

## THE GOODWILL TRUST MODEL IN POLICY IMPLEMENTATION NETWORKS TOWARD DEVELOPMENT OF SCHOOL BOARD PERFORMANCE AT BANGGAI REGENCY

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### **Abstract:-**

*The purpose of research is to analyze and describe the dimensions of goodwill trust in policy implementation networks on education quality assurance, and also the effectiveness of policy implementation on education quality assurance at Banggai Regency. The research approach is qualitative with case study strategy. The data sources are taken from informants whom selected purposively include; Education and Culture Agency, member of B Commission of People Representative Council of Banggai Regency, School Committee, and Non-Government Organization in education division. This research also using review document such as bulletin, mass media, journals, education data based, and other documents which have relevance with the research focus. The research location is at Banggai Regency, and Education Board is the locus of research. The data were collected through interview, observation, and document review. The interactive analysis are used to analysis data that have four stages, included data collection, reduction, data display, and conclusions. The research result showed that goodwill trust in policy implementation networks on education quality assurance did not be implemented as optimally, because the Education Board is lacked of concern or being concerned, concord, and collaboration. Besides that, the policy implementation on education quality assurance is still less effective. Based on research findings and discussions, it recommends goodwill trust must be used as the core of trust in creating the effectiveness of policy implementation networks in policy implementation on education quality assurance.*

**Key words:-** Goodwill trust, governance networks, policy implementation networks, and education quality assurance

## I. INTRODUCTION

It is amazing that nowadays trust has been the main dimension of inquiry various disciplines, including organization and management, public administration, marketing, sociology, economy and psychology have expressed their interest in the role of trust in public organization. It is caused the necessary of trust may reduce complexity of interaction between actors and finding outcomes in public organization (Klijn, Edelenbos, and Steijn, 2010). The one dimension of trust in governance networks perspective is goodwill trust (Klijn and Koppenjan, 2016). Sako (1992) in his work argued that goodwill trust is relate to the commitment of actors. Unfortunately, goodwill had become the “lost dimension” of ethos or credibility. As a result, it is being ignored by many contemporary researchers and some theorists, a circumstance which we consider unfortunate. We believe this theoretical shift has come as a function of misanalysis and/or misinterpretation of data in a wide variety of empirical studies (McCroskey and Teven, 1999). In their elaboration of goodwill construct they have noted that “[w]e certainly are going to listen more attentively to a person who we believe has our best interests at heart than to one who we think might be wanting to put one over on us”. McCroskey’s contribution was to theorize that the goodwill construct consisted of three dimensions, namely understanding, empathy and responsiveness. However, Jorgensen and Isaksson (2015) argued that McCroskey’s theory about goodwill not immediately helpful in guiding us on how to actually articulate our will to do well. We have, in our own research sought to address this gap by working with the constructs of attention, devotion and concord (i.e. collaboration) as more tangible tools for writers of organizational discourse seeking to convey benign intentions.

Klijn and Koppenjan (2016) define that goodwill trust as “*parties in this project can assume that the intentions of the other parties are good in principle*”. In the theory of governance networks stated that goodwill trust have core substantively to create trust, because all of the actors or the parties in the policy networks assumed that they have “intention” and they behaved base on norms and ethics (Klijn, Edelenbos, and Steijn, 2010). Theoretically the one characteristic in modern society that was developed base on the *collective trust* which involved competence and goodwill (Giddens, 1990). The inter-organizational trust approach is really focused on trust that proved by willingness of parties based on their acts honestly (Bachman and Zaheer, 2006).

Another scholar give definition of goodwill is described as willingness of the exchange partner to do more than expected (Batt, 2003). Goodwill is one factor of trust. They sated that trust can be identified in different forms in characteristic perspective of trust (Garg and Sachdeva, 2013). Goodwill trust and contractual trust can be found as dimensions of trust in the work of many other researchers, although sometimes different terms are used (Lane and Bachman, 1998; Deakin and Michie, 1996; McEvily and Zaheer, 2006).

Number of different activities or roles of governance in public sector may endorse the complexity activities such as policy making, implementation, and evaluation. The complexity of actors generally occurred, for example; housing, road development etc) (Klijn, Edelenbos, and Steijn, 2010). Other sides that can be said more complexity in the policy implementation of education quality assurance. In Indonesia, the central government has been done many efforts to make many regulations for developing the education quality assurance. It can be seen from the Ministry of Education and Culture Regulation No. 28 year of 2016 about the system of education quality assurance for basic and secondary education. But in fact, the education quality has not been achieved optimally whether in the province level or regent/city. Banggai regency is the one regency in the Central Sulawesi Province is still faced many obstacles to get the education quality more high outcome. As a matter of fact that, in the level of basic and secondary education, based on the students average value achievement in the national examination for subject year of 20162017 is still under achieved national standard 6.50. Based on the secondary data analysis which have been taken from Education and Culture Department at Banggai Regency showed that the graduation competency standards for Elementary School, Junior High School, and Senior High School are not satisfied. For elementary school based on the final school examination based national standards (UASBN) shows that that from 23 districts at Banggai Regency from three subjects that has been examined such as; Bahasa Indonesia subject only achieved average value 59.85, Mathematic only 57.38, and the Sains has only achieved 57.60. The total average value for final school examination based national standard at Banggai Regency only achieved 274.20.

For Junior high school could not achieve more effectively. The achievement of SMP students in the national examination are still similar with the past year in the national examination 2015-2016. In the subject year 2016-2017, the grade of graduation quality at Banggai Regency for SMP student has been lift up at the level of 4 from 13 regency/city at central Sulawesi province. However, the achievement of students results in national examination has not been sophisticated all education stakeholders at Banggai Regency. For Bahasa Indonesia only get average value 62.93, English subject 53.77, Mathematics 51.67, and Sains 50.77 with the total average value 219,14. The average value achievement for Senior High School in the national examination also have been less effectively. The results of national examination of Senior High School (SMA) based on secondary data analysis showed that the average value only achieve 48.18 in the 4 level in the Province level. Banggai regency has under position with Banggai Kepulauan Regency, Morowali Regency, and Banggai Laut Regency. Meanwhile, for SMK student at Banggai Regency has achieved the average value only 209,25, it was under position from Banggai Kepulauan Regency and Banggai Laut regency (Education and Culture Department of Banggai Regency, 2017).

Based on those facts, for sure Banggai Regency is still needed to develop the education quality more highly. It is surely is not easy works, if there is no organization such a Education Board may take responsibility and give help to the Education and Culture Department to facilitate the education quality to be more highly. In order to achieve the high education quality at Banggai Regency, the Education Board as an organization based network hoped that they can apply their role and function more effectively. According to the Law of No. 20 year of 2003 about National Education System on paragraph 56 article (2) stated that the Education Board have a strategic position and very essential in delivering services to the education quality assurance. Education Board has function to develop the education quality by giving advice about the direction of education policy, quality assurance and supporting resources, vehicles, and also education controlling at national level, province, and regency/city. So then, it is recognized that the role and function of Education Board as a given and non hierarchy organization should be enhanced their goodwill trust dimension. Based on governance networks perspective argued that goodwill trust as the main dimension to reduce the complexities projects or activities to be done (Klijn and Koppenjan, 2016).

This research is interesting to be done in order to analyze and describe the goodwill trust dimension based on the governance network perspective. The theory of goodwill trust based on the works of Jorkensen and Isaksson (2015) which argued that the aspects of goodwill trust has three main aspects such as; attention, devotion, and collaboration. As a given, autonomous, and non hierarchy organization, Education Board is suitable to be analyzed using governance networks, and also based on the fact that Education Board has not fully optimally to do their activities in policy implementation networks on education quality assurance. Based on the research background that stated early, so the problem statements of this research can be formulated as follows:

1. How are the dimension of goodwill trust in policy implementation networks on education quality assurance at Banggai Regency?
2. How is the model of goodwill trust in developing the effectiveness of implementation in education quality assurance policy at Banggai Regency?

## II. METHODS

This research used qualitative approach with case study strategy (Yin, 2003). The research location is hold at Banggai Regency and the locus of research is at Education Board. The data source are gained from two kinds of informants that selected purposively, such as; (1) Government agencies included: (a) Education and Culture Institution, and (b) Member of B Commission of People Representative Council of Banggai Regency (DPRD); (2) Non-Government Agencies are involved: (a) School Committee, and (b) Non-Government Organization in education division. Besides that, the data source are also used documentation, such as; bulletins, journals, education data based, and other source documents which have relevance with the research focus. The methods of data collection are used interview, observation, and document review. The techniques of data analysis using interactive model by Miles and Huberman (1994) which included four stages i.e; data collection, data reduction, data display, and conclusions. Qualitative approach is the process of research using some questions and procedures, and generally the research data were collected from informants that have been selected, and then, the data were analyzed through inductively from the special topics to the general problems, the researcher made the interpretations about the meaning of data that has been collected (Creswell and Plano, 2011).

## III. RESULTS

In this research, goodwill trust is defined as parties in this project can assume that the intentions of the other parties are good in principle (Klijn, Edelencos, and Steijn, 2010; Klijn and Koppenjan, 2016). The result of research is analyzed three main aspects of goodwill trust based on theory of Jorgensen and Isaksson (2015) involved; concern, devotion, and collaboration. Each dimension will elaborate based on the research findings as follows:

### 1. Goodwill concern (being concerned)

The term of concern has meaning something that is important to you, or the fact of being, and something that involves or affects you (dictionary.cambridge.org.). Typically, these goodwill concerns are articulated in the form of value statements, visions or missions, in some combination with expressions of expertise and trustworthiness (Jorgensen and Isaksson 2015). They also argued that attention brings the organization to the fore in a self-reflexive expression of sympathy for the audience. Hoff-Clausen (2008) cited by Jorgensen and Isaksson (2015) argues that “ethos is about the gradual building of social authority” and, importantly, about the building of a sympathetic demeanor that may reach the audience. With attention or concern, the organization makes explicit that it has a special concern for others and recognizes and supports their needs. This is done through self-reflexive statements amplifying the organization’s undivided attention to and concern for the welfare of others, accentuating its own positive intentions. Based on that statements, so that goodwill concern has three aspects that is needed of parties on the Education Board as an organization networks to create goodwill concern of parties in the policy implementation networks such as concern or being concerned, devotion, and collaboration. The research finding of dimension of goodwill concern is showed on the Table 1.

**Table 1.** Response of Government and Non- executive agency about the aspects goodwill concern of Education Board

Aspects	Informants			
	Government Agency	Regional House of People Representative	School Committee	NGO
Responsibility	Focused on task Enhance graduation competency standards	Focused on roles and functions	Develop task performance	Focus on graduation competency standards of education
Loyalty	Acts based norms and principles	Behave based regulation and ethics	Act based rules	Good behave based norm and principles
Intention	Willingness and sincere	Benevolence and compliance	Benevolence and motivation	High ethos work and willingness

Source: Data reduction, 2017

In this research goodwill concern is the act of relevance of the actors to do their role and function. Goodwill concern can be stated all parties in the activities being concerned to accomplish their work (Muhl, 2014). As a fact we are often asked by caring people who are concerned about other individuals or the overall work environment what they can do to help others rebuild trust (Reina and Reina, 2010). Weber (2008) cited by Muhl (2014) stated that goodwill concern also can give the work that has to be done may succeed because all actors involve in the activities give their concern fully. It may say that concern or goodwill concern has related to the being concerned and this determines the degree of how much the trust relationship concerns the trustee from his individual opportunistic standpoint. It is usually referred to as showing awareness of one’s own impact on others. Being concerned is also defined as empathy. Being concerned is also the degree of how vulnerable one is to the wellbeing of the trustor.

There is some studies has been done about concern or goodwill concern dimension. This includes statements concerned with the organization’s strong dedication to the target audience and confidence in its intentions and behaviors. The true concern for clients, customers and the environment in order to build goodwill. (Jorgensen and Isaksson, 2015). Based on that theory and the data analysis which is shown on Table 1, it can be elaborated that, in this research, the dimension of goodwill concern can be developed from three aspects namely: responsibility, loyalty, and intention. The research findings can be confirmed that goodwill concern or being concerned is necessary to develop goodwill trust.

## 2. Devotion

Devotion expresses affection and self-sacrifice, it is arguably goodwill in its purest form (Jorgensen and Isaksson, 2015). Devotion is “continually deflects attention away from the agent and back to the audience”. In this way, the organization may create sympathy for itself by allowing its audience to take center stage. In more concrete terms, devotion is an appeal which expresses the happiness or good fortune the organization wishes for others and wants to contribute to organization. It also captures the confidence that the organization invests in the target audience. This includes statements concerned with the organization’s strong dedication to the target audience and confidence in its intentions and behaviors (Miller, 2004). According to the theory above can be explained that devotion has three key drivers related to the behave of actors or parties in the organization network. In this context, Jorgensen and Isaksson (2015) emphasize on the self-sacrifice or deflect attention. While, Miller (2004) in his statement argued that devotion is related to sympathy, dedication, and confidence.

In this research, using three aspects based on the theory of goodwill trust is that; compassion, benevolence, and dedication. The result of study is shown on the Table 2.

**Table 2.** Response of Government and Non- executive agency toward the aspect of devotion of Education Board

Aspects	Informants			
	Government Agency	Regional House of People Representative	School Committee	NGO
Compassion	Help other parties Self sacrifice to finish the task	Commitment to do the role and function as well as possible	the action of actors helping someone others or give assistance.	Give empathy to do the task
Benevolence	- Positive perception on rules - Willingness to support others	Understanding norms and principles or rules obedience.	Developing performance based rules or criterias	Acting based norms and accountable
Dedication	- Committed to a task - Consistency to finish the tasks	Enthusiasm to resolve problems	Willingness to give more time to do the task	The quality of being perceived

Source: Data reduction, 2017

In contemplating goodwill, any organization will need to decide how self-focused it wants to appear and the extent to which trust levels are contingent on expressions of sympathy and responsiveness (Jorgensen and Isaksson, 2015). The research about devotion or empathy has been conducted by Mayer, Davis, dan Schoorman (1995) stated that the willingness of a party to be vulnerable to the actions of another party based on the expectation that the other will perform a particular action important to the trustor, irrespective of the ability to monitor or control that other party. Nielson (2011) in his research about goodwill trust argued that in the context of alliances, however, definitions as the ones above are less useful since they (1) assume trust to be a uni-dimensional concept with universal properties; (2) do not allow for the dynamic evolution of trust as the alliance relationship goes through various stages; and (3) neglect important interdependencies between alliance management processes and trust. Nielson also confirmed that goodwill trust may be creating properties or it could be said as the property of organization networks. Lewis and Waegert (1985) using the theory of emotional prediction is a kind of affectbased trust or resilience trust. In his definition non calculative integrity, or goodwill, of others based on emotional bonds between individual and social interaction. Based on those argumentation can be say that devotion has close relation with compassion of actors or parties always committed to help other and anticipated them by group synergically. Based on their research found that not all decisions are, however, made as a result of rational prediction. Often decisions are based on non-calculative reliance on factors like moral integrity, or goodwill of others based on emotional bonds between individual and social interaction (Lewis and Wiegert, 1985). Based on the research findings shows that devotion in doing task is close relate to compassion, benevolence, and dedication of actor to accomplish their task or act with respect with each other. Devotion is also needed to be achieved performance more optimally, because it can give benefits of other parties. It also have a stimulation to motivate other actors to give their willingness to improve more effectiveness in the policy implementation networks. The actors or parties in the organization who have devotion will support to achieve the outcomes of organization networks.

### 3. Collaboration

The concept of trust has gone through a veritable renaissance, and is now regarded as an essential feature of any kind of collaboration (Van de Walle, 2013). He stated also that the leading public sector paradigm became one of short-term collaboration, guided by contracts and performance metrics (Performance Contractual), and a wide array of incentives and punishments. Trust, as a result, largely disappeared from the public administration agenda. In recent years, however, we have seen a reemergence of the concept. Trust has been rediscovered as a phenomenon facilitating interactions, reducing transaction costs, and creating innovation (Van de Walle, 2013). Collaboration in this research, use theory of Jorgensen and Isaksson (2015) in their theory of goodwill trust argue that concord has same meaning with collaboration in developing the organizational goodwill trust. Concord or collaboration can be defined how the organization engages in a relationship of sharing or common effort with its target audience. This refers to statements concerned with the organization's collaborative efforts or bond or partnership with its target audience. The focus is here on the organization's inclusiveness achieved through a close alliance between message source and target audience.

Hattori and Lapidus (2004) stated that successful collaboration is responsibility. A major obstacle in building trust, fostering collaboration and creating innovation is a form of resistance that they called a masquerade (pretend to be someone is not). Collaboration means the situation of two or more people working together to create or achieve the same thing.

Based on those concepts of collaboration in building goodwill trust of organization networks, the research findings can be showed pada Tabel 3.

**Table 3.** Response of Government and Non- executive agency toward the aspect of collaboration of Education Board

Aspects	Informants			
	Government Agency	Regional House of People Representative	School Committee	NGO
Participation	Working with partners based honest behavior	Supporting each other	Finish the task cooperatively	Lift up togetherness finding outcomes
Interaction	-Keep interaction with other parties -Keep honest interaction	- Reciprocal action - Influenced each other make goodworking	Interact each other or keep communication with others actor	Contact each parties or actors effectively
Coordination	- Cooperative action - Effective relationship in doing task	Building same perceptions between actors	Creating relationship with other parties	- Work togetherness to do task - Good relationship

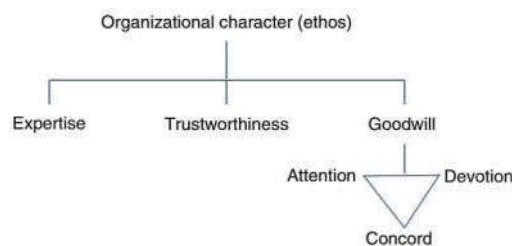
Source: Data reduction, 2017

In this research collaboration means all actors in policy implementation work and interact to each other in developing more high performance. Collaboration in perspective of governance networks have the same perception and opinion to build good relationship with others. Collaboration may develop the organization networks goals more easily. Collaboration has the same meaning with doing the works together, reduce uncertainty, and developing trust. Besides that, collaboration between actors in governance networks can reduce the suspect of each other (Sako, 1998).

The research has been done about collaboration of trust found that even if the organization find some suspension a of risk is an important functional factor for successful collaboration because it allows actors to focus on achieving project goals instead of on developing the details of the partnership (Shaw, 2003). The result of research is also showed that the major functionality of trust lies in its potential for cost effective goal-oriented collaboration, which is a very important virtue in public administration, where efficiency of goal realization is considered to be the primary criterion of administrative rationality (Simon, 1997). Based on the research findings shows that collaboration or concord might be developed through participation, interaction, and coordination.

#### IV. RESEARCH DISCUSSIONS

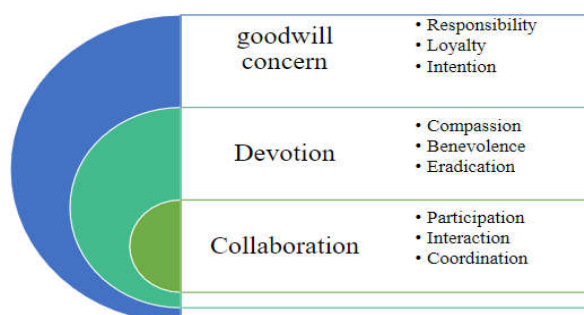
Based on the data analysis using interactive models showed that the goodwill trust of Education Board in policy implementation networks toward development of Education Board performance is still less effective. It can be seen that from the secondary data analysis from interviews based on three aspects of goodwill trust such as concern or goodwill concern, devotion, and collaboration are still less effective. Another proven can be also seen from the result findings on the interview with some informants have has the same opinion that goodwill trust is still less optimal. It also confirmed by the document review showed that all program of Education Board as a advisory agency, supporting agency, controlling agency, and mediating agency are not optimally. Based on the observation in the Education Board secretariat found that only a few activities to support their task to be done, such as design education calendar every subject year collaborate with Education and Culture Agency at Banggai regency. But the facts is overlapping with the result of observation that has been done to some school at around Luwuk City as Banggai Regency Capital City did not do optimally. Besides that, the effectiveness of policy implementation in education quality assurance is also still less effective. It can be proved by the students achievement which has been describe previously showed that the achievement value average of students in the elementary school, junior high school, and senior high school are still less effective and do not give satisfaction to the education stakeholders. Jorgenson and Isakkson (2015) based on the theory of goodwill trust has built a model which called an organizational character with modelling of goodwill aspects will be showed on Figure 1.



**Figure 1. Theoretical Goodwill Trust in policy implementation networks Source: Jorgensen and Isaksson 2015)**

This research findings confirms that based on the goodwill trust theory and research discussion, it can be revealed that goodwill trust dimension is very necessary for Education Board taking benefit of willingness to do their task. Goodwill trust is absolutely needed when the actors or parties has under willingness to accomplish their job. Besides that, goodwill trust may enhance actors or organization’s performance more highly. Based on literature found that goodwill trust has relevance with organization networks performance. It is also supported by Sako’s works argued that goodwill trust is based on the idea on fairness of organization (Sako, 1998). Goodwill trust and contractual trust can be found as dimensions of trust in the work of many other researchers, although sometimes different terms are used (Lane and Bachman, 1998). In order to develop the goodwill trust of Education Board to get the performance developed, Education Board should be apply goodwill trust that involved; concern or being concerned, devotion, and collaboration (Jorgensen and Isaksson, 2015).

In order to give the empirical model of goodwill trust on policy implementation networks based on the research findings and discussion, so then it can be designed the empirical model may described at Figure 2.



## Figure 2. Empirical Model of Goodwill trust

Education Board as a kind of organization networks based on governance networks should aware of their task as the organization that has a given and autonomous organization to develop the service delivery to education quality surance, so it must ensure that those dimensions of goodwill trust (goodwill concern, devotion, and collaboration) can be applied more optimally to develop the education quality at Banggai Regency.

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