely: Socio-economic conditions of parents drop out of school children who then "force" the school dropout children to work to earn a living for their families. Another inhibiting factor is the lack of socialization of understanding to the community about the importance of education (schooling) for school-aged children. This happens because of the distance communication factor between parent and child, as well as the rushing factor of the parents of the school dropout children, to earn a living, so that the socialization of the program in the cases of family members of certain drop out children, has not been optimally implemented.

Some possible (inhibiting) factor in the future implementation of B2SM programs is the lack of formal collaborative partnerships with stakeholders in the implementation of the B2SM program. Formalization or institutionalization of program

implementation is a *sine qua non* of the sustainability and effectiveness of programs in the regions of Indonesia, including in Mamuju District. This is justified because the experience so far proves that when a program or project is completed or the cost is exhausted then finished or exhausted its activities. Thus, budget constraints, both within the scope of the Police as the initiator of the B2SM program in Mamuju Regency, as well as among the citizens are also likely to be serious impediments to the sustainability of the B2SM program. The next consequence is the lack of facilities and infrastructure sufficient to maintain the program, especially when there is limited human resources apparatus in the implementation of the B2SM program. Based on that understanding formulated minor proposition three that is: Program of effective and sustainable development in its implementation, when the determinant factor that supports the increase while the determinant factor that inhibits decrease.

The above research findings confirm the understanding of experts on the determinant factors that support or hinder the implementation of policies/programs, both internally and externally. Internally referred to as the organizational dimension which includes the dimension of structure and contextual dimension (Daft, 2006). Structural dimensions include aspects of formalization, specialization, standardization, the hierarchy of authority, complexity, centralization, professionalism and personnel ratios. Meanwhile, the contextual dimension includes size, organizational technology, environment, strategy and organizational goals, and organizational culture. While externally the organization, there is factors "general environment" (Hatch & Cunliffe, 2012) as a determinant of organizational development, covering aspects: political, social, cultural, economic, technological, legal, and physical. A number of these organizational factors, directly and indirectly, influence the Mamuju RESORT police in implementing the B2SM program in Mamuju Regency. Referring to the above minor proposition, the following major propositions can be formulated: The implementation of the development program will be effective and sustainable in keeping with the sustained impact (impact) caused by the influence of its determinant factors."

Based on the results of the study and discussion, it can be obtained "policy

implementation learning" (term according to Akib, 2010) about the importance of the implementation of the B2SM program as an effective vehicle to raise awareness and motivation of drop-out children to go back to school (learning), motivation and learning for parents who have dropped out children, as well as continuous learning for implementor policies on community development. This ongoing policy learning is ultimately a "feedforward" form for policy evaluators and vice versa "feedback" for policy formulators and implementors.

Conclusion and Recommendation

The findings and discussion of the research results show that the implementation of the B2SM program, in Mamuju Regency, West Sulawesi Province, has been effective and sustainable. The effectiveness and continuity of the implementation of the program are in line with the support from various related parties, especially the Mamuju Resort Police in the implementation of the Bhabinkamtibmas function so that the benefits can be felt by the people who have dropped out children because they can go back to school. The conclusions and suggestions related to the findings and discussion of the results of this researcher are as follows. The implementation of the B2SM program has been effective and sustainable (implemented well) because at the beginning of implementation (phase I) in 2014 able to bring dropout children back to school 178 people, and in 2015 (phase II) B2SM program implementation increased to 517 people. The function of Bhabinkamtibmas as the motor of the B2SM program runs well because it has happened: a) regular visits by Bhabinkamtibmas to the location to collect and invite the children of community members who dropped out to go back to school; B) conduct regular visits and dialogue with community figures related to the B2SM program, as well as to foster community security and order. Impacts of implementation of community development policies through the B2SM program can increase the motivation of parents and drop-out children to go back to school, and increase public awareness of the importance of education, thereby reducing the number of out-of-school children in Mamuju Regency. Determinant factors that support the implementation of B2SM programs, namely: a) Awareness of the community, especially drop out children and parents about the importance of education; b) B2SM programs are well received by

all levels of society; c) The existence of participation of various parties in the implementation of B2SM program. Meanwhile, the determinant factors that hinder the implementation of the B2SM program are: a) the socio-economic condition of the parents of the school drop-out children; b) lack of socialization about understanding the importance of education for school-aged children to the community; c) the absence of formal partnerships (cooperation) with stakeholders (institutions/organizations) in the implementation of B2SM programs; d) budget constraints, both within the scope of Police and society; e) The absence of adequate facilities and infrastructure, and f) Limited human resources (HR) in the implementation of the B2SM program. To improve the effectiveness (performance) of the B2SM program policy implementation, it should be a competent party: Formally institutionalize and maintain commitment among Mamuju Resort Police Officers, Mamuju Regency Government (education and cultural offices), private parties and relevant community groups in the implementation of the B2SM program. Increasing socialization and dialogue among stakeholders on the importance of the existence and sustainability of the B2SM program, in the form of joint activities between stakeholders and the community, in the context of strengthening B2SM programs to address the issue of school dropouts in a systematic and planned manner. Establish partnerships between stakeholders, including with private parties and NGOs, to strengthen or enhance the determinant factors that support, as well as to reduce or eliminate the determinant factors that impede the implementation of B2SM programs in Mamuju Regency.

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