POLICY IMPLEMENTATION APPOINTMENT OF PRINCIPAL FROM MOVER TEACHERS IN WEST NUSA TENGGARA PROVINCE IN 2024 (IMPLEMENTATION OF MINISTER OF EDUCATION, CULTURE, RESEARCH AND TECHNOLOGY REGULATION NUMBER 40 OF 2021)

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Abstract

The implementation of the principal appointment policy in West Nusa Tenggara Province in 2024 has not met government expectations. This policy is based on the Ministry of Education, Culture, Research, and Technology Regulation Number 40 of 2021 concerning the assignment of teachers as principals. The requirement for mover teacher to become principals, as stipulated in Article 2, paragraph c, has not been fully implemented, even though two years have passed since the regulation was enacted and the availability of teacher leader competency certificates has been met. This study aims to analyze the implementation of the policy of appointing principals from teacher leaders from the aspects of communication, resources, disposition, and bureaucratic structure. The next objective is to reveal the inhibiting and enabling factors in the implementation of the policy. This is a qualitative study using a post-positivist approach, where data processing and analysis use the DAPA (Data Analysis Procedure by Application) technique with Nvivo 12 Plus. This study found that the implementation of principal appointments in three regional governments, namely West Lombok Regency, West Sumbawa Regency, and the Provincial Government, has been carried out in stages, both manually and through the implementation of the KSPS system. In terms of communication, the policy implementation was conveyed to regional governments through the provincial education office and district/city education offices through socialization activities, workshops, and coordination meetings. Supporting resources for this policy have been almost fully provided by the government. The disposition or attitude of the implementers generally supports this policy. The bureaucratic structure of the policy has been designed by the government, so regional governments feel that there is no need to develop SOPs, supported by the use of the KSPS system, which has various advantages such as automated administrative selection, integration with the dapodik, ekinerja, PMM, and other systems that simplify the appointment communication process. The revelation of inhibiting and supporting factors, as well as the analysis of the implementation of this policy, has resulted in a new, more comprehensive, and participatory policy implementation model/strategy.

Keywords: *Education, Policy, Policy Implementation, Principal*

1. INTRODUCTION

Education is a conscious and planned effort so that students are able to develop their potential which includes moral strength, self-control, personality, intelligence and noble religious spirituality through a learning process. The 1945 Constitution mandates that education in Indonesia is fully organized by the government. So that the government continues to strive and strive for the implementation of education with a system that is well organized so that the goals of the state are realized. The education system that will be attempted to be implemented is stated in Law Number 20 of 2003 concerning the National Education System which explains that the education system adopted by Indonesia is education that is rooted in cultural values, religion and responsive to changes in the times based on Pancasila and the 1945 Constitution (President of the Republic of Indonesia, 2003). The National Education System includes all processes and elements involved in the implementation of integrated education and collectively strives for national education goals. The components of education include teachers, principals,

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education personnel, school committees, school supervisors, students, parents, communities, community groups, private sector, schools, universities, government and other elements that have an interest in the world of education. The implementation of the policy of appointing principals from mover teachers until 2024 has not achieved the expected results, marked by many regions not yet fully implementing this policy. The fact that some have implemented it is something that should be appreciated, but there are still many regions that have achievements in terms of the percentage of principal appointments that are still low. Data obtained in the preliminary study, based on the database as of January 5, 2024, the achievement of the appointment of secondary school principals from driving teachers in West Nusa Tenggara Province reached 65.71%. Meanwhile, the achievement of the appointment of elementary school principals from driving teachers in each district or city is presented in Table 1 below.

Table 1.1 Achievements of Appointment of School Principals in NTB Province

No	Province	Local government	Percentage of GP-CGP to KS
1	West Nusa Tenggara	City of Mataram	65.00%
2	West Nusa Tenggara	Bima City	62.50%
3	West Nusa Tenggara	West Sumbawa Regency	23.53%
4	West Nusa Tenggara	Sumbawa Regency	41.36%
5	West Nusa Tenggara	North Lombok Regency	47.06%
6	West Nusa Tenggara	East Lombok Regency	65.18%
7	West Nusa Tenggara	Central Lombok Regency	49.21%
8	West Nusa Tenggara	West Lombok Regency	71.15%
9	West Nusa Tenggara	Dompu Regency	43.75%
10	West Nusa Tenggara	Bima Regency	80.00%
Average Achievement of KS Appointment from GP			55.86%

Based on the data in Table 1.1 above, it shows that neither the NTB Provincial Government nor the city and district governments in NTB Province have achieved their targets. The results of interviews with the person in charge of the mover teacher program who was also tasked with advocating for the policy of appointing teacher leaders from school principals, stated that several local governments through the education office stated that the appointment of school principals from teacher leaders was constrained by the number or availability of mover teacher in their respective regions. However, according to existing data, the availability of mover teacher is actually sufficient. Furthermore, the person in charge of this program said that this depends on the willingness of the local government to comply with the policies set by the central government.

When viewed from the Policy Implementation Theory of Edward III, 1980, the availability of teacher leaders is included in one aspect of resources, but information related to other resources such as budget, supporting facilities and other resources has not been presented in full. Meanwhile, the willingness or compliance of the local government is included in the disposition aspect. What is the reason or cause of the local government's non-compliance from the disposition aspect is not yet clearly known. Likewise, information on whether the central and regional governments have prepared standard operating procedures (SOPs) for the implementation of this policy and clarity on the division of authority in the implementation of this policy is very important to obtain so that a description of the implementation of the policy on appointing principals from leading teachers can be presented in full so that identification of inhibiting factors and factors supporting the implementation of this policy can be found and used as a basis for providing recommendations for improvements in the future.

2. LITERATURE REVIEW
Theoritical review

In qualitative research, literature review or theoretical basis is used as a basis for providing theoretical answers to something being studied, in other words, it becomes a guideline in viewing the focus of the research, (Suwitri et al., 2016). The theoretical basis can be a foothold for compiling constructs, dimensions and formulating

them into a topic, then making a description of the relationship between theories, especially about the main issues discussed according to the focus of the research, Cooper, et al., (2018) in Kasmad, et al (2023). In this case, it can be concluded that the theoretical basis can be used as a premise in analyzing the focus of the research that is in line with the interpretation framework or post-positivism paradigm in the perspective of the new public administration (NPA). (bisa dihapus ini pak ?) Implementation related to public policy means the implementation or implementation of a strategy that has been determined by the government to achieve a goal. Implementation of public policy is a very important stage in the policy process, without implementation a policy will just be a collection of papers containing formulations or action plans on the table (Kasmad, 2018).

If a policy cannot be implemented, it will only be a dream and the formula paper will only become a neatly stored archive (Milwan & Sunarya, 2023). In fact, as a person's experience increases in matters of public policy, his sense of optimism will turn into cynicism (Edward III, 1980). In fact, as a person's experience increases in matters of public policy, his sense of optimism will turn into cynicism (Edward III, 1980). The ideas formulated by Edward III (1980) can be considered similar to Grindle's model (1980), which also discusses public policy implementation. However, Edward III's model (1980) has an advantage as it includes a discussion on the aspect of communication, which is indeed crucial in policy implementation. Compared to Van Meter and Van Horn, Edward III's ideas have a weakness in that they do not incorporate the aspect of policy performance. Nevertheless, this limitation in terms of policy performance can be set aside, as this study focuses on the implementation process. Discussions about policy performance can be followed up through policy monitoring and evaluation, which can be examined as a separate subject.

Essentially, policy is an iterative cycle starting from formulation, implementation, and evaluation. To answer the research question, the search for information will focus on the policy implementation aspect. Based on the literature review above, the researcher believes that Edward III's theory (1980) is more relevant for analyzing the implementation of the policy on the appointment of school principals from among "Guru Penggerak" (teacher leaders) as stipulated in Permendikbud Number 40 of 2021. The reason is that this policy is a top-down policy issued by the Ministry of Education, Culture, Research, and Technology and directed at local governments as the personnel supervisors for teachers and school principals in particular and the administrators of educational affairs in general. Viewed from the perspective of the roles and authorities held by the ministry and the bureaucratic structure of local governments, Edward III's model (1980) remains relevant. Milwan (2023) mentioned that Edward III's model is suitable for analyzing policies within governmental institutions that have clear hierarchical levels and specific functions to detail the policies to be implemented. In implementing a policy, support and advocacy must still be provided at every bureaucratic level, starting from the ministry (central government), provincial government, regency, and municipal governments, down to the implementers, to ensure the policy achieves its objectives.

Previous Research

There are 10 prior studies used as references in this research, but there are fundamental differences between these previous studies and the current research. First, from the aspect of the policy being implemented, this study will examine the implementation of the policy on the appointment of school principals under the latest regulation, *Permendikbudristek* Number 40 of 2021, which introduces new requirements, including that principals must be selected from *Guru Penggerak* (teacher leaders). In contrast, other studies used older regulations, such as requiring a certification for prospective principals, or addressed policies outside the Indonesian context (Wales, Malaysia, Brazil). The second difference lies in the theoretical framework. This study will utilize Edward III's 1980 policy implementation theory, whereas other studies either applied the same theory or predominantly used different ones. The third difference is the research locus. None of the previous studies were conducted in the province of West Nusa Tenggara, as proposed in this research. This geographical distinction provides an opportunity to explore unique enablers, challenges, and obstacles in this specific context. Previous research is research that has been completed and can be used as a comparison and reference. This is done to avoid the assumption of similarity and even duplication of a study.

Framework of Thinking

The problem limitation in qualitative research is called the research focus (Sugiyono, 2023). The focus of research in qualitative research is comprehensive or the entire natural situation, so it must be explained, discussed

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or linked to a relevant theory, in the discussion it must explain what relationships exist, which can be causal, symmetrical, positive or negative, or reciprocal, then presented in the form of a diagram to form a framework of thought. The framework of thought is a conceptual design that explains the relationship between theory and problems or focus in research, (Hamdi & Ismayarti, 2021). The focus of this research is on the process of implementing the policy of appointing school principals from driving teachers and the results so that it will produce a new understanding of how the event occurred. The approach that will be used in this research is a postpositivism or interpretive approach.

3. IMPLEMENTATIONMETHOD
Types of research
With the aim of describing and analyzing the implementation of the appointment of principals from mover teachers based on Permendikbudristek Number 40 of 2021, this study uses a qualitative research type. In general, qualitative research is research that explores the meaning of attitudes, behaviors and experiences with interview data collection techniques, information from the views of a group of people in a focused manner (focus group discussion/FGD). Qualitative research is a research approach that aims to explore and understand the meaning of individuals or communities that will naturally bring social problems or individual problems, (Cresswell, 2014).

Resources
Data collection is a transition process in quantitative and qualitative research. Transition means a change in form from a concept to a variable and continuing from a variable to research data (Kasmad & Aisyah, 2023). The data that will be used in this study is a combination of primary/main data and secondary/supporting data that will be collected from data sources or information sources determined based on the focus of this study.

Operationalization of the Concept
In this research, there are concepts that need to be explained to provide a detailed explanation of the object under study. These concepts are:

Mover Teacher
The learning process in schools cannot be separated from the role of a teacher, in general teachers are known as teachers, mentors, educators and act as parents at school. According to Hamalik in Mustari, M. (2019) Teachers are a position that requires a number of specific skills so that they can be carried out professionally. To be able to carry out duties as a teacher, a number of requirements are required which include qualifications and competencies. The teacher competency improvement program is called the mover teacher program, which is a teacher training program that begins with the process of registration, selection, and mover teacher training which aims to prepare teachers to become learning leaders and can provide encouragement for changes in Indonesian education in a more advanced direction. Through a series of requirements and training processes based on the use of technology and information, it can be concluded that mover teachers are teachers who have good abilities and motivation from all over Indonesia to take part in the training program and be declared to have passed the driving teacher training.

Principal
The success of education implementation in schools is greatly influenced by the principal in managing all resources available in the school, (Mulyasa, 2011). Mulyasa explained that with the decentralization of government and continued decentralization in the education sector, the role of the principal is very large in creating school progress. For that, a principal must have strong leadership skills in creating a conducive atmosphere in the school, both in terms of working relationships with teachers and the learning process itself.

Policy
Policy is defined as a strategy or tactic to achieve a goal, so that there are at least three elements in a policy, namely the goals that have been set, efforts and steps to be taken and the provision of supporting resources for the implementation of the action plan, this opinion was conveyed by Amara Raksasataya in Suwitri, S. et all (2016). Friedrich in Handoyo, E (2012) stated that policy is an action proposed by individuals, groups or

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communities or the government in

Public

In Indonesian, the word public can have various meanings depending on the accompanying words. Sometimes it can mean general, people, society, the public itself, the government or the state (Sri Suwitri et al., 2022). Furthermore, Irfan Islami in Suwitri, S et al, (2022) explains the meaning of the word public with examples of combining the word public with other words and giving different meanings. As in the word public opinion is translated as public opinion, so the meaning of the word public here is general. Different from the word Public Library when translated the word public will mean people so that the meaning in public library is people's library. There is another word public when combined with health, if you pay attention to public health here it will mean public health. From the explanation above we get three meanings contained in the word public, namely people, general and society.

New Public Administration

The concept of New Public Administration in this study will be used as a paradigm in viewing the implementation of the appointment of school principals based on Permendikbudristek Number 40 of 2021, whether there is still political influence or can it run according to the existing administrative process. Basically, there are two big ideas in Old Public Administration, namely the separation between politics and government administration processes and the principle of efficiency in public administration, but these two ideas are not enough to maintain public trust (Suwitri et al., 2016). New Public Administration which was born from the development of administrative practices is influenced by rational choices and good governance. The practice of good governance in the implementation of school principals must be able to prioritize social justice, meaning that every teacher must have an equal opportunity to become a principal as long as they meet the requirements.

Data Collection Procedure

Before collecting data, the steps taken by the researcher are to determine the informants/research sources. The determination of informants/research sources in this study is determined objectively or known as purposive sampling. The use of the word sample is commonly used in quantitative research, but qualitative research with a case study approach can use the term sample. Qualitative research with a case study approach uses a sampling technique by means of purposeful selection used to select participants who will become key informants as part of the population in an organization according to Maxwell, 2013 in (Kasmad & Aisyah, 2023)

4. RESULTSAND DISCUSSION

Description of Research Object

This study aims to understand the process of implementing the policy of appointing principals from mover teachers in West Nusa Tenggara Province with a post-positivism approach using the Public Policy Implementation Theory according to Edward III, 1980. The discussion focuses on aspects of communication, resources, disposition, bureaucratic structure, inhibiting factors and driving factors/enablers. By analyzing the inhibiting and driving factors of the implementation of the policy, a new model is formulated in policy implementation that is in line with the New Public Administration perspective. The determination of the informants was carried out using the purposive sampling method, namely deliberately selecting informants who were considered to have knowledge about the implementation of the appointment of principals from driving teachers according to Permendikbudristek Number 40 of 2021.

Results

The data obtained from interviews with informants were converted into interview transcripts and then processed using the Nvivo 12 Plus application. Supporting data in the form of observation notes containing descriptive and reflective notes obtained during this study. Other supporting data in this study are regulations related to the appointment of school principals and documents of regional head decrees regarding the appointment of school principals. All supporting data related to the research object were used as triangulation material in data analysis. The post-positivism approach applied in this study directed researchers to think deductively in determining themes or nodes in accordance with Edward's Theory, III, 1980 which was chosen at the beginning of

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the study.

Figure 4.1. word frequency query

The Word Frequency Query feature displays the answers of the informants who often mention words such as "head", "school", "teacher", "system", "permendikbud" and "not yet" when asked about the implementation of the policy of appointing principals from driving teachers. This provides an indication that the informants revealed the fact of appointing principals based on the regulations for appointing principals that have been implemented by three regional governments, namely West Lombok Regency, West Sumbawa Regency and the Provincial Government since June 2023 in two ways, namely the appointment of principals manually or without using a management information system and then the appointment of principals using a management information system called the Principal and School Supervisor Appointment System (KSPS) which is hereinafter referred to as the KSPS System

Manual Appointment of Principal

This study found that the appointment of principals from driving teachers since the enactment of Permendikbud Number 40 of 2021 in the three regional governments that were the objects of this study was guided by the Regulation of the Director General of Teachers and Education Personnel (Perdirjen) of the Ministry of Education, Culture, Research and Technology Number 5958/B/HK.03.01/2022 concerning Technical Instructions for the Assignment of Teachers as Principals. The stages that must be carried out by the government are initiated by the education and culture office calculating the data on the needs of school principals.

Principal and Supervisor Appointment Management Information System (KSPS System)

The Management Information System for Appointment of School Principals and School Supervisors, hereinafter referred to as the KSPS System, has been implemented and submitted to regional governments based on the letter from the Director General of Teachers and Education Personnel Number 0756/B.B1/GT.02.00/2024 dated February 18, 2024. The KSPS System can be accessed by regional governments, in this case the district/city and provincial education and culture offices, via the websitehttps://pengangkatan-ksps.kemendikbud.go.id

DISCUSSION

All data in the study, namely the results of interviews, document studies and observation notes were collected and then data reduction was carried out. Data reduction in this study was carried out with steps that include data collected being selected and selected or discarding data that does not provide new information, repeated data and eliminating data that has no support. The stages of data reduction include data collection activities, data selection, and data simplification related to the implementation of the principal appointment policy in three local governments, namely West Lombok Regency, West Sumbawa Regency and the NTB Provincial Government. After that, it was continued with data processing and data analysis which was carried out by providing categories for all data using themes in the Policy Implementation Theory according to Edward III, 1980,

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presented in Table 4.1.

Table 4.1 Data Processing Results Matrix

Theme	Key Findings	Data source
Communication	The communication of the principal appointment policy has been transmitted through socialization activities, audiences, advocacy and coordination between organizations. The consistency and clarity or clarity of the contents of the principal requirement fulfillment policy as per articles 2 and 4 have been understood by the education office, marked by the office's understanding, the local government's understanding and the teachers' good understanding of the policy contents.	Interview transcripts, regulatory documents and observation notes.
Resource	The main resources mentioned in Permendikbudristek Number 40 of 2021 Article 2 are teachers who have a number of criteria to be appointed as principals. This policy aims to ensure that the minimum competencies to become principals are met. The fulfillment of these competencies has been attempted by the government.The resources in this study include Human Resources (HR), namely the availability of leading teachers, a principal appointment information system, budget availability and training for leading teachers provided by the central government.	Interview transcripts and observation notes.
Disposition	There are 4 factors that influence the attitude/disposition of local governments, namely commitment, policy benefits, quality of driving teachers and regional interests. Permendiksbudristek Number 40 of 2021 does not explicitly regulate the use of application systems or information systems (KSPS System). This is what drives West Lombok Regency to have a different disposition because it still wants manual implementation.	Interview transcripts, regional head decree documents and observation notes.
Bureaucratic Structure	The results of the study found that the bureaucratic structure of the	Interview transcripts and

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	implementation of the principal appointment policy based on Permendikbudristek Number 40 of 2021, Article 3 Number 3, namely the formation of a consideration team, has been complied with by all regional governments by forming the Rank and Position Consideration Agency (Baperjakat). There were also findings in the form of supporting regulations, technical instructions, KSPS work procedures, span of control, e-governance, fragmentation and sanctions.	regulatory documents.
Inhibiting Factors	Factors inhibiting the implementation of the principal appointment policy are regional authority, political intervention, digital transition, low support from local governments and the interests of local governments.	Interview transcript and principal appointment decision letter document.
Driving Factors/Enablers	Factors such as resources, the advantages of the KSPS System, teacher enthusiasm, cross-organizational coordination, the implementation of the supervisory function, and the delivery of policy content to regional heads are themes found as driving factors/enablers in the implementation of this policy.	Interview transcripts and supporting regulatory documents

These themes are created in the Nvivo 12 Plus application to facilitate data processing and data analysis. The next step is data presentation or data visualization. Data presentation is done with the help of the Nvivo 12 Plus application using the hierarchy chart, mind map and project map features to facilitate analysis.The implementation of the principal appointment policy, both manually and the implementation of the KSPS system in this study will be discussed in one unit of discussion because these two stages are a series of events that cannot be separated. Based on the theory of policy implementation by Edward, III, 1980, the implementation of the principal appointment policy is influenced by four main factors, namely communication, resources, disposition and bureaucratic structure. Then the discussion of the inhibiting and driving/enabling factors in the study aims to formulate a better policy implementation model.

Communication

Communication is an important factor in the implementation of the policy of appointing principals from driving teachers because from good communication, a good understanding will be obtained from the implementing party and ultimately support for the implementation of this policy can be obtained. Three important things in the communication of this principal appointment policy are the first is the transmission of the policy to the local government, the second is the clarity of the policy content and the third is the government's consistency in conveying this policy.

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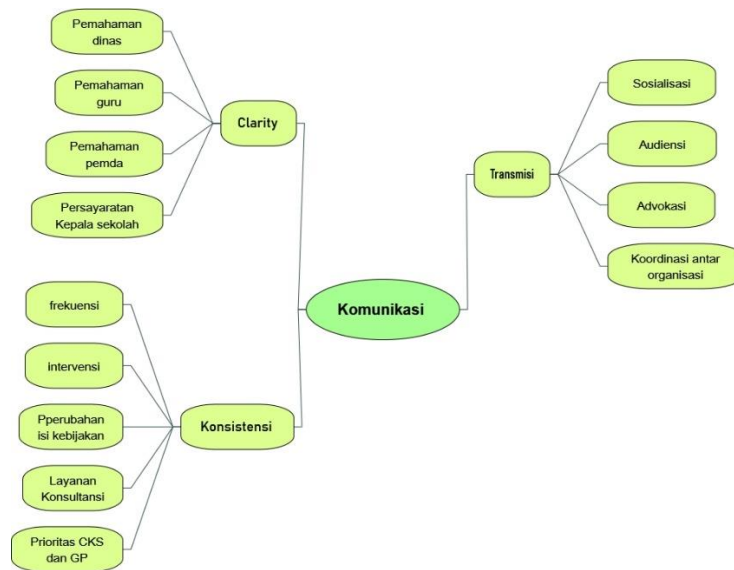
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Figure 4.2. Communication of the Implementation of the Appointment Policy Headmaster.

The communication of the implementation of this public policy went well, the results of the study found that in terms of transmission, this policy has been conveyed using various methods, namely through policy socialization in the form of coordination meetings, activity workshops and delivery of policy content at general policy sessions in each activity carried out by the Directorate General of GTK, the Center for Leading Teachers, and the Center for Education Quality Assurance. All sources in this study stated that the policy of appointing principals from leading teachers based on Permendikbudristek Number 40 of 2021 has been conveyed to the local government through the education office, also conveyed to prospective leading teachers through socialization activities and coordination meetings.

Resource

From the results of interviews with sources from three local governments, it was found that the availability of driving teachers who meet administrative requirements or Human Resources was the most frequently found expression. The information system is also utilized in the training of driving teachers and the information system for the appointment of school principals ranked second in this study,

Figure 4.3. Resources in the Implementation of the Head Appointment Policy School From Moving Teacher

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The results of data processing on my source theme with the hierarchy chart feature on the Nvivo 12 Plus application show that human resources (HR) are the most dominant factor in the policy of appointing principals from driving teachers.

Disposition

The next factor in policy implementation is disposition. Several things that influence the disposition of local governments in this study are displayed with the project map feature as in Figure 4.4. In this study, the differences in attitudes/dispositions of local governments in the aspects of communication and resources were found to be not too large because in this policy communication the local government acts as a communicator or recipient of the message. Likewise in the aspect of resources, the disposition of the local government directly supports the teacher mover program because all budgets, training and information technology have been provided by the government, in other words the local government is only a user or user of products that have been produced by the government.

Figure 4.4. Disposition

Data processing with the Nvivo 12 Plus application using the project map feature as shown in Figure 4.4, shows that there are 4 factors that influence the disposition or attitude of local governments in implementing

Bureaucratic Structure

The aspect of bureaucratic structure in this study, both manual implementation and implementation of the KSPS system, based on data from sources and research documents, produced themes such as the Rank and Position Consideration Agency (Baperjakat), Supporting Regulations, Technical Instructions, KSPS Work Procedures, Span of Control, E-governance, Fragmentation and Sanctions. The results of data processing with the project map produced data visualization as in Figure 4.5

Figure 4.5. Bureaucratic Structure

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The data above shows that the local government has complied with the regulations on the appointment of school principals by forming a consideration team as mandated in the Minister of Education, Culture, Research and Technology Regulation Number 40 of 2021 Article 3 Number 3. The consideration team formed by the local government is referred to as the Position and Rank Consideration Team or abbreviated as Baperjakat.

5. CONCLUSION

Implementation of the principal appointment policy in three local governments, namely West Lombok Regency, West Sumbawa Regency and the NTB Provincial Government, which has been implemented using two methods, namely manual principal appointment and using the KSPS system. Viewed from the aspect of policy communication, Permendikbudristek Number 40 of 2021 has been clearly conveyed to local governments through the education office, this means that all the requirements and mechanisms for appointing principals as regulated in articles 2 and 4 have been understood and implemented by the local government, it's just that there are communication barriers due to changes in regional heads/officials so that efforts need to be made to improve the policy communication strategy.

From the resource aspect, the implementation of this policy almost all resources such as training for mover teachers, training budgets and information and communication technology used in the implementation of the policy of appointing principals from mover teachers have also been adequate. From the resource side, it can be concluded that fulfilling the requirements for a mover teacher certificate as regulated in Article 2 should not be an obstacle for local governments because in principle local governments are only users of products that have been provided by the government through technical ministries. In terms of resources, the provisions in Article 4 which regulate the mechanism for appointing school principals when there are no Prospective School Principal Candidates (BCKS) who have CKS and GP certificates have been ignored by the regional government considering the availability of adequate Mover Teachers.

The next aspect is the disposition or attitude of the local government as the implementer of this policy, there is one local government that has an attitude or does not support this policy which is likely caused by Permendiksbudristek Number 40 of 2021 initially not explicitly regulating the use of application systems or information systems in the appointment of school principals by the local government. The use of this information system or KSPS System received a different response from one of the local governments. Differences in perception also occur because regional interests have not been accommodated in this policy, while the other two local governments can be concluded to provide sufficient support for the implementation of this policy. From the aspect of bureaucratic structure, it can be found in Permendikbudristek Number 40 of 2021 Article 3 Paragraphs 1 to 6 which state that the local government as the implementer of the policy has full authority to appoint school principals as Personnel Development Officers (PPK) and the procedures for forming an advisory board have been carried out properly. In this case, the role of the government as a policy maker or regulator and the local government as the implementer of the policy. So it can be concluded that the fragmentation or division of authority between local governments has been clearly separated in this policy.

This study successfully identified inhibiting factors in the implementation of the principal appointment policy, namely regional authority, regional elections, political intervention, regional government interests, low support from regional heads, minimal socialization to regional heads and digital transition. Of all the themes in the inhibiting factors, the biggest obstacle in the implementation of the principal appointment policy is the existence of regional authority in implementing teacher human resource management including appointing, transferring or dismissing teachers from the position of principal. This is a major challenge in implementing the policy because the government's function as a regulator cannot penetrate the limits of this authority, so that the repressive supervisory function with budget instruments according to the author is the choice that must be prioritized.

At the same time, the author also found the driving factors/enablers in the implementation of this policy, namely the enthusiasm of teachers in participating in the mover teacher program, cross-organizational coordination that has been implemented by the Ministry of Education, Culture, Research and Technology, the availability of human resources, budget and management information system for the appointment of school principals and school supervisors (KSPS System). These supporting factors are the government's success in implementing programs with good risk planning and mitigation, including the success in overcoming organizational communication barriers, both internal communication with all technical implementing units of the Ministry of Education, Culture, Research and Technology and external communication together with the Ministry of Home Affairs and BKN in obtaining

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support for accelerating the implementation of this policy. Important information contained in these supporting factors can be used as evaluation material for improvements in the public policy process which includes the preparation, implementation and evaluation of the impact of the policy. Based on the description of communication aspects, resources, disposition, bureaucratic structure, driving factors/enablers and inhibiting factors of policy implementation, the author formulated a policy implementation model/strategy which is a combination of Edward III's theory, 1980 with several facts found in this study such as the application of information technology, decentralization and dynamics that occur. The following is a policy implementation model according to the author. This model consists of two main components, namely:

Main Components

The internal components of policy consist of communication, resources, disposition, bureaucratic structure and integrated management information systems.
a) Communication, in addition to considering aspects of transmission, clarity and consistency, also needs to consider the target or communicant. The highest structure in the local government which is the decision maker is the main target of communication.
b) Resources, all aspects including human resources, budget, and other supporting facilities must be provided by the government.
c) Disposition, in achieving the disposition of local governments that is in accordance with expectations, the central government needs to develop policy advocacy strategies. The involvement of technical Implementation Units in policy advocacy needs to be increased.
d) Bureaucratic Structure, in addition to paying attention to standard operating procedures and the division of authority between the central and regional governments. Additional articles containing sanctions are also needed to prevent retention from implementation.
e) Integrated Management Information System
The availability of an integrated management information system with other information systems will encourage automation, transparency, accountability, effectiveness and efficiency in policy implementation.

Additional Components

Additional components consist of stakeholder involvement and strengthening the government's oversight function for local governments.
a. The involvement of stakeholders / related parties at the stage of formulating or drafting public policies provides an opportunity for stakeholders to participate in analyzing the policies to be formulated. This opens up greater opportunities for stakeholders to convey their aspirations or interests in the formulation of policies. By accommodating the interests of stakeholders, it is hoped that it can encourage compliance of policy implementers.
b. Supervisory function
The resulting policy must contain a supervisory function or contain sanctions for local governments. The sanctions contained in the policy have been drafted to contain administrative sanctions for local governments using budget instruments. For example, in the implementation of the policy, the appointment of school principals is made a condition for the disbursement of BOS funds or the Disbursement of Special Allocation Funds.

According to the author, this strategy or model is more comprehensive than the previous model because it covers all aspects of policy implementation and adds aspects of information technology utilization, and participatory aspects from related parties. This model is also systemic because each aspect has a relationship. By including the supervision component in this model, it will reduce the chances of non-compliance by policy implementers.

SUGGESTION

Based on the findings and conclusions of the research on the implementation of the appointment of school principals from driving teachers based on Permendikbudristek Number 40 of 2021, the author provides technical and operational suggestions to:
1. To the central government, to make changes to Permendikbudristek Number 40 of 2021 with a number of

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improvements, namely:

    a. adding a clause on the use of information systems (KSPS System) in the appointment of school principals to avoid retention from local governments.

    b. adding an article containing broader sanctions for regions and schools if they appoint a school principal who does not have the provisions as stipulated in the regulations,

    c. The article contains sanctions if the principal has non-definitive status, such as BOS funds cannot be disbursed if the school does not have a definitive principal.

    d. Remove the provisions of Article 4 due to the availability of sufficient driving teachers.

2. To the BPMP of West Nusa Tenggara Province, as a UPT of the Ministry of Education, Culture, Research and Technology which has the task of implementing education quality assurance and policy advocacy, to ensure that every policy is communicated to the regional head and to develop a policy communication strategy in order to realize the commitment of the regional government as shown in a joint agreement between the regional government and the ministry to implement the policy of appointing school principals from driving teachers.

3. To the local government, do not delay the appointment of school principals from leading teachers based on Permendikbud Number 40 of 2021. The authority of the local government to delay the appointment of school principals by issuing a Decree on Acting (Plt.) Principals is not a wise choice, because it can be detrimental to the parent school and teachers who are assigned as principals but whose status is not yet definitive.

4. To subsequent researchers, to conduct further research related to the effectiveness of implementing the appointment of school principals based on information systems (KSPS system) to obtain new knowledge that can be used as material for improving policy implementation.

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