

Implementation Of Linus Programme Based On The Model Of Van Meter And Van Horn

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ABSTRACT

The purpose of this study is to identify the understanding of school leaders on the implementation of LINUS programme that based on the features contained in the Implementation Model of Van Meter and Van Horn (1975). The study was carried out in the form of qualitative method and particularly, the multiple case studies that were conducted in four schools in Hulu Langat Selangor. The criteria of the subject locations included as follows schools with small size students, majority of the students were Orang Asli, the LINUS programme did not met the schools' objectives and schools with moderate achievement of LINUS. Four Headmasters who are the participants of this study were interviewed for the data collected purposes. To back up the interview data, a few sessions of observations and document analysis were conducted. The finding of this study showed that the understanding about the programme's objectives is the major factor that contributes to the success of a government programme. In other words, if the school leaders misunderstand the purpose of the programme, school achievement would be affected. In addition, the Theory of Van Meter and Van Horn Programme Implementation which is modified to include student characteristics can be applied to identify the practitioners' understanding of the LINUS programme.

Keywords: *LINUS Programme, Van Meter and Van Horn Model, Objectives.*

INTRODUCTION

In Malaysia, the issue of students who do not master literacy and numeracy has existed since the early formulation of the Malaysian education system and became more critical in the 1960's (Murad Dropout Report, 1972). Hence, decision of the Cabinet Committee for the primary education level was to emphasis on mastering three basic skills that included reading, writing, and arithmetic or is recognised as 3M (Cabinet Report, 1979; Zinitulniza, 2011). However, to date, many students still do not master the skills. To figure out this phenomena, through the Educational mandate called National Key Result Area (NKRA), the Ministry of Education (MOE) implemented the Literacy and Numeracy Screening (LINUS) programme.

LINUS is the abbreviation of the Literacy and Numeracy Screening. The programme that was began in 2010 for students in Year 1, is one of the NKRA's agenda to access broadly for quality education. According to this programme, each student should master the basic skills after three years of his or her primary education that ends in 2012 (Zinitulniza, 2011).

LINUS programme formulation reflects the MOE's commitment to ensure the students master the literacy and numeracy skills (Education NKRA, 2010). In addition, parents, teachers and schools also benefit from the implementation of the LINUS programme.

The major factors that hinder students to master literacy and numeracy are as follows. Firstly, the student's learning problem such as developmental problems (Kasaju and Manandhar, 1985), psychology (Lasway, 1985), self (Geske and Ozola, 2008), poor cognitive (Mohd Fadzil, 1981) and lack of motivation (William, 1998). Secondly, learning and teaching strategies (Mercer, C.D. and Mercer, A.R., 1998). Thirdly, curriculum materials for students with

learning disabilities (Mohd Fadzil, 1981). Fourthly, family and students' background. Lastly, educational remuneration. The study of Van Meter and Van Horn (1975) that based on the implementation of LINUS is able to identify the Headmasters and LINUS coordinators' understanding about this programme.

A study on LINUS programme is important so that a decision can be made even to overcome the problem of literacy and numeracy skills This study is able to determine whether the programme could actually figure out the problem (Dye, 2000), strengths and weaknesses of the programme were identified (Sandra Taylor, Fazal Rizvi, Bob Lingard and Miriam Henry, 1997; Mohamad Hussein, 2006) and the benefits of the programmes to the education system (Ward, 1990).

This study aims to analyse the implementation of the LINUS Programme by providing information to the stakeholders about the understanding of the Headmasters on the programme. On the other hand, this study increased the number of the analytical studies on the literacy programme implementation. Hence, the finding could be an input for Literacy and Numeracy Module. The objective of this study is to analyse the understanding of the Headmasters on the strengths of the LINUS programme that are able to figure out the problem of students' inability in reading and writing. To ensure this study is on track toward the objective achievement, the Van Meter and Van Horn Implementation Process Model (1975) was applied. .

Framework of the Study Concept 1

Overall, this study was based upon the argument that the effectiveness of the LINUS programme implementation did not only depend on the process of teaching and learning, but on how the practitioners understand the programme. Hence, the students' learning problems could be identified and resolved, the problems of curriculum and curriculum materials such as textbooks and exercise books for pupils are identified by providing them certain needs, students and family's social economics status are identified and education remuneration is given innovation. Therefore, based on this argument, researchers identified how the practitioners of LINUS Programmes in schools understand LINUS from the five points of failure that underlined the problem of the students in mastering the literacy and numeracy skills. This study only concentrated on the students' literacy problems to be more focused.

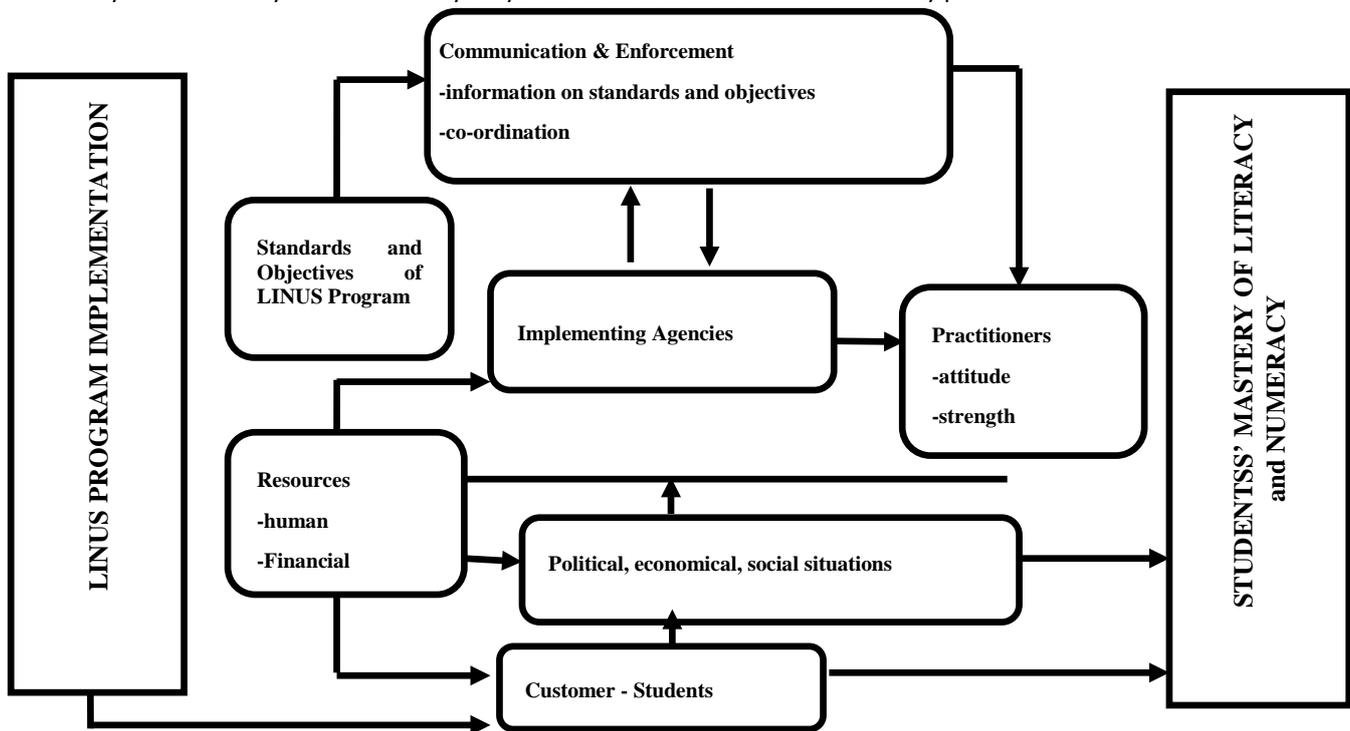


Figure 1: Programme Implementation Process of Van Meter & Van Horn Model

The Van Meter and Van Horn Implementation Model was recognised as *A Model of the Policy Implementation* (1975) and it was applied to analyse the implementation of the LINUS programme in four schools in Hulu Langat, Selangor. The implementation process included the actions of individuals or groups that represented either the government or private sectors which achieved their objectives (Van Meter and Van Horn, 1977).

This study found to what extent the Headmasters' and programme coordinators' understand about the implementation process of the LINUS Programme in schools to overcome the literacy and numeracy skills problems among Year 3 students. This finding is also a key point to justify on how the government policies are understood and enforced.

This model was modified by adding another feature in the model namely the customer. Customers are referred to in this study as the LINUS students. Therefore, in this study seven features were used and considered as a contribution to the development of a new model in a new programme execution.

LINUS Implementation Study is focused on the seven features that could be seen obviously as the middle components in the model. The components are important because they relate to the two main characteristics i.e. LINUS Programme and Students Literacy Mastery through standards and resources seen in the LINUS programme implementation in schools.

1. Standards and Objectives

LINUS programme implementation study was always conducted qualitatively (William, 1971) to justify the Headmasters and programme coordinators' ability to let all students master the literacy and numeric skills that recognised as an output of the model (Patton, 1987).. According to Van Meter and Van Horn, the implementation process is essential to achieve success. This model assumes a linear implementation from the decision of political parties, implementers and performance of the programme itself. This model explains that the performance of the programme depends on a number of the following characteristics.

The performance of the programme implementation was evaluated based on the standards and objectives which were realistic with socio-cultural nature during programme execution (Agustino, 2006). The practitioners set standards and objectives to measure the performance of the programme. Performance is measured by the achievement of programme that fits with the standards and objectives. In addition, it is important for the practitioners' to understand the standards and objectives of the programme

Implementation of the programme will fail if the practitioners do not understand the standards and objectives of the programme. Furthermore, the standards and objectives of the programme have a close relationship with the practitioners' position. Practitioners' support of the standards and objectives is also crucial to the success of the programme (Van Meter and Van Horn, 1974). This study focused on the implementation of the LINUS method in four primary schools in Hulu Langat, Selangor What are the set standards and objectives of the LINUS programme Are the objectives of implementing the LINUS programme realistic in relation to the socio-cultural nature of the school? Are the achieved standards and specific objectives are acceptable and based on what basis?

This study examined whether the administrators and teachers at the LINUS schools know and understand the standards and objectives of LINUS implementation. This understanding is essential to ensure the success or failure of the LINUS programme. If they understand the standards and objectives of the programme, would they be able to accept them? What are the factors that hinder and contribute to the success of student in in mastering literacy and numeracy skills?

2. Source

The successful implementation of the programme depends upon the knowledge or skill on how to utilize resources. The resources such as human, financial, technology, skills and time are important in the implementation of the programme. Van Meter and Van Horn (1974) stressed on the importance of programme sources and communication to facilitate the management of the programme implementation.

LINUS programme implementation, involved the central parties; the Ministry of Education (MOE), Department of State Education (Jabatan Pendidikan Negeri) Office of District Education (Pejabat Pendidikan Daerah)/PPD and schools. The relationship among all parties was analysed in this study from the perspectives of Headmaste. This study examined whether all resources such as human, financial, technology, and infrastructure play the major role to the success of the LINUS programme at the schools? What is the most resource that contributed to the success and failure of the implementation of the LINUS programme?

3. Practitioners' Organisational features

Formal and informal organizations were involved in the implementation of the programme. The performance of the programme was influenced by the characteristics of the organization with the practitioners. This is related to

the context of the implemented programme. At some levels of the programme, committed, disciplined, democratic and persuasive programme practitioners are required.

The organizations which involved in implementing LINUS programme are KPM, JPN, PPD and schools. All these organizations have their own characteristics that influenced the success of the programme. Therefore, in this study, the headmasters and coordinators' understanding of these features were reviewed from the perspective of practitioners that based on the organizational autonomy and their attitude. Do they control strictly the programme implementation in terms of financial, autonomy and the others features?

4. Communication between Organizations

Standards and objectives of the programme should be clearly communicated between the organizations and the practitioners (Van Horn and Van Meter, 1974). Practitioners are responsible for the achievement of the standards and objectives, and explanation should be provided to them because information is an important source for public organizations (Sutabri, 2005).

If there is no clarity on the standards and objectives, it is difficult to make the programme success. With clarity, practitioners know what are expected from them. There is usually interference (distortion) in the process of transferring the communication between organizations. If different communication sources give inconsistent interpretations of the standards and objectives, or the same information sources provide the conflicted interpretations, practitioners would have difficulty in implementing the programme.

Thus, effective implementation of the programme is determined by accurate and consistent communication to programme practitioners (Van Meter and Van Horn, 1974). In addition, coordination is a strong mechanism in the implementation of the programme. The better coordination of communication between the parties that involved in the implementation of the programme, would result the less mistakes, and vice versa.

In the implementation of the programme, communication between the involved organizations is very important. The organizations that involved in this study are the MOE, NKRA Unit, JPN, PPD Hulu Langat and four schools in Hulu Langat, Selangor that are under the PDD's administration.. This study identifies the understanding of the Headmasters and programme coordinators about the important of the communication among the organizations during the implementation of the LINUS programme. What types of communication are applied during the communication; a one-way communication, two-way, or how do they work? Do the communications work effectively, understood and implemented accurately?

5. Attitude of the practitioners

Acceptance or rejections from the practitioners influence the implementation of the program successful and failures (Michael & Peter, 2002). This is due to the fact that programmes are not enacted by locals who understand the problem. However, public programmes usually applied the top-down power in which legislators are not aware of the solutions of the problems.

The attitudes of legislators are influenced by their belief, norm and value towards the programme and how the programme would influence their organizational and personal interests. Van Meter and Van Horn (1974) explained that the implementation of programmes would be screened in advance through the practitioners' perception within the boundary of the programme that has been implemented. There are three elements that can affect the ability and desire to implement the programme. Firstly, their knowledge, understanding and depth of the programme. Secondly, the direction to respond whether to accept, reject or be neutral. Finally, their intensity towards the programme.

The practitioners' strength also can affect the performance of the programme. Their weakness may cause the failure of implementing the programme. Van Meter and Van Horn said the implementation of the programme may be hindered by many factors such as lack of trained staff, heavy workload, limited information, lack of financial resources and time constraint (Kaufman, 1973).

The other setbacks for the success of the programme are as follows; lack of exposure for Headmasters on LINUS programme, heavy workload, limited information and lack of financial resources, insufficient time to carry out the LINUS programme. Attitude is an key factor of success in implementing the programme (George, 1991). If practitioners have positive attitude towards the programme, they will implement the full requirements of the legislators of the initiative. Otherwise, the process of implementation would be problematic. The attitude of the officers at JPN, LINUS Facilitators at PPD, school administrators and teachers is the contributing factor to be successful

in implementing the LINUS programme. If they have a positive attitude, the wish of the legislators would be implemented. However, the situation would be in reverse if they are not the positive one.

6. Social, Economic and Political Situations

The performance of the programme will be assessed by the external environments such as social, economic and political factors. In conducive external environments would fail the implementation of the programme. Unfavourable economic condition would result in financial woes. These would contribute to the failure of the programme. Uncertain political condition such as power struggle and election would greatly influence the execution of a programme. In the wake of such condition, some implementation may be postponed, discontinued or as such.

This study discusses the external environment that led to the successful implementation of the LINUS programme at school. What and how the condition affects the environment? Would social conditions such as insistence of the community, NGOs, parents affect the implementation of LINUS? Unstable climate and social environment that are filled with chaos will create complications to the programme. Financially, discretion should be used if there are insufficient funds to implement the LINUS. What steps must be taken if the allocation insufficient to implement LINUS?

In this case, the practitioners must identify the internal and external environments of the organization such as the political condition which should be controlled, especially individuals who are empowered in making decisions. Political support is significant to the success of the programme..

Figure 2, the conceptual framework of this study, shows the understanding of Headmasters in relation to the implemented programme.

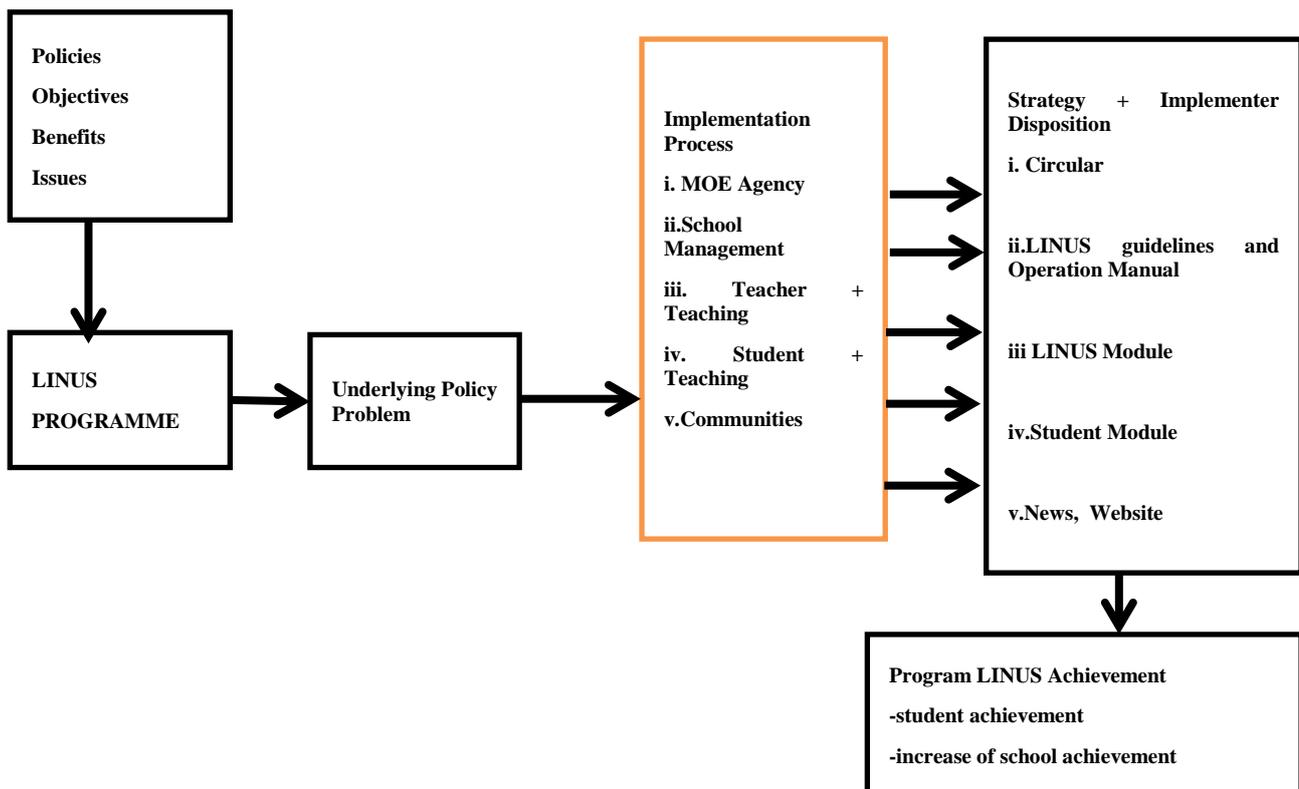


Figure 2: Conceptual Framework

This study identified the Headmasters’ understanding about the LINUS programme implementation in terms of goals, benefits and issues, problems, implementation process, strategies and practitioners’ dispositions that affect

the achievement of the Programme. In order to answer this question, researchers applied the Van Meter & Van Horn Implementation Programme Model (1975) in this study.

METHODOLOGY

Researchers applied the qualitative methods to collect the data to answer the research questions by gaining a deep understanding of the literacy issues (Merriam, 1988; Trochim, 2001). To achieve this objective, a few sessions of interviews, document analysis and observations were carried out. For interview sessions, semi-structural interview was carried out to determine the reality of headmasters' understanding about the implementation of the LINUS programme in selected schools in Hulu Langat, Selangor and the ways on how the programme was able to solve the problem of students' inability to read and write.

The Participants of this case study were four headmasters from four selected schools in Hulu Langat, Selangor. They have been selected based on the following criteria:

Low performance school for the LINUS programme School with abundance of aborigines

Average performance school for the LINUS programme

High performance school for the LINUS programme, that has achieved achieved the target (SKPJ)

The reason of selecting those schools in Hulu Langat is based on the data that Hulu Langat District is working on LINUS programme

THE FINDINGS OF STUDY

This part presents the results of the qualitative data analysis that were collected from the interview sessions about the Headmasters' understanding on the LINUS programme implementation and the factors that cause students did not master the literacy and numeracy skills. The interview protocol was based on the Van Meter & Van Horn Implementation Programme Model.

This study was conducted based on the argument that the understanding of school leaders such as Headmasters as a key player of the LINUS programme in influencing the school achievement. The findings were displayed according to the features of the Van Meter and Van Horn Model.

Understanding of the LINUS programme - Van Meter and Van Horn Model

A. Standards and Objective

The Headmasters understood that the LINUS programme is one of the government programme to overcome the students' problem regarding reading, writing and counting for the long term. This meant that the implementation of the programme will fail if the practitioners do not understand the standards and objectives of the programme (Van Meter & Van Horn, 1974). Some Headmasters, which could be classified as practitioners, did not understand the standards and objectives of the LINUS programme initially.

"At first I did not understand. However, I made an effort to understand. Courses and seminars given to the administrator did not help much because LINUS programme started before the course was conducted. LINUS programme started in January 2010, but the course was conducted in mid-2010. As such, initially, LINUS was carried out based on our discretion and creativity. Courses provided by the JPS were ineffective; seminars by the PPD did not help. In 2011, MGB carried out seminar for Headmasters only, which was quite effective".

As an administrator, he expressed regret for being late in receiving information about the implementation of the LINUS programme. Nevertheless, he took positive actions to implement it based on his own creativity and discretion. According to Van Meter, an understanding of the objectives of the programme is very important for the success of the programme.

The study found support, acceptance and rejection from the Headmasters that influence the achievement of LINUS programme goals. The practitioners wanted an effective information and guidance so that they can realize the objective implicit to the programme. They felt that the ineffective course did not contribute to the implementation of LINUS in the schools. Therefore, they did not understand and appreciate what were the requirements of the programme. This statement is supported by with the following statement:

"The guide acknowledges that executive commitment needs to be based on planning and supported by the right skills, resources and structures. While it does not recommend a particular delivery approach, it systematically identifies questions about whether there are effective implementation practices"

(Australia Government, Department of the Prime Minister and Cabinet, 2006).

Thus, the information must be presented effectively and there is no information leakage.

Some evidences have been obtained from the following interview excerpt:

"Communication is not effective. LINUS should be conducted in January. While in March, the teachers are given courses".

These findings are consistent with the findings of the intervention programme implementation study that was conducted in abroad. The findings concluded that the implementation of the programme must be based on the practitioners' integrity. This must include understanding, responsibility, loyalty and the other integrity. (Greenberg, MT, Domitrovich, CE, Graczyk, PA, Zins, JE (2005).

Henceforth, the administrators implemented the LINUS programme based on their own discretion and interpretation. if they were lack of understanding and not too clear about the related information.

"Initially, I implemented LINUS to my own likings. In 2010 and 2011, LINUS students were combined with the mainstream due to lack of classes. Teachers had to teach two levels. This year, on my initiative, I obtained a class to accommodate the LINUS students."

Consequently, according to the headmaster of school A, the objectives of the LINUS programme in 2010 and 2011 were not met. Worst, he added, Nazir Monitoring Report found that implementation of LINUS at school A has not reached at the satisfactory level.

B. Source

The results showed that the Headmaster understood successful implementation is influenced by his understanding on how to maximise the resources such as human, finance, technology, skills and time. Van Meter and Van Horn (1974) insists the communication is very important to manage the programme. The findings also showed that the Headmaster could establish a good relationship with the public I parties namely MOE, JPN and PPD.

"Aaaaa, if this is all the planning so far made by the PPD, department, we follow".

(GB/SKLA/1)

The established relationship between all of the parties is important to avoid the leakage of information. The headmasters agreed that all resources such as human, finance, technology and infrastructure are the factors that contributed the success of the LINUS programme. However, there are some resources that were not available such as highly skilled teachers and technology like iPad for every student. They opined that skilled human and financial resources used well highly contributed to the success and failure of the implementation of the LINUS programme.

"To ensure effective LINUS, firstly, we need to identify the suitable teachers; there are a lot of criteria, in terms of options, experience, expertise"

(GB/SKKP/1)

C. Implementers' Organizational Characteristic

The organizations that involved in LINUS programme are KPM, JPN, PPD and schools. All these organizations have their own characteristics that influence the success of the programme. The findings showed that Headmasters understood that the implementing organizations practised the autonomy power which was recognised as a bottom up power that comes from the MOE to JPN and PPD. According to the Headmasters, MOE, JPN, and PPD did not control strictly the implementation of the programme in terms of financial, autonomy and others. Instead, they left it to the discretion of the Headmasters while continuously monitored the programme.

D. Communication between Organization

The results showed that the Headmasters understood in implementing the programme and the important of communication between the organizations i.e. the MOE, JPN, PPD Hulu Langat and four schools in Hulu Langat, Selangor. They stated the communication between the organizations during the implementation of the LINUS programme was one-way. Hence, this caused the ineffective communication between organizations due to misunderstanding.

E. Attitude of the Headmaster

The finding showed that the following factors that hindered the success of the LINUS programme, the Headmasters did not receive the full disclosure of the LINUS programme, heavy workload, limited information, lack of financial resources and insufficient time to carry out the LINUS programme. Meanwhile, attitude is also the contributing factor to the successful implementation of the programme (George, 1991). The study found that if Headmasters have positive attitude towards the programme, they would carry out the wishes of the legislators with initiatives. Otherwise, the process of implementation would be problematic. According to the Headmasters, the attitude of JPN officials, LINUS Facilitator at PPD and teachers at the schools is important to succeed the implementation of the programme. If the practitioners have positive attitude towards the programme, the wishes of the legislators would be carried out, and vice versa.

F. Social, economic and political situation

The study found the Headmasters recognized that some of the external environment that led to be successful implementation of the LINUS programme at school.. What and how the environment affects to the programme? Would social conditions such as insistence of the community, NGOs, parents affect the implementation of LINUS? Unstable climate and social environment filled with chaos will create complications to the programme. Financially, discretion should be used if there are insufficient funds to implement the LINUS. What actions must be taken if the allocation is insufficient in implementing the LINUS programme? In this case, the practitioners must identify the internal and external environment of the organization such as the political condition which should be controlled, especially individuals who are empowered in making decisions. Political support is significant to allow a programme to be successful.

Understanding from another Angle

A. Failure of literacy factor

The study found the Headmasters realized the factors that caused the students failed to master literacy as follows.

a. Students' preparedness - students were not ready to go to school - 60% attended the preschool - 40% could not read although some of them went to preschool for two years (Fatima, 2009). The condition situation became more complex if the students have difficulty in learning, but teachers could not identify the phenomena.

"In preschool itself, out of 50 students, eight were in LINUS class. I do not know why because not familiar with the development of the child ". (SKLA.GB.1.)

b. The education system, curriculum and preschool syllabus should be reviewed and changed –

"The rate of serious study in the pre level should be reduced, for example in Japan, they have more playtime. (SKLA.GB.1)

c. Teacher factor

According to the Headmasters, there was no readiness, awareness, interest, competence, heavy work load and they want to quickly release pupils from liability. Headmasters agreed if T&L was not an interesting process, teachers did not enjoy teaching and students were not happily learning. T&L LINUS became very complicated and confusing to teachers, if teachers do not understand the problems of students. In addition, lack of assistance was given to teachers and burdened by mainstream class teaching as well. As LINUS teachers, they have to be aware of

the management principles of creativity and innovation to improve the literacy of LINUS students in numeracy (Mohd Alias, 1994).

d. Parental factor

Parents were not very cooperative with the school. Parents paid less attention to their children because they were busy for their working. Some parents refused to accept the reality of their children were fall into the category of special needs. Also, they refused to send their children to go to school that located far away from their areas.

e. Administrator factor

Administrators who were not motivated and lack initiative due to the age factor, could not accept new matters. They did not assist the LINUS teachers in implementing the programme.

"Aged administrator - two or three years left before he retire, lazy to be bothered, no initiatives because this is a new stuff to him. Rely solely on the LINUS teachers ". (SKLA.GB.1)

"I noticed at the beginning of the year, LINUS teachers were busy calling colleagues from other schools to obtain input on LINUS implementation." (SKLA.GB.1).

f. LINUS Modules LINUS modules supplied are:

1. Teachers Module - Basic Literacy Teaching Year 1
2. Student Module 2 - Basic Literacy - Year 1
3. Student in Year 1 Modules - Volume One (Numeracy)
4. Student in Year 1 Modules - Volume Two (Numeracy)
5. Basic Literacy Teaching Module - Basic 3
6. Student Module Basic Literacy - Basic3

The Headmasters understood that LINUS Module did not really focus on students with learning disabilities. However, they were aware that the module was based on the integrated concept, progression, fun learning, integration and repetition in helping students master the literacy skill. The approach used in LINUS programme was learning to read and write in an integrated and holistic manner.

This is evidenced by the verbatim statement as follows

Researcher: Sir, I would say that LINUS modules provided to teachers and students do not solve the real problem. The modules do not guide teachers in detail how to teach the students with learning disabilities. Study participants: I agree, although I do not fully examine the module but I also noticed it at a glance.

(GB.SKLA.1/

55-59)

The Headmasters told to the LINUS teachers that the modules were as guideline only. The teachers were advised to modify the input of the LINUS Module in meeting the pedagogy needs of LINUS students. The Headmasters expected the teachers to obtain assistance on how to teach from the course. However, the courses did not assist the teacher much of a help.

Based on the interview evidence, researchers found that the Headmasters are lack understanding and did not have clear information about the LINUS programme. The interview sessions with the Headmasters revealed that before any programmes are to be implemented in schools, the MOE must ensure that administrators be briefed clearly. According to them, this is important so that the objectives are understood and programmes truly successful

(Van Meter & Van Horn). Researchers' analysis based on previous studies found that the Headmasters understanding from the formulation process to its implementation helped the programme performance.

B. The role of Headmaster

The study found that the Headmasters understood their role in the appointing the LINUS teachers in school, forming the LINUS Committee, LINUS files, LINUS annual planning, LINUS screening, LINUS data screening, LINUS implementation, motivating LINUS teachers, LINUS Module usage and LINUS observations.

Document Analysis

Based on the analysis of the available documents, the Headmasters understood the demands of Literacy Teacher Lesson Planning Book, the requirements of five files managed Literacy Coordinator, school history and LINUS meeting minutes. The contents of Literacy Coordinator's five files are:

- a. Committee files include the organizational charts, circulars, correspondence, loose minutes, biodata of LINUS teachers, teachers' schedules, strategic planning, strategic plan and action plan.
- b. The Concept File includes the teachers' module, student module, manual and LINUS Screening instrument.
- c. Minutes File includes the Curriculum Meeting Minutes, Bahasa Melayu Committee Meeting Minutes, Mathematics Committee Meeting Minutes and Guidance and Counselling Meeting Minutes.
- d. Data files include the results of screening, screening data analysis, headcount and TOV.
- e. Students File includes a list of student names LINUS students, their profiles and records of medical check up letter.

C. LINUS Programme Beneficiaries

According to the Headmasters, in general, society benefits from the implementation of the LINUS programme for a long term (GB/SKKP/1). In particular, the Headmasters understood the needs of students, teachers and administrators. Schools also benefit from the implementation of the LINUS programme.

"Specifically, students, teachers, administrators and schools benefited from the LINUS programme." (GB/SKPJM/1)

D. Underlying Policy Problem

From the Headmasters' viewpoint, the underlying problems in implementing the LINUS policies were the study which described the statistical data that stated the illiteracy rate in Malaysia is quite high (Laporan Murad, 1972; Laporan Kabinet, 1979). So, the Programme LINUS is one way to solve those problems.

Among the six features in the model, the results showed that the Headmasters understand about the programme objective that could help to achieve the Programme LINUS objectives. This coincide has similarity with the Van Meter's idea that the programme implementation will fail if the practitioners do not understand the standard and objective of the programme (Van Meter & Van Horn, 1974). This findings also showed that the Headmaster understand about the problem that underlay the LINUS programme in regard to implementing the programme effectively.

IMPLICATIONS AND SUGGESTION

The findings of this study provide an insight into the understanding of the Headmasters and coordinator of the LINUS programme. Analysis of the interview data showed that the Headmasters and administrators' understand about the important of the LINUS programme.

These findings provide the important of the implications for all parties that include students, teachers, PPD, JPN and the MOE. In order to improving the programme performance, administrators should understand the objectives as well. Hence, administrators need to intensify efforts in order to understand the intention of the MOE through the programme entrusted to schools.

CONCLUSION

In order to be successful implementation of any educational programme, the practitioners' role especially the school leaders such as the Headmasters, should play a key role. Headmasters' understanding about the objectives and programme standards highly influenced the achievement of the programme. Therefore, it is appropriate for legislators to communicate effectively to avoid the limited information for the practitioners in implementing any educational programmes. In the end, each implemented programme would achieve the objectives set. The findings showed there are some discontinuities and contradictions for Headmasters to understanding and model the features as in Van Meter & Van Horn in relation to the LINUS programme. There is ineffective communication, lack of skilled human resources as well as resources that were not well utilized. Resulting from this study, there are several suggestions like proposing the quantitative method in identifying the Headmasters' understanding about the implementation of the LINUS programme. This study can be expanded throughout all types of Malaysian schools such as SJKT and SJKC. The results showed that the practitioners understanding is very important and could influence the achievement of the programme. Therefore, further studies can be carried out to increase the understanding of the practitioners about the government programme, causes of misunderstanding and improvement aspects

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