

THE IMPLEMENTATION OF EDUCATIONAL DECENTRALIZATION POLICY

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Abstract: The Implementation of Educational Decentralization Policy. The research explain the implementation of educational decentralization policy in the Tangerang Regency, Banten Province, Indonesia. The research is intended to answer the question, "Why the output of the implementation of educational decentralization didn't meet with society's expectation". This research used qualitative approach because to understand of empirical phenomenon. Based on qualitative method, researcher plays as main instrument. Observation, in-depth interview, focus group discussion, and documentary study were used for submitting the data. To answer of research problem, used theories of Edwards III. The research found that result of implement educational decentralization policy in Tangerang Regency not accordance with the society's expectation. There were five factors caused: (1) It had not developed operational legal framework on the function given, (2) It had not made operational agent organization where design, enrollment, instruction, and function suitable with its functions, (3) It had not allocated their adequate fund to carry out educational service; (4) The operational agent had not been able to set comprehensive and operational planning, and (5) Educational apparatus could not practice qualified learning process.

Key words: educational decentralization policy, legal framework, comprehensive planning.

Abstrak: Implementasi Kebijakan Desentralisasi Pendidikan. Penelitian ini menjelaskan implementasi kebijakan desentralisasi pendidikan di Kabupaten Tangerang, Provinsi Banten, Indonesia. Penelitian ini bertujuan untuk menjawab pertanyaan, "Mengapa hasil pelaksanaan desentralisasi pendidikan tidak bertemu dengan harapan masyarakat". Pendekatan penelitian kualitatif digunakan untuk memahami fenomena empiris. Berdasarkan metode kualitatif, peneliti berperan sebagai instrumen utama. Observasi, wawancara mendalam, *focus group discussion*, dan studi dokumentasi digunakan untuk mengirimkan data. Untuk menjawab masalah penelitian, digunakan teori Edwards III. Penelitian ini menemukan hasil bahwa penerapan kebijakan desentralisasi pendidikan di Kabupaten Tangerang tidak sesuai dengan harapan masyarakat. Ada lima faktor penyebabnya: (1) Tidak dikembangkannya kerangka hukum operasional pada fungsi tertentu, (2) Tidak membuat organisasi agen operasional dimana desain, pendaftaran, pengajaran, dan fungsi yang sesuai, (3) Tidak dialokasikannya dana yang memadai untuk melaksanakan pelayanan pendidikan, (4) Pelaksana belum dapat menetapkan perencanaan yang komprehensif dan operasional, dan (5) Aparat pendidikan tidak bisa berlatih proses pembelajaran yang berkualitas.

Kata kunci: Kebijakan desentralisasi pendidikan, kerangka hukum, perencanaan yang komprehensif.

INTRODUCTION

During New Order era, the decentralization policy followed an administrative efficiency model which relied more on de-concentration instruments rather than decentralization/devolution. Through de-concentration instrument, all government affairs, including education affair, were organized by vertical agencies that established in administrative areas. In education affair, central government organized it directly through vertical agencies/field administration. In post New Order, center

government decentralized all government affairs to local governments except six affairs: foreign politics, finance and national monetary, defense, security, justice, and religion. Based on this model the center government only determines norms, standards, procedure, and criteria mean while the local government regulates and administers the government affairs that decentralized, including education affair.

Tangerang Regency residents welcomed the policy. However, they were not satisfied with

the implementation of the policy. School still pay a premium, the schools is not better quality, and school buildings are a lot of damage. Therefore, the decentralized education policy should be reviewed. All aspects related the foregoing should be disclosed: how the local government implements the policy and why the result is not in accordance with the people's expectation. In conducting this study, the research is carried out in Tangerang Regency. The object study is elementary and secondary school. The research is focused on why Tangerang Regency, to implementation of educational decentralitation policy, to obtain people's expectation.

Supriyadi study (2009) found that decentralization of education affect the quality of education in Jembrana Regency Bali. Aulia study (2013) found that the implementation of the 12-year compulsory education in Surabaya City is supported by program local education operation cost (BOPDA). BOPDA given to all elementary basic education schools both public and private. BOPDA positive effect on the management of education at the schools level.

However, Rudianto (2008) research in Bekasi West Java found that approximately 50% of the damaged school buildings have not been rehab and the uneven distribution of teachers in remote areas. In addition, the parents still bear the cost of primary and secondary education. This is consistent with research Putra (2010) who found that: 1) the regulation of education financing in Solok Regency is not exist, but in practice the primary school is acquitted of all charges, while for junior and senior high school is still charge for operation funds because school operational funds from central and local government has not been enough to finance the operations of the school, 2) the determination of the mechanism of the education budget has been implemented in a bottom-up through deliberation of development planning (Musrenbang), and 3) education funding policy is prioritized to complete the nine-year compulsory education giving priority to remote areas and disadvantaged communities.

Muhdi study (2012) found that decentralized implementation model of education that is appropriate in local area is interactive, participatory, management functions and good gover-

nance model. With the model, the implementation of educational policies can be transparent, accountable, empowering all components of stakeholders, so that the quality of education can be achieved effectively and efficiently.

Edwards III (1980) said that the first to take implementing policy is communication. The formulated policy and the enforcing order should be well recognized, accurate, and clear for the implementers before they work with it. Every policy should be followed by order to implementation. The implementers should be not confused if the formulated policy and how to work is clearly known, accurate, and consistent.

Edwards III (1980) said that although the content of policy and how-to implement are quite obvious and accurate, if not supported by adequate resources, a policy will never be able to be well implemented. The most important resource is staff, which covers expertise in accordance with clear authority. In addition to staff, other important resources which determine the success of policy implementation is facilities and infrastructure. Other important factors which determine the successful policy implementation will be disposition or attitude of implementer. The implementer's attitude will highly determine the success of implementation since it can influence the organization and personnel under their control. This has something to do with the ownership of discretion by the implementer. Since the implementers have discretion in implementing the policy from the higher policy makers, their disposition and perspective will determine the success of implementation. States that in order to be able to implement the policy, the implementer will require bureaucratic structure consisting of standard operating procedure and fragmentation. With such standard operating procedure, all processes for achieving the goals, complex stages, should be determined, uniformed, and standardized in order that the processes become standardized, effective, and efficient. The fragmentation has something to do with pressure rooted from external bureaucratic units such as legislative body, group of interest, executive officer, and other public bodies. With such fragmentation, the policy implementing administration and organization will become

stable, thus capable of working with the duties and functions constantly and reliably.

King (1998) explains that the struggle over decentralization in Indonesia seems likely to continue, without any clear resolution in the near future. Perhaps education reformers should focus their attention and hopes at the school level. If school autonomy and the discretionary authority of principals have an independent, positive effect on school performance, as some education research claims, then the behavior of principals could be an important force for educational reform. Aikara (2011) explains that decentralization of elementary education in Kerala India can achieve free and compulsory education in so far as free elementary education is available to all and practically all children of the school going age are in school.

Based on the above, this study aims to determine the implementation of policies in the field of education in primary and secondary schools to meet the expectations of the community in Tangerang Regency.

METHOD

This research applies a qualitative approach. The object of this research is to understand the implementation of education decentralization especially in elementary and secondary educations. This research is carried out in the autonomous region of Tangerang Regency, Banten Province. The researcher acts as the research instrument. The data is collected through participant observation, in-depth interview, and document study. The collected data is interpreted and constructed to understand the meaning. In maintaining the validity of data, triangulation technique is applied. The researcher collects, analyzes, and interprets the data with descriptive qualitative.

RESULT

The policy of decentralization regulated by Law Number 32 Year 2004 regarding Local Government and Government Regulation Number 38 Year 2007 regarding Transfer Government Affairs from Government to Province and Regency/City. Based on the regulation, local government regulates and administers government affairs that are transferred.

With decentralization policy, people in Tangerang Regency expect: 1) Primary Schools (SD and SMP) should be free of education cost paid in the beginning of school entry, monthly tuition, and cost for purchasing textbooks; 2) For secondary school (SMA), the first education fund should be in the range of 1 to 2 million, maximum tuition 100 thousand, and in certain conditions requiring more than 100 thousand, there should be a difference between the rich and the poor and very poor ones. Tuition for underprivileged ones should be lower than that for the rich, and the very poor one should be free of all costs; 3) Communication should be well established between the school and parents as well as the society; thus when any problem related to children's education, it can be resolved; 4) The school should be equipped with adequate education infrastructures; 5) The government of regency should donate physical building and educative technical empowerment for the schools established by the society.

To implement the policy, Tangerang Regency Stipulated Regional Regulation Number 2 Year 2008 regarding Regional Apparatus Organization (Perda No. 2/2008). Based on Perda No.2/2008, the institution that provides education service is the Agency of Education (Dinas Pendidikan). Dinas Pendidikan has the main duty to perform part of regional government duties in education affairs. However, the apparatus of Dinas Pendidikan does not understand the substance of Government Regulation No.38/2007 Annex A regarding education. Consequently, Tangerang Regency fails to formulate the implementing framework in the form of regional regulation concerning education implementation and education service programs. Dinas Pendidikan has failed to prepare a legal framework as legal clarification of the functions as set forth in the Government Regulation No.38/2007 Annex A. Dinas Pendidikan has not formulated a grand design for decentralized policy implementation.

In addition, it also fails to make a strategic plan, work and budget plan (RKA) in dealing with all functions as set forth in the Government Regulation. RKA regarding education service Year 2008 only 11% from the total budget and 73% from 11% are for physical infrastructures.

Consequently, all officials of Dinas Pendidikan, from the head of agency to head of school as technical enforcing official (PPTK) have run out of time, energy, and thought to administer the physical development project. They almost have no time to administer the education affairs.

Performance of education in Tangerang Regency is as follow. Dinas Pendidikan not carried out government policy regarding free primary education as stipulated in Government Regulation No.47/2008 regarding Compulsory Education and Government Regulation No.48/2008 regarding Education Funding; Elementary and secondary school have made Curriculum at Level Unit (KTSP), but the teachers have not performed learning and teaching in accordance with the curriculum framework; Dinas Pendidikan does not have appropriate quality controlling management since it has not taken the position as supervisor in Dinas Pendidikan structure with obvious duties and functions; Management of Dinas Pendidikan remains very strong using service management pattern of New Order, more focusing on physical development and non-educative technical program; Dinas Pendidikan and its agency have not empowered the teachers who have taken position IV/a to have higher level IV/b for having difficulty in making scientific work; Education facilities and infrastructures for SD, SMP and SMA have not adequately complied with standards of facilities and infrastructure; Dinas Pendidikan does not have grand design for teacher and educator development in order to improve their academic qualification and competence in accordance with education and educator standard.

It relates to legal framework of organization level and planning of Dinas Pendidikan. Tangerang Regency has not own Regional Regulation regarding the Long Term Development Plan (RPJP) and the Medium Term Development Plan (RPJM). Tangerang Regency only has Regional Government Work Plan and Work Plan (Renja Dinas Pendidikan) which are the integral parts of general policy of budget (KUA) and determination of budget plafond (PPA) as specified in Regional Regulation regarding Regional Budget per year.

Normatively, the education service program is derived from Long-Term Development Plan (RPJP) and Medium-Term Development Plan (RPJM) of regency in education affairs. Based on RPJM, Dinas Pendidikan formulates Strategic Plan. However, Tangerang Regency has not owned RPJP and RPJM. As a result, Dinas Pendidikan has not also strategic plan. This is due to the fact that Dinas Pendidikan apparatus, time and energy have been used up to manage the development of physical facilities of education. The education development policy in form of service whose budget is allocated for building coordination management, improving learning quality, school operational fund, supervision, improving teachers' and educators' competent, school building management has not yet been performed. Dinas Pendidikan only do routine education service such as teacher and educator preferment, assisting school accreditation, National Examination, monitoring semester examination and final test implementation, and poor school supervision by school supervisors.

Dinas Pendidikan has adequate human resources from the perspective of quantity and qualification in education. Unfortunately, particularly teachers of primary schools (SD and SMP), their academic qualification has not complied with national education standard. Primary school (SD) teachers still hold diploma below undergraduate, amounting 67%. Junior high school (SMP) teachers still hold diploma below undergraduate, amounting 42%. This significantly brings effect on learning quality.

The financial resource for education service is allocated by Tangerang Regency to Dinas Pendidikan comes from Regional Budget (APBD). In APBD 2007, the allocated budget for education service is Rp. 121.308.054.600,00 of total regional budget Rp 1.672.357.548.286,00 or 8% out of wage; meanwhile APBD 2008 allocates Rp. 124.740.755.600,00 of total regional budget Rp. 1.961.996.863.644,00 or 7% out of wage. Table 1 indicates that financial resource could not support to implementation of decentralized policy in education.

Table 1. Action and Budget Plan of Education Service Budget Year 2008

No	Program	Total
1.	Early childhood education (PAUD)	1.017.769.000
	- PAUDManagement	457.769.000
2.	Nine-year compulsory basic education, secondary education and informal education	116.347.986.000
	- Physical development	91.131.350.000
	- Elementary Scholl and school management	4.355.000.000
	- Management of SMP	4.359.416.000
	- Managementof SMA	760.862.500
	- Managementof SMK	606.358.100
	- Managementof Informal education	3.240.000.000
3.	Teachers and educator`s staff quality improvement	3.955.000.000
4.	Education service management	3.020.000.000
5.	Development planning	400.000.000
	Total	124.740.755.600

Source: Processed from Regional Budget 2008

Tangerang Regency has education facilities and infrastructures to provide education service for the society. Such education facilities and infrastructures comprise of education offices and institutions. The office of Dinas Pendidikan in Cikokol, Tangerang City is not adequate as education organization controlling center due to insufficient space, uncomfortable layout, and being dirty. Most education units as technical organizing units of education have not complied with Education Facilities and Infrastructures Standard (Permendiknas No. 24/2007).

The supporting resource of authority to implement the policy is education service apparatus. The Head of Dinas Pendidikan has very strong authority. However, such strong authority has failed to create effective and efficient management. In planning preparation, synchronization has not been established among Development Plan of Regency, RKP of Regency, RPJM of Province, RKP of Province, National RKP, National RPJM, National RPJP, Strategic Plan of Department of National Education, and Work Plan of Department of National Education. The plan formulation is also not based on the real problems and needs of society, but more focused on subjective interest of Planning Area of Service and Board of Regional Development Plan (Bappeda) of Regency. Personnel mobilization by top manager to mediate manager and lower manager is not strict and hard. Many assignment letters, orders, and disposition of the Head of Agency

to the subordinates are not carried out for various excuses. In case of being successfully carried out, the quality or output is not as expected. Otherwise, in spite of being implemented and resulting in expected output, it is very slow for being pursued or frequently requested by the Head of Agency and/or Secretary of Agency.

DISCUSSION

Public policy is stipulated in policy level and then elucidated in organization and operational levels. In order that the decentralized education policy in the policy level may be implemented by the Tangerang Regency, it is important to formulate an organizational policy. Dinas Pendidikan fails to develop legal framework and policy executing to implement all function as stipulated in Government Regulation No. 38/2007 (PP No. 38/2007) Annex A. Dinas Pendidikan more focuses on physical facilities and infrastructures development. Meanwhile, the primary and secondary education implementation is delegated to schools. Dinas Pendidikan fails to perform management system building and monitoring in accordance with management principles.

Favorably, the result of decentralized policy implementation in education affair by Tangerang Regency is education service for the society. Education service is part of civil and/or public service. Civil service refers to right, basic need and demand of every body, regardless specific obligation. Civil service should be traded-off in

the market, in which the providers are monopolized, and is the government obligation. One of the forms of civil service in Indonesia is the right to obtain education. Meanwhile, the public service refers to service provided by government to citizens for meeting basic need over goods and/or public service.

With reference to the construction by Edwards III (1980) regarding the policy implementation, it is recommended the implementation of decentralized policy in education effective and producing education service as expected by the society; the implementer should, therefore, pay close attention to the following four factors: 1) communication; 2) resources; 3) disposition; and 4) structure of bureaucracy. In communication, the implementer should really understand the substance of Government Regulation No.38/2007 by means of implementation in the respective region. Here, the implementer should generate a set of implementation frameworks, 1) regional regulation concerning education implementation; 2) long-term, mid-term, and annual educational development plan; 3) work plan and educational budget; 4) organizational establishment of regional autonomous organizer in functional education. In term of resources, the implementer should allocate adequate fund from regional budget for funding educational service program in addition to physical development. In addition, the implementer should prepare the competent and professional human resources and provide adequate supporting resources. In term of disposition, the implementer should have obvious attitude in implementing the decentralized policy in education area. Such obvious attitude is shown with the strong commitment and hard effort to develop the implementation framework, program and activity preparation, and providing adequate fund in supporting all educational service programs and activities. In term of structure of bureaucracy, the implementer should be able to develop the Education Service with main duties and special functions, conducting all functions which are decentralized as set forth in Government Regulation No.38/2007. The implementer should not burden Education Service with physical development duty of educational facilities and

infrastructures. Such duties will be more effective if returned to public work and building services.

Such expectation has not been met by Tangerang Regency, although the government has formulated a policy that primary school should be free since there has been school operational aid (BOS) from central government and donation for education from the Government of Banten Province. The policy of free school is ignored by Tangerang Regency.

The Regent and Dinas Pendidikan do not have relatively strong attitude in implementing the decentralized policy in education. This is evidently shown with the failure to propose the draft of regional regulation concerning the enforcement of education and organic regulation and education development policy in form of education service. The Regent and Dinas Pendidikan prioritize more on physical development, facilities and infrastructures development.

Such attitude has correlation with the perception on the policy and perspective in education service's management experience context which has been gained thus far. The implementer's attitude in organization management and education management is not established upon mindset and framework of decentralized policy design of region as set forth in Government Regulation No.38/2007 and Regulation of Minister of National Education No.50/2007 but only based on the culture, work experience during being civil servant and official and partial understanding on institutional model and decentralized government management significantly different from centralized institutional model and government management (the era of Law No.5/1974). Consequently, Dinas Pendidikan which is the policy enforcing apparatus of regional autonomy in regency does not have autonomous attitude, in other word, having no capacity for self-decision making and independently in the corridor of central law but more on waiting for order, guide and direction from the higher authority.

Edwards III (1980) states that in order to be able to implement the policy, the implementer will require bureaucratic structure consisting of standard operating procedure and fragmentation. With such standard operating procedure, all processes for achieving the goals, complex sta-

ges, should be determined, uniformed, and standardized in order that the processes become standardized, effective, and efficient. The fragmentation has something to do with pressure rooted from external bureaucratic units such as legislative body, group of interest, executive officer, and other public bodies. With such fragmentation, the policy implementing administration and organization will become stable, thus capable of working with the duties and functions constantly and reliably.

The organizational structure of Dinas Pendidikan that set up in Regional Regulation Number 2 Year 2008 does not support the implementation of all functions as stipulated in Government Regulation No. 38/2007 Annex A. It consequently brings about the following impacts. *First*, the occurrence of policy making with inverse channel. The Head of Dinas Pendidikan who should be able to obtain data, information, and material supply to make planning/policy of supporting staff, can, in fact, achieve the supply from middle line (Planning Affair). *Second*, upon distribution of enforcing duties and functions of physical development of education facilities and infrastructures in Planning Affair, the duties and functions of Agency of Education are altered into goods/service provision function (education facilities and infrastructures). The performance of Dinas Pendidikan is getting heavier in implementing the physical development of education facilities and infrastructures than providing education service. The Planning Affair coordinates with Informal Education Affair and Primary Scholl and Secondary Education Affair in conducting physical development program of school building or broken room rehabilitation, new classroom addition, new school unit construction, entrance and school yard pavement, other supporting facilities construction, and providing education facilities and infrastructures.

In addition, the duties and functions of field administration in each district have not clearly been regulated. It also occurs in the Group of Functional Official. In return to this, the organizational structure of Agency of Education is not functional on the authority owned. It is also non-procedural since it is not equipped with standard operating procedure. In fact, Tangerang Regency

has not formulated Regional Government which, in detail, regulates government affairs material in decentralized education. Tangerang Regency directly formulates regional government work plan (RKPD) as specified in work plan of education service. It is relevant with Putra (2010) who found that the regulation of education financing in Solok Regency is not exist, but in practice the primary school is acquitted of all charges.

The result of decentralized policy implementation in education by Tangerang Regency is certainly in contrast with people's expectation since, subsequent to regional autonomy, they expect education service at least in accordance with national-standardized education. Education national standard refers to minimum criteria about education service provided by the government and regional government. Education national standard covers content, education process, education assessment, graduate competence, education facilities and infrastructures, educators and educational personnel, management, and funding standards. Based on the eight education national standards, the government and regional government provide education service to the society. The education national standard serves as reference and measurement for the society in receiving education service from government and regional government.

In line with Edwards III (1980), suggest that the implementation of decentralized policy is influenced by four factors: 1) capability of organizing agents; 2) inter-organizational cooperation; 3) resources for implementation program; and 4) environmental factors. The implementation of decentralization will be effective if the organizing agents and actors have appropriate capability, thus allowing to have reliable performance in performing functions of planning, decision making, managing government affairs which have been delegated to them. As added by Leonard, the effectiveness of decentralization implementation will mainly depend on the organizational capability of regional government in: 1) identifying problems and development opportunities; 2) identifying and making solutions for the emerging development problems; 3) making decision and settling conflict; 4) performing resource mobilization; and 5) managing development programs and projects.

It is relevant with Muhdi (2012). Muhdi explain that decentralized implementation model of education is interactive, participatory, management functions and good governance model. With the model, the implementation of educational policies can be transparent, accountable, empowering all components of stakeholders, so that the quality of education can be achieved effectively and efficiently.

CONCLUSION

Tangerang Regency, in implementing the decentralized policy in education, has not been able to meet people's expectation since the implementers, 1) have not understood the substance of decentralized policy in education as set forth in the Government Regulation No.38/2007 Annex A and how to operationalize in government decentralized government system; thus, the implementers fail to develop the implementation framework in making regional regulation regarding education enforcement, preparing educational development planning, and efficient educational service activities; 2) have not allocated sufficient regional budget for funding educational enforcement, management and service activities; 3) have not prepared competent educational service apparatus, thus allowing to design and manage educational affair which have become their competence; 4) have not empowered and developed the competence of principals, teachers, and educational personnel, thus allowing the implementation of educational national standard; 5) have not prepared organizational structure of educational service as regional autonomy organizer in education area with main duties and functions as set forth in the Government Regulation No.38/2007 Annex A; and 6) have not involved community participation in educational organization by establishing functional non-governmental organization.

Based on the aforementioned facts, conclusion can now be drawn that Tangerang Regency, in implementing decentralized policy in educational sector has failed to meet the people's expectation because it has not developed the implementation grand design. The term implementation grand design shall be defined as grand

design of policy implementation in form of formulation of regional regulation concerning educational enforcement along with the organic regulation, organizational structuring of functional educational service in accordance with the decentralized functions, adequate resources allocation, and preparation of competent organizers. Finally, the new concept found in this research is that the implementer has not formulated grand design for the implementation of decentralized policy in educational area.

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