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The Effectiveness of Communication Media in Supporting Fagogoru Philosophy-Based Communication Strategies in the Implementation of Education Policies (Case Study of the Central Halmahera Regency Education Office)

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Abstract

The implementation of education policy requires the necessity of using effective communication strategies so that policy messages can be well received by the public. Especially if the implementation of the policy is in areas that are still experiencing development transitions from various aspects. This study aims to analyze the effectiveness of communication media in supporting communication strategies based on the philosophy of fagogoru in the implementation of education policies in Central Halmahera Regency. The method used is a qualitative approach with explanatory case studies. Data were obtained through interviews, observations, documentation, and online questionnaires involving service providers and service recipients with a total of 18 informants. The results of the study show that the communication media used, such as correspondence, WhatsApp, Zoom Meeting, and social media, are relatively effective in reaching the community even though there are still obstacles in the form of delays in information distribution, limited digital literacy, lack of individual awareness, and uneven infrastructure. The integration of this fagogoru philosophy with the values of Ngaku re Rasai, Budi re Bahasa, Sopan re Respect, and Mtat re Memoy strengthens the communication strategy so that it is more inclusive, polite, and harmonious. The combination of modern communication media and local cultural values has been proven to increase the effectiveness of education policy implementation by increasing public understanding, participation, and trust in the implementation of education policies.

Keywords: communication media, communication strategy, fagogoru philosophy, policy

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implementation, education.

INTRODUCTION

The government is an organization that has interconnected policy implementations to achieve its goals (Husein et al., 2023:219). This emphasizes that the structural model of the Indonesian government hierarchy makes the central government to the regions have a relationship that cannot be contradicted by each other. Thus, the implementation of policies that will be applied from the central to the regions must have the same quality of information.

Therefore, a communication strategy is needed in the implementation of the policy. Where this Strategy is an important part in realizing the perception of policy information that is in line and in the direction of the central government to the regions and until the community has a harmonious perception. If the implementation of the policy has an improper communication strategy, the public and the government will have different views in understanding the policy. In addition, it will trigger misunderstandings that lead to conflict. This is why, it is very important for local governments, especially in regions that are in the transition of regional development, to have an effective, credible and coherent communication strategy.

Communication strategies require communication media which is a connecting bridge to convey messages to the audience. Wilbur Schramm (1988) states that "communication media is a means of conveying messages so that messages made by the subject of communication can be conveyed to communication objects that are in another hemisphere, another place, or at a certain time that does not allow between the subject and the object of communication to meet", (Husein et al., 2023:222).

Therefore, the function of communication media is very urgent as an intermediary of policy messages. Thus, communication strategies require the use of appropriate, affordable and conducive communication media. This is because the communication media will be the key role in how a policy message from the government will be conveyed to the public.

As a district that is undergoing a development transition to a mining industrial area, Central Halmahera has quite rapid development physically and psychologically. This is characterized by the large number of facilities and infrastructure development that occurs in various sectors. In addition, the mining industry in the Central Halmahera area opens the widest possible employment opportunities. So that the Central Halmahera region has an increasing quantity of people from various ethnicities, cultures and religions both from between Indonesian domestic and international regions.

Therefore, in this transition of change, communication strategies with the use of

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communication media require the role of local culture so that it has a base that is integrated with the local community. This local culture will be the mediator and unifying when policies are implemented. Parsons (1953) states that "culture is the norm of the main structure of social actions in which the social structure will survive with the differentiated functions in it" (Demmallino et al., 2024 p. 131). Therefore, culture is a pillar that must be maintained in its social order. Because culture is very applicable in a social order. The social order in question is communication, interaction, symbols and even beliefs.

The philosophy of fagogoru has values that are applied as guidelines and rules in interacting and communicating with the people of Halmahera. These values from generation to generation are maintained and applied in life as a form of identity of the people of Halmahera, especially the Weda, Patani and Maba areas. So, even in acting and thinking, the people of Halmahera have values that control themselves so as not to exceed the limits of humanity.

The philosophy of fagogoru which has four main values, namely: Ngaku re Rasae which literally means recognition and brotherhood, Sopan re Respect which literally means manners and appreciation, Budi re Language which literally means ethics and satun and Mtat re Memoy which literally means shame and fear. (Oesman 2024).

In the science of communication based on local culture, the fagogoru philosophy contains values that will strengthen communication strategies in the policy services of the Education Office of Central Halmahera Regency. Where these values are:

1. Ngaku Re Rasai is a form of communication that is based on service by considering that the community has a bond of brothers and sisters
2. Budi Re Bahasa is part of the service by using good language and media, easy to understand and acceptable to the community
3. Politeness re Respect in communicating must be polite in receiving complaints from the community or when conveying complaints and respecting each other regardless of social status
4. Mtat re Memoy is part of the implementation of communication policies based on maintaining civility in communicating while remaining reluctant and humble

Therefore, communication strategies in the implementation of education policies not only require the right communication media but also support from local culture. Most of the research on policy communication only emphasizes the role of the media and communication strategies in general or emphasizes the *Fagogoru philosophy* only as an object of behavior formation but has not associated it with the philosophy of fagogoru as a local cultural basis that is able to strengthen

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the communication strategy of local government policies in the field of education. This is what distinguishes this study

The purpose of the research entitled "The Effectiveness of Communication Media in Supporting Fagogoru's Philosophy-Based Communication Strategy in the Implementation of Education Policies (Case Study of the Central Halmahera Regency Education Office)" is to analyze the role, effectiveness, and challenges of communication media in supporting communication strategies based on the Fagogoru philosophy.

PROBLEM FORMULATION

Based on the available literature, there is a formulation of problems that can be described in this study, namely:

1. How is the effectiveness of communication media to support communication strategies based on the fagogoru philosophy in the implementation of education policies in the Education Office of Central Halmahera Regency?
2. How is the integration of the fagogoru philosophy with the communication strategy of the Central Halmahera Regency Education Office in implementing policies?

LITERATURE REVIEW

Theoretically, this research combines four major perspectives, namely:

1. Information Technology Theory (Thomson (2018: 147) which groups organizational technology into three based on its functions that can be used in government communication media.
2. Symmetrical Two-Way Communication Strategy (Grunig & Hunt, 1984) to understand the communication relationship between government and society;
3. Policy Implementation Theory (Edwards III: 1980) to elaborate in detail the supporting factors and obstacles
4. Intercultural Communication (DeVito, 2009) to place local culture as a vital component in policy communication. Where this study uses fagogoru falasafah as the local culture used. This combination of theories forms a coherent, contextual, and adaptive analytical framework for the reality in the field.

As a reinforcement of this journal, the previous research reference is:

a) Mujianto Solichin. (2015). Implementation of Education Policy and the Role of Bureaucracy. Journal of Islamic Studies. 6(2). This journal focuses on the implementation of education policies in general with the national scope or the government in general.

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Meanwhile, this study has a scope specification, namely Central Halmahera. In addition, communication strategies in policy services also make culture the basis of the strategy by using the effectiveness of communication media.

b) Ilham Gemiharto and Elfira Rosa Juningsih. (2021). Government communication in the implementation of the Cash Social Assistance policy in Bandung district. Journal of Communication Management. 6(1). This journal analyzes based on descriptive theories juxtaposed with facts in the field and concludes that the results of structural communication of the BST policy target of the local government in determining BST recipients are not in accordance with the central target. This research will focus on a structural communication strategy that has a strong local cultural and social context with the use of communication media as a means of support.

c) Wise R. Sipahelut. (2021). Title: Fagogoru Philosophy: The Construction of Peace-Contextual Theology in Central Halmahera. Journal of Theology and Religious Studies. 3(1). This journal examines Fagogoru's philosophy as a support for theology to maintain peace and maintain kinship in the riot situation at that time. Which means that this journal directs the Fagogoru Philosophy to socio-religion. Meanwhile, this research makes the Fagogoru Philosophy the basis for the two-way communication strategy of the Halmhera Regency Education Office in its policy services to overcome the obstacles that occur in services with the effectiveness of communication media.

d) I made a quilt. (2017). The Role of Balinese Local Wisdom in Public Policy Perspectives. Journal of Political Science and Communication. 7(1). This journal discusses in general the overall policy in Bali that uses local culture as a bridge of communication to reduce the number of resistance. This research focuses on the implementation of policy services in the education sector in the Central Halmahera region. Where this area is undergoing a transition of change by making a two-way communication strategy based on local culture to deal with the misperception of policy services with the effectiveness of the media as a support.

e) Siti Hajar and Yuliana Putri Syaesti. (2024). Title: The Effectiveness of Communication Strategies in Influencing Public Opinion, Journal of Interdisciplinary Studies Perspectives. 24(1). This journal has a focus on communication strategies to influence public opinion on certain issues without using local culture as part of its communication strategy. Coupled with building a positive public perception and changing punlik opinions is the orientation of this journal. Meanwhile, this research is a communication strategy of the Central Halmahera Education Office to overcome misperceptions of education policies that occur

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during policy services by using local culture as the basis. This research has an orientation on the process of clarifying policies that contain misperceptions so that they are correctly understood by the public.

f) Satya Laksana. (2022). Misconceptions and Misperceptions in Communication in the Public Sector (Dynamics of Regional Planning in Tasikmalaya Regency). Journal of Communication Sciences. 10(2). This journal discusses not only misperceptions but also misconceptions in the preparation of Regional Regulations in Tasikmalaya. Thus, policy speculation is also a part that is also questioned by the people of Tasikmalaya. Meanwhile, this research is a communication strategy based on the Fagogoru Philosophy in public services of education in Central Halmahera. The problems that occur are various obstacles that lead to criticism and can still be communicated well with communication strategies based on local culture and the effectiveness of communication media. So that it will develop communication strategies that prevent misperceptions based on local culture.

RESEARCH METHODOLOGY

The qualitative approach in Blumer's (1969) view is a way of understanding how individuals construct their social meaning and reality through interaction and interpretation in social contexts. The research that uses a qualitative approach with the Explanatory Case Study is because the research will lead to cause and effect communication between the Central Halmahera Regency Education Office and the education units under it involved in receiving policy information that has been provided in the process of policy communication services. The constructivist paradigm is a view that assumes that knowledge and social reality are not something objective and singular, but something that is actively constructed and constructed by individuals through social experiences and interactions. Therefore, this paradigm is the foundation of this research method.

The location of the research is in Central Halmahera Regency, namely the Office of the Education Office of Central Halmahera Regency. Where the research subjects are grouped into two categories, namely, service recipients and service providers. The recipients of the service are school units: 1 school principal, 6 teachers, 1 PKBM coordinator and 6 people. The service providers are the staff of the Central Halmahera Regency Education Office who have a policy servant position totaling 5 informants. Where the data collection technique is taken through direct interviews and interviews from filling out Google forms. In addition, the researcher conducts observations and documentation.

Data analysis techniques by compiling data on research results systematically so that it

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makes it easier for researchers to draw conclusions and inform others. In the implementation of data analysis, namely with the Miles and Huberman (2007) Analysis model in Machmud (2016), by dividing the procedures for data analysis activities through 4 stages: data collection, data reduction, data display, and conclusions.

RESULTS AND DISCUSSION

Types and Effectiveness of Communication Media Used

Based on the results of interviews through google form with 10 respondents and direct interviews with 3 narrators, they stated that they knew policy information through the media: correspondence, Whatsapp Groups, Zoom Meetings and Social Media (Facebook and Instagram). This is also in line with the interviews of 5 resource persons from the Central Halmahera Regency Education Office, who stated the same thing.

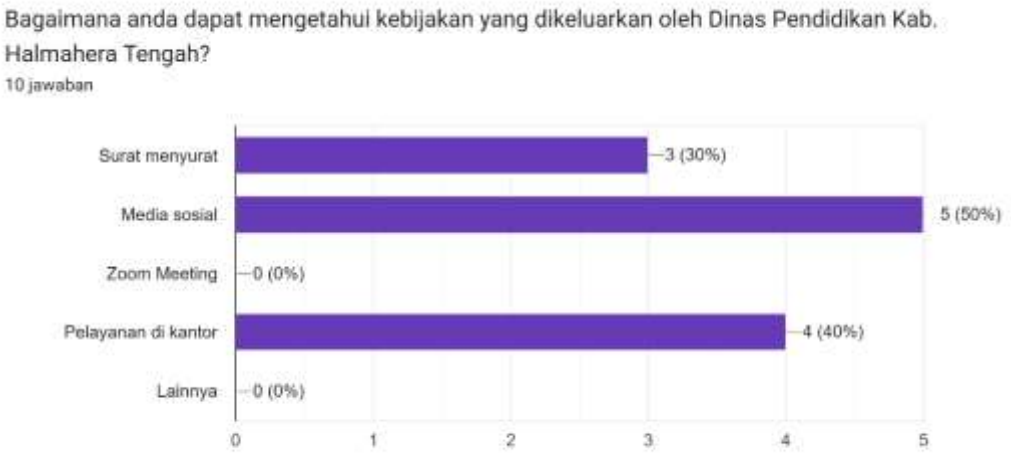


Figure 1. Diagram of Service Recipient Interview Results

The speed of information dissemination from the communication media of the Central Halmahera Regency Education Office received a lot of input based on the results of interviews. Almost all of the speakers complained about the intensity of the time the message arrived. This is because the policy message is almost close to the given deadline. In addition, this time issue was also legalized by the Education Office's services.

However, the accessibility and reach of communication media for the implementation of policies in education units in Central Halmahera itself are relatively effective and have been affordable even though they are still in the regional development phase, but the communication

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facilities that have been accessible are almost in all sub-districts. In addition, transportation access, although still limited, has good road access. So that these two things are factors that make the accessibility of the coverage of policy information in the education unit very effective and conducive.

At the level of acceptance and understanding of policy, this is a part that is quite complained about. This is because Central Halmahera itself is still in the process of getting used to a fast and systemic central communication strategy with the condition of infrastructure facilities that are not very complete such as the central government and the manual habits of education units. Therefore, there is often a misperception in the acceptance of policy messages. The main causes are based on the results of the interviews, namely: Lack of literacy, lack of awareness and a sense of responsibility for the individual for administrative discipline and rules. In addition, there is a lack of strict sanctions for the failure to implement personal policies.

The participation of education stakeholders in policy implementation has a fairly organized, very involved and well-run role. This is supported by the available SOPs so that these stakeholders carry out their roles according to their duties, especially as an extension of policy implementation in coordinating to the education units under them, evaluating their implementation or becoming a bridge of communication between the education unit and the Education Office itself.

Obstacles and Challenges

Based on the results of direct interviews, filling out the interview form on google form and observing several activities, it can be concluded that the implementation of policy services implemented by the Halmahera Tegah Education Office still finds misperceptions in the community.

Although in its service practice, the Central Halmahera Regency Education Office has implemented a two-way strategy of the Symmetrical Two-Way Communication Strategy (Grunig & Hunt) which is based on the local culture of the fagogoru philosophy and has been in accordance with the theory of Policy Implementation (Edwards III) in building service structures. Some of these factors are grouped into Internal Factors and Internal Factors. Where these factors are interrelated in being the cause of the obstacles of misperception occur.

The results of the study found that the obstacles that occur in the implementation of communication strategies that have been analyzed and described through the results of data analysis show that these obstacles occur not only in service recipients (external factors), but also in policy services (internal factors) in policy services. The obstacles if summarized broadly are:

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Individual perception, media use of services, allocation of time for message arrival, lack of sensitivity to change and policies that give strict sanctions.

Fagogoru Philosophy-Based Communication Strategy

In the results of direct interviews as well as google forms and observation of activities, researchers found that the communication strategies used by the Education Office in carrying out policy services were theoretically effective. Moreover, combined with the use of culture as the basis for communication.

The use of the Symmetrical Two-Way Communication Strategy (Grunig & Hunt) based on the phagogoru philosophy helps not only in providing understanding of policy services, but also when experiencing misperception constraints. So that the obstacles that hinder implementation can be described properly, quickly and effectively.

Thus, the Simestris Two-Way Strategy based on the Fagogoru Philosophy can be analyzed through several approaches, namely:

1. The Practice of the Value of Ngaku re Rasai (Indiscriminate Communication)

There are almost all interviews from informants who receive services that the Education Office conducts two-way communication by: first, involving the school unit or stakeholders to make decisions or discuss structurally. Second, conducting an internal evaluation with intense superiors with education units, OPDs themselves or structural Regency Regional Governments. And third, the Education Office conducts services online via Whatsapp or offline at the office.

The Central Halmahera Regency education office in policy services performed quite well. Even in terms of service, if the education unit has a misperception, the Education Office still provides services according to the available procedures.

2. Application of Language Values (Appropriate and acceptable use of language)

Based on the results of interviews both directly and filling out a google form, the Policy Service at the Education Office uses a good and easy-to-understand language and media that can be reached even though the choice is limited. So, in policy services, there are indeed misperceptions in services, but if it is confirmed again, the Education Office will make polite and understandable speech. In addition, the use of communication media access is stated to be quite affordable and understandable, although in the implementation of its implementation it requires intense coordination and adaptation time.

3. Application of Polite Values of Respect (Polite and Prompt in Receiving Service)

The results of the policy service interview found that the Central Halmahera Education Office

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serves educational units with a high sense of family. With respect for the old and young and their respective tupoksi. So, in dealing with obstacles that cause misperception, the Education Office continues to serve with respect and courtesy. Even if there is an elevated intonation in the provision of services, this is in the form of an attitude of emphasis, affirmation or reprimand. In addition, the value of Courtesy and Respect supports the first value of Ngaku re Rasai which is the value of indiscriminate communication with a sense of brotherhood, but still maintains boundaries in communicating with respect for each other.



Figure 2. Interview Results Diagram

4. Application of Mtat re Menoy Values (Maintaining manners in communicating)

Communication styles related to service, speech or attitudes in the results of the study there is no answer to poor or immoral attitudes. Although there is still a lack of message packaging, inaccuracy in the use of media, or indecisiveness in policies, in the manners of communication, the Central Halmahera Regency Education Office in its Policy Services still maintains an attitude when communicating with educational units with various conditions.

Integrative Analysis

Based on the results of the research, the effectiveness of communication media in the implementation of education policies at the Central Halmahera Regency Education Office cannot be separated from the socio-cultural context of the people of Halmahera who are adapting to the atmosphere of the industrial society. The use of communication media such as letters, WhatsApp, Zoom Meetings, and social media (Facebook, Instagram) has played an important role in the dissemination of policy information. However, its effectiveness is often limited by technical factors, such as: delays in message distribution, lack of digital literacy, lack of awareness of

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administrative discipline and limited infrastructure, and lack of strict sanctions.

On the other hand, the integration of fagogoru philosophy as the basis of communication strategies provides a cultural dimension that strengthens the effectiveness of the use of communication media used in policy services.

The value of Ngaku re Rasai encourages the creation of inclusive communication without social discrimination, so that each party feels the same attachment as family attachment. The value of Language Culture strengthens the use of polite, simple, and easy-to-understand language, which makes policy messages more acceptable to educational units and the community. The value of Courtesy re-Respect emphasizes the importance of politeness in serving the community, so as to be able to reduce potential conflicts due to differences in perception or misunderstanding of information. Meanwhile, the value of Mtat re Memoy teaches manners and reluctance to communicate, so that the policy implementation process is maintained in organizational harmony.

This integrative analysis shows that the effectiveness of communication media does not only depend on technical aspects, but also on the inherent cultural legitimacy in society. Communication barriers both internal (lack of clarity of rules, delay in message delivery) and external (low public literacy, awareness and limited infrastructure) can be overcome when this communication strategy based on local culture is carried out with a symmetrical two-way approach supported by the Fagogoru philosophy.

Thus, the combination of the modern communication media used and the local cultural values *of the fagogoru philosophy* can produce a communication strategy that is more accepted, trusted, and able to increase public participation in policy services in the field of education in Central Halmahera Regency. This has a great impact on increasing the effectiveness of education policy implementation in Central Halmahera, because the community not only receives policy information, but also feels valued as part of the education development process in Central Halmahera.

CONCLUSION

This study shows that the effectiveness of communication media in the implementation of education policies at the Central Halmahera Regency Education Office is greatly influenced by two main aspects, namely the use of modern communication media and the integration of local cultural values of the fagogoru philosophy which is the basis of the communication strategy.

The integration of the fagogoru philosophy into communication strategies has been proven to be able to strengthen the effectiveness of the media even though the variety of

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communication media is still lacking. The values of Ngaku re Rasai, Budi re Bahasa, Sopan re Respect, and Mtat re Memoy make communication more inclusive, polite, civilized, and integrated with the people of Central Halmahera. This creates an atmosphere of communication between local governments and their communities that is drawn in harmony, prevents misperceptions, and increases public trust and participation in education policies.

SUGGESTION

For the Education Office: there is a need to increase literacy in the use of more and varied media, improve the quality of communicators in policy implementation and consistency in the use of fagogoru values.

For further research: it is expected to be able to research certain media or compare other regions and other policy implementation sectors.

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