

## **The Evaluation of Conduct of the Regional Autonomous: A Case Study of Education Authority in Pinrang**

<sup>1</sup>Agustan, <sup>1</sup>Suratman, <sup>1</sup>Rifdan and <sup>2</sup>Jasruddin

<sup>1</sup>Department of Public Administration, Universitas Negeri Makassar, Makassar, Indonesia

<sup>2</sup>Department of Physics, Universitas Negeri Makassar

Jln. BontoLangkasaKampusGunung Sari Baru, Makassar, 90222 South Sulawesi, Indonesia

aagustan4@gmail.com, +6285397776714

**Abstract:** The research aimed to assess the authority of local governments in implementing autonomy in the field of education in Pinrang Regency, a determinant factor in implementing autonomy in the field of education in Pinrang Regency, the impact of the conduct of the autonomy in the field of education in Pinrang Regency. The research used qualitative approaches, case studies and used the method of collecting data through observation, interviews and documents. Research informants are the Regent, Member of Parliament, DIKPORA and public figures. Data analysis used descriptive qualitative through data processing techniques with the stages of reduction, display and verification of data. The results showed that the authorities of the region in implementing the autonomy of education were the policy, finance and infrastructure, educators, curriculum and quality control of education and have not been fully implemented in Pinrang Regency the impact of the implementing the autonomy of education in Pinrang Regency was less revealing of the desired quality of the community determinant factor in implementing the autonomy of education were the human factor, financial factor, factor equipment, organization factor and management as well as the geographical factor.

**Key words:** Effectiveness, efficiency, sufficiency, equalization, responsiveness and accuracy, organization

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### **INTRODUCTION**

One of the goals of the Republic of Indonesia that is contained in the UUD 1945 is the intellectual life of the nation; therefore, the government must provide a public service in education community as defined in Article 31, UUD 1945 stated that every citizen is claimed to education.

To realize the goal, the government is aiming to operate and to implement a national education system as regulated in the law No. 20 of 2003 which can ensure equitable educational opportunities increase the quality and the relevance and efficiency of educational management to face the challenge in accordance with the demands of the changing life of the local, national and global educational renewal by performing programmatically, directional and continuous improvement.

To ensure equitable educational opportunities on the national education system, the government issued a determination of national educational standards through Government Regulation No. 7 of 2005 and the regulation of the Minister of National Education of the Republic of Indonesia

(Permendeknas RI) No. 15 of 2001. Those are concerning the standard of minimum services of basic education where Article 2 Para 1 states that: the organization of basic education with standard of minimum services (SPM/Standar Pelayanan Minimal) education is the authority of the district/city.

The management and organization of basic education by district/city government and by units of education includes the authority against the policy, finance and infrastructure, educators and educational personnel, curriculum and quality control education (Tilaar, 2010).

In quantity, the advancement of education in Indonesia, particularly in Pinrang Regency was pleasurable but the quality is low and it has not been able to meet the needs of the community will be the good quality of the education service. Problems occurred with the enactment of law No. 32 of 2004 concerning regional governments then the implementation of education fully done by the district/city government with quality human resources, infrastructure as well as the incapacitation of payments are very different. In addition, the issue of the placement of teachers who are not

professional and proportional, another problem in education is the supervision and coordination of the party office of education is very less, the more supervision also superintendents and principals will not run effectively. Thus, the problem that must be addressed is the first, teacher placement and distribution of teachers according to needs both function and apparatus supervisory office of education more actively conduct supervision to resolve the problem.

Since, the performance of autonomy education, it turns out that its implementation has not been running as expected, thus, enforcing the autonomy to make a lot of problems, namely the cost of education. The results of this research intended to find out the results of the evaluation of the education authorities of the regional autonomy and the impact on the management and organization of education in Pinrang Regency as well as determinant factors in implementing regional autonomy in Pinrang Regency.

#### **Literature review**

**Theory of evaluation:** Evaluation is the application of multiple scale values against the results of policies and programs. Evaluation can be defined with the pre-selection with just my assessment rating or an attempt to analyze the results and evaluation of policy with regard to the production of information regarding the value or benefit of the results of the policy. Policy or program has reached meaningful performance levels which means that the policy issues made evident or resolved, William (2003).

Policy evaluation is to determine the impact of policies on real-life conditions, Winarno (2002). In general, the purpose of the evaluation is to find out the needs to accomplish from a particular policy (the policy objectives).

**Regional autonomy:** The consequence of the conduct of the government with decentralized system is an allocation regional autonomy to the local government. Decentralization is the surrender of authority from the government to local governments to arrange and administer of it own affairs of government based on the aspirations of the community in accordance with Legislation No. 32 of 2004. Thus, the surrender that authority in the form of granting autonomy to the local government which means the area granted the right, authority and responsibilities of the regions to arrange and administer the affairs of government based on the aspirations of the community in accordance with the legislation No. 32 of 2004.

One of the affairs of government rights, authority and the obligation is in the field of education. The regional authorities in the field of education include the authority against policy, infrastructure, financing, educators and educational personnel, curriculum and quality control education (Tilaar, 2010).

Other local government authority based on the regulation of the Minister of National Education (Permendiknas) Republic of Indonesia No. 15 of 2010 Article 2 Paragraph 1 states that the organization of basic education appropriate education including the SPM the Ministry of Basic Education by district/municipality and the Ministry of Basic Education by educational units.

With the authority that belongs to the local government in implementing the autonomy area in the field of education then the management and organization of educational services can be implemented effectively, efficiently, adequacy, responsiveness and accuracy (William, 2003).

The management and organization of educational services can meet the criteria of effectiveness, efficiency, adequacy, responsiveness and precision if supported by implementing the human should be good, financial adequacy, availability of equipment as well as organization and management must be good (Kaho, 1988).

#### **MATERIALS AND METHODS**

The research used descriptive qualitative. The research approach used a case study approach. The aimed of research to evaluate autonomy regional, case study the implementation of autonomy regional in education field of Pinrang Regency.

Informants in this study consisted of key informant and informant. Key informants were Governors, Members of Parliament, Head of Department while the informant were Secretary of Department, Head of Department, Head of Unit (UPTD/Unit Pelaksana Teknis Daerah), supervisors, principals, teachers and school committee.

Data analysis techniques used descriptive analysis, qualitative while data analysis used interactive model (Miles and Huberman, 1992) with steps namely data collection, data reduction, data display and verification.

#### **RESULTS AND DISCUSSION**

**The regional authorities towards the organization of the regional autonomy in the field of education:** The evaluation of the conduct of the regional autonomy region against the management and organization of

education in the Pinrang Regency was marked by the awarding of an authority in the field of education. The regional authorities towards the management and organization of education are the authority against the policy, finance, infrastructure, educators, educational personnel, curriculum and quality control of education.

Regional authorities against the educational policy of the regional rights and obligations are to create a policy in the field of education. Pinrang Regency with the authority has managed to create a policy in the form of regional regulations (Perda/Peraturan Daerah) namely the regional Regulation No. 10 of 2012, concerning the management and organization of the Ministry of Education. The regional regulation has not been implemented, even in socialized there are 19 articles which require regulation of regent but none governor's regulation created.

In other regional authority is financing education. Pinrang Regency has been managing some type of financing education such as Dana Bos, free education and fund the assistance of poor students. Those funds turned over the operations to a unit of education. The management of the financing education has not been fullest due to not fully in accordance with the plan of the school Budget (RABS/Rencana Anggaran Belanja Sekolah).

In addition, to the above authority, the regional authority is infrastructure. The regional authority against this infrastructure also has not been fullest, especially, remote areas. Infrastructure and facilities the secluded area is very limited, almost all schools do not have libraries, besides there are still schools that haven't enough space to learn and distance from the settlement is very far away. So, most of schools make special class for grade I-III, since, elementary school class I/d III has not been able to walk away with long distance also the more junior high school, some schools created a dorm for students who are not able to reach a distance of school in every day. Other regional authorities are educators and educational personnel, curriculum and quality control of education.

The regional authority against educators and educational personnel is the authority in the area utilizes and distributes evenly educators and educational personnel at each unit of education (schools). Educators and educational personnel in Pinrang Regency addition has not been distributed evenly and not to satisfy the number of teachers. On the other hand, there are certain subjects and the

excessive number of particular school teachers while in others a lack of teachers. Therefore, excess teachers should be distributed to the school with limited teacher's number.

The next authority is authority against the curriculum. Regional authority against the curriculum is limited authority to the local curriculum. The national curriculum is a government authority (the Central Government). The local curriculum consists of the local language, local art, agriculture, forestry, fisheries, workshop, commerce and offices. Application of local curriculum depends on the environmental conditions of each unit of education (schools), it means the school could only apply one or two of the local curriculum.

The last authority is authority against the quality control of education. In order to control the quality of education in Pinrang Regency, then an office of education, youth and sports (Dikpora/Dinas Pendidikan, Pemuda dan Olahraga) was built. Dikpora formalize UPTD in order to control the quality of education in every sub-district. In addition, to ensure the management and organization of this quality education, local governments raised the supervisor and coordinator of the superintendent to carry out the construction and supervision of education in all schools. Either supervision in the field of academic (technical education) then management (school management).

In the rural area there is also a Non-Formal Education (PNF), so, appointed also the overseer and coordinator of the overseer, overseer and coordinator of the overseer is authorized to conduct the activity of possession of Non-Formal Education (PNF) which include community education, youth, early childhood education and sports.

#### **Impact on the organization of the regional autonomy in the field of education in Pinrang Regency:**

The authorities owned in rural areas as described above can be evaluated from the impact of the organization of the regional autonomy in the field of education in Pinrang Regency. The evaluation of the conduct of the region in the field of education can be seen in terms of effectiveness, efficiency and adequacy, responsiveness and precision alignment and the management and organization of educational services in Pinrang Regency.

The management and organization of the Ministry of Education in terms of its effectiveness are Pinrang has not been effective because the management and organization of education not

implemented professionally and proportionately due to teachers who teach does not correspond to the areas of its expertise, especially, in the primary school. The process of learning in the elementary school, teacher with the system implemented, it means that only one person teaches all subjects except religion and sports. In addition, the number of teachers are civil servants from each primary school average only 2-4 teacher of civil servants while nearly every elementary school has groups of learning (rombel) as 6-12th grade, if seen from the ratio of teachers with students then it can be said already the ratio is 1: 25 but if seen the number of groups of learning (rombel) then the teachers still very less, since, there are still many empty classes that do not have a teacher.

Seen from the efficiency of the management and organization of education in the Regency Pinrang arguably efficiency because it uses only one of the teachers for a class for a year or so, called system master class but the class teacher not being able to master the whole subject but with almost all of the grade teacher system groups of learning (rombel) has gained a teacher but there are teachers taught two classes in one semester, even up to a year. Also, the infrastructure for schools which lack classroom learning done during school and every classroom is partitioned into two classrooms.

Review of the adequacy is how far the achievement of desired results to solve the problem. To be able to solve the problem at least the management and organization of educational services a SPM education. The management and organization of the Ministry of Education has not met the SPM education, provision of text books for reference not yet available and the book of enhancements also is not yet available for each elementary and junior high school as well as props in science. There are still schools that have yet to complete the props but if seen infrastructure of education can solve the problem because all regions have had schools both elementary or junior high school. Settlement away from the school have created a class to elementary school classes I-III and for junior high school student's dormitories, created more schools that lack teachers, appointed Honorary teacher by the principal.

From the aspect of equalization whether costs and benefits are distributed with evenly distributed to different groups. The management and organization of the Ministry of Education in the Pinrang Regency has been financing aspects that

distributed with equitable school funding because of all the Dana Bos in accordance with the number of students. Also, the infrastructure that has been described above, all regions including the settlement in the mountains has built schools but if your review of aspects of educators and education has not been distributed evenly, even with experienced teachers who lack quite a lot. In terms of facilities and the provision of infrastructure, namely facilities have distributed with evenly distributed because almost all regions have built schools because the area was given the authority to determine the location of the school where it is needed.

From the aspect of whether the responsiveness of policy results satisfying the needs of preference or value of certain groups with the handover of authority in education (educational autonomy) to the region, then the region has the power to regulate and manage their own affairs in the field of education according to local aspirations by laws. With regional autonomy, management and delivery of educational services running as usual but the management and provision of educational services with the teacher class in elementary school system is expected to be implemented by the system as implemented subjects in junior high. Similarly, excessive teacher in other schools, so as soon distributed to schools that lack of number teachers.

The last aspect is the aspect of accuracy means that the results (of interest) policies to be useful or valuable. The regional autonomy policy in education can be said to be useful and worth, it can be seen from the infrastructure of education, especially, the provision of educational infrastructure. The area was given the authority to set locations where school was needed by the community and the number of schools that cannot be reached by the elementary school students of grade I-III then made the special class then for the junior high school cannot be reached by junior high school students walk made dorm for students, so, the 9 year compulsory education program can be achieved. With the selection of an appropriate location for the development of infrastructure, it is no longer the area that cannot get an education by the population up to the junior high school.

**The determinant factor in the regional autonomy in the field of education in Pinrang Regency:** By looking at the impact of regional autonomy in the field of education, it is known determinant factor in

the management and provision of educational services in Pinrang. Determinant factor is the human factor, finance, alignment, organization and management and geographical factors.

The first determinant factor is the human factor executor, namely local government, Parliament and the people of the area as a component of the environment which is the most important energy source for the region as an organization that is open. The implementing human factors should be good in the sense of mentality/good moral which is honest has a great sense of responsibility to their work can act as servants of the state and have the skills/high ability to carry out the duties. Apparatus Department of Education, Youth and Sports in Pinrang when seen from the quantity 76 people, quite capable of the task but in fact is not yet fully implement the tasks as expected. Because each month unit regional task implementing each sub-district report on the advantages and disadvantages of teachers every month but there was no follow-up from the Department of Education, Youth and Sports, so that, changes in the management and implementation of better education has not been achieved as expected. Department of Education, Youth and Sports has not anticipate schools that lack teachers and some junior high school teacher surplus. Data of Department of Education, Youth and Sports indicates that there were 54 excess teachers in other schools should the Department of Education, Youth and Sports to distribute to school the teacher shortage.

The next determinant factor is the financial factor, no matter how small the education agency activities certainly require a fee, so as to make an improvement in education required amount of funds. Management and delivery of education in Pinrang have the financial resources of free education funds derived from APBD II (Pinrang Regency) of 60 and 40% of the APBD I (South Sulawesi) and School Operational Assistance Fund (BOS/Bantuan Operasional Sekolah). School Operational Assistance Fund (BOS) to the primary school as much as Rp.580.000/student per year and for junior high school Rp.710.000/student per year. And for children who have both parents are less able to be given help poor students (BSM), so that, every child of school age in Pinrang can continue their education at the junior level. In Pinrang there are some schools that very few of his students, so, he got the school operational aid (BOS) is also very little, so that, the management and provision of educational services cannot run optimally.

Similarly, the equipment factor is determinant factors toward the management and organization of

educational services in Pinrang Regency. The equipment is an intermediary and auxiliary for apparatus of Department of Education, youth and sports in performing various duties of job. Equipment that is related to hardware, for example, the building/space of office equipment (computers, paper, armchairs, cabinets etc.). Equipment for the institution in Pinrang Regency to the building/ learning space is not enough and there are 600 units of classrooms were severely damaged or broken light. In addition, there are some schools which do not complete the equipment there is still junior high school that do not already have a lab and building. For the elementary school in the mountainous area generally has no library of reference books even with the book of enhancements as defined based on SPM of education does not exist unless the main school has been completed the reference book and the book of enhancements.

Next is the determinant factor for the organization and management to achieve the goal of autonomy in the field of education is required of a good organization and management. Pinrang Regency in organization and management in the field of education or instruments already exist such as educators, teachers, supervisors and bishops. But the number of teachers is not enough, so, the first principle or purpose of the organization is not reached, the basis of the other organization such as the division of work, delegation of authority, co-ordination, span of control, unity of command is going well but on the division of work, especially, on teachers have not been evenly distributed because the number of teachers still less, teachers teaching hours. While the management education in the Pinrang Regency has gone well from planning, organizing, direction and supervision against the course of the educational process.

The most decisive factor in the process of management and organization of the Ministry of Education is the geographical factor, Pinrang Regency that has mountainous terrain about 30%, so that, the management and organization of educational services in the mountains is very much different from the urban areas or other flat area. The management and organization of educational services in the mountains does not run such urban areas, caused because of the access road to the mountains is very difficult. In addition, educational facilities and infrastructure that is not adequate because access roads were also inadequate, so that, procurement cannot be done. There are certain areas, if the rainy season should be reached by a short walk along

about. About 30 km, so, the power of teachers appointed in the mountains there can last a long time, generally, they ask moved to urban areas, so that, the longer the more depleted the teacher in the mountains, resulting in the learning process in schools in mountainous areas is not running properly.

### CONCLUSION

The authorities of the region towards the organization of the regional autonomy in the field of education consists of authority against the determination of educational policy, financing and infrastructure, educators and educational curriculum as well as the authority's response to the quality control of education.

The management of the organization of the Ministry of Education in the Pinrang Regency has not been effectively implemented, efficient, adequacy, responsiveness and precision alignment, due to the lack of teachers, facilities and infrastructure are not yet adequate, insufficient financing as well as many educational units that do not have the number of students in accordance with the provisions.

Factors determinant in implementing regional autonomy of education include human resources, financial, equipment, organization and management as well as geographic factors have not been examined and implemented well, so, not yet optimally supports the management and organization of quality education services.

**Advices:** Management of organization of educational services in all schools should be implemented with a system of basic subjects that mastery of the subject matter by teachers can be exactly controlled. Distribution of teachers should be doing fairly and evenly, so that, the number of teachers in schools that are more transferable to other school's lack number of teachers.

Based on the data, Pinrang Regency in primary school teachers reached a ratio of 1:25 but based on the number of groups of learning insufficient number of teachers and there are still schools that have the number of pupils is low, so, the school has a pupil a little bit, it should be on the merger (combined) only, so that, the number of teachers can be resolved.

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