

Evaluation of SMA/SMK Management Displacement Policy from District/City Government to Provincial Government (Study in Riau Province)

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Abstract – This research aims to determine the readiness and constraints that occur from the Provincial Education Office especially the Riau Provincial Education Office in implementing the transfer of management of SMA/SMK from Regency/City to the Province, starting from the readiness of transferring human/personnel affairs, infrastructure and funding. Efforts made by the Riau Province Education Office in improving the quality of education in the transfer of management of SMA/SMK from Regency/city to Province. This research uses the descriptive qualitative method. The technique of determining information is snowball sampling, the informants include the Head of Office, Head of Education Data Collection and Development, Head of PKPLK, Head of PSMA, Head of PSMK, Head of Personnel and General, Head of Finance and Equipment, Head of Program Planning, Supervisor of Senior HighSchool/Vocational School and Head of School SMA/SMK Equal. Data obtained by observation, interview and documentation techniques. Triangulation is done to check the validity of the data.

The research findings reveal that the readiness of the Riau Provincial Education Office in the face of transferring management of SMA/SMK equivalent from regencies/cities to provinces can be seen from the change from Law Number 32 of 2004 to Law Number 23 of 2014 concerning Regional Governments that manage management in education affairs are delegated to the province. In-Law Number 23 the Year 2014 article 404 states that the handover of personnel, funding, facilities and infrastructure, as well as documents (P3D) as a result of the division of governmental affairs between the Central Government, Provincial Regions and Regency/City Regions which are regulated under this Act, carried out no later than 2 (two) years from the enactment of this Law. Then the process of transfer of management which includes personnel, assets, funding and documentation must have been carried out. The obstacle that was found was the management of school administration affairs because of the geographical location or the distance from the regency to the Riau Provincial Education Office which was very time consuming to come directly to the Riau Provincial Education Office. So that the efforts made by the Riau Provincial Education Office create a service branch in 4 regencies/cities with the task of becoming an extension and coordination of regencies/cities to the provinces that have been budgeted by the Riau Provincial Education Office for 2020. This branch office aims to make the transfer of management effective and efficient and can improve the quality of education, especially secondary education in Riau Province.

Keywords – Evaluation, Policy, Management, Regulations, P3D.

I. INTRODUCTION

The enactment of Law Number 23 the Year 2014 as a new Regional Government Act, the government formulated new regulations related to changes in the division of concurrent

governmental affairs between the central government and regional governments. The division of affairs is one of them in the field of education, where the management of high school/vocational education which was originally taken care

of by the district/city government has become the authority of the provincial government. PP 38 of 2007 states that the management of secondary education is managed by the district/city but after Law 23 of 2014 has been passed the management of secondary education is managed by the Province. The change in the authority of secondary education is regulated in Law 23 of 2014.

The transfer of authority for managing secondary education management from the district/city government to the provincial government is one of the obligations of education decentralization to facilitate the provincial government in uniforming education management policies so that they are expected to increase accountability and effectiveness of education policies in the context of good governance. The transfer of authority is basically so that the district/city government can focus more on improving basic education. Regency/City Government is expected to be able to deal with this optimally and optimally. While the provincial government can prioritize secondary education. Besides, the Provincial Government is also expected to be able to complete the program launched by the central government, namely 12-year compulsory education.

This policy of transferring secondary education management is implemented nationally. All regional governments both provincial and district/city must implement the policy, including Riau Province, which must also carry out this policy. The Government of Riau Province runs the policy of transferring the management of secondary education to the mandate of Law Number 23 the Year 2014 through the Riau Provincial Education Office as the organizer of government affairs in the field of education in Riau Province. The transfer of secondary education authority from the district/city government to the provincial government is a challenge for provincial governments throughout Indonesia, including for the Riau Provincial Government.

The constraints felt by the Provincial Education Office are also felt by the Principal in the Regency, which is quite time-consuming in the Regency to Pekanbaru City. Riau Province has 12 districts/cities with a total of 453 high schools and 299 vocational schools, both public and private schools that must be monitored and controlled by the Riau Education Office and is not an easy thing to provide guidance and supervision. The heavy-duty realized by the provincial government regarding the policy is related to the ability of the provincial government to provide quality education services equally, the transfer of personnel data, the ability of the budget to increase the financial burden, infrastructure and documents. Providing education services is certainly not easy because the scope of

high school / vocational schools handled by the provincial government is becoming wider.

The purpose of provincial-level education management is to fulfil the mandate of Article 31 paragraph (1) of the 1945 Constitution with the aim of every citizen being required to obtain a proper education. The provincial education office readiness is needed in facing challenges and patterns of education, especially to improve the quality and role of the department in managing education which is increasing and to improve education. Therefore the transfer of policies in managing SMA / SMK to the Province can provide the best quality in the field of education.

II. THEORITICAL

Evaluation is the process of assessing and knowing whether a policy or program is running properly. Djudju (2008: 7) states that Evaluation is an activity intended to find out whether the goals that have been determined can be achieved, whether the implementation of the program is in accordance with the plan, and what impacts occur after the program is implemented. Evaluation is useful for decision-makers to determine whether the program will be stopped, repaired, modified, expanded or improved.

According to Suharsimi (2009: 18) evaluation is an effort to find out the level of implementation of a policy in a smart way by knowing the effectiveness of each component. While Worthen and Sanders in Djudju (2008: 20) state that evaluation is a process of identifying and gathering information to help decision-makers in choosing various alternative decisions. Suharsimi Arikunto and Cepi Safrudin Abdul Jabar (2014: 18-19) stated that there were two kinds of evaluation objectives namely general and specific objectives. General objectives are directed at the program as a whole, while specific objectives are directed at each component. In this case, both of them suggest that they can do their job, then a program evaluator is required to be able to recognize program components.

The policy is a translation of the word policy in English, which means taking care of a problem or public interest or means also government administration. And policy is a set of concepts and principles that guide and base the plan in the implementation of a job, leadership, and way of acting. In general, the policy can be said to be a formulation of government decisions that guide behaviour to overcome problems or problems in which there are objectives, plans and programs to be implemented.

Evaluation of public policies according to Muhadjir in Widodo (2008, 112) is a process for assessing how far a public policy can produce results by comparing the results obtained with the objectives or targets of public policies determined. Evaluations are usually intended to assess the effectiveness of public policies to be accountable to their constituents. The extent to which objectives are achieved and to see the extent of the gap between expectations and reality. Policy Evaluation is a process of assessment or measurement of whether a policy has gone according to what has been determined, both the impact produced and the implementation process of the policy itself. This is based on keywords that we often find, including measurement, assessment, implementation, results and impact.

Policy evaluation can be aimed at looking at the causes that contribute to the failure of a policy or to find out which educational policies are implemented and achieve the desired benefits. In plain language, evaluate educational policies to assess the "benefits" of the applied education policy.

The laws governing regional government from time to time, namely Law Number 1 of 1945 concerning Regional National Committees (KND); Law Number 22 of 1948 concerning Regional Government; Law Number 1 of 1957 concerning the Principles of Regional Government; Law Number 18 of 1965 concerning the Principles of Regional Government. (Previously issued presidential decree No. 6 of 1959 and presidential decree Number 5 of 1960); Law Number 5 of 1974 concerning Principles of Government in the Regions; Law Number 22 of 1999 concerning Regional Government; Law Number 32 of 2004 concerning Regional Government; Law Number 23 of 2014 concerning Regional Government.

III. METHODOLOGY

This type of research used in this research is qualitative research. Moleong (2007: 6) emphasizes that qualitative research is research that aims to understand phenomena about what is experienced by research subjects such as behaviour, perception, motivation, actions and others. Holistically and by way of description in the form of words and language in a special natural context by utilizing various natural methods. The writing method that will be used is descriptive method with a qualitative approach. This research was conducted at the Riau Provincial Education Office, located at Jalan Cut Nyak Dien No.3, Sukajadi District, Pekanbaru City, Riau Province Postal Code 28156

Research informants used by researchers using snowball sampling techniques. The snowball sampling technique is a

qualitative research technique that begins by establishing key informants needed in the study area and conducting interviews with them. Then they are asked for directions, suggestions, instructions on who should be the next informant who according to them has the knowledge, experience about the information sought. Data collection techniques and tools in this study were through observation, interviews, and documentation. With these three techniques, the researcher can establish good relations and be familiar with the resource persons, so that it can make it easier to dig up all the information needed in research. Checking the validity of the data is applied in proving the results of research with the reality in the field. Lincoln and Guba in his book Moleong (2004: 176) to examine the validity of qualitative research use the level of data trust with triangulation techniques.

Data analysis in this research was carried out at the time of data collection and after completing data collection for a certain period. Analysis of the data used in this study is the data analysis technique of Miles and Huberman (1984) states that qualitative data analysis is carried out interactively and continues continuously until it is complete so that the data found is saturated.

IV. RESEARCH RESULT

1. The readiness of the Riau Provincial Education Office in transferring management of SMA / SMK equivalent from Regency / City to Province

The transfer of management of SMA / SMK is a change from Law Number 32 of 2004 to Law Number 23 of 2014 concerning Regional Government where management of management in educational affairs is delegated to provinces, not in districts/cities. Regencies/cities only handle elementary schools and junior high schools. Law Number 23 the Year 2014 article 404 states that the handover of personnel, funding, facilities and infrastructure, and documents (P3D) as a result of the division of governmental affairs between the Central, Provincial and Regency / City Governments regulated under this Act is carried out a maximum of 2 (two) years from the date of promulgation of this Law. On January 16, 2015, issued the Minister of Home Affairs number 120/253 / SJ about the implementation of government affairs after the enactment of Law 23 of 2014. May 2015 conducted a national consolidation with provincial education offices throughout Indonesia. After consolidating, on August 24, 2015, the Director-General of Primary and Secondary Education issued a number 3603 / D / DM / 2015 regarding the management of secondary education. On October 16, 2016, the Minister of Home Affairs issued the

number 120/5935 / SJ regarding the acceleration of the transfer of functions. As a follow up to the issuance of Law No. 23 of 2014 the provincial government of the Riau provincial government held a meeting related to the transfer of authority ranging from the management of human resources, assets and financing in 12 districts/cities in Riau Province.

Implementation of Law No. 23 of 2014 concerning local government related to the management of secondary education which was originally a matter of district/city-regional government transferred to the affairs of the provincial government, then for the teaching and educational staff also congruently moved their authority from the district/city to the province to assist the teachers in the ministry / Diksus appointed by the province also moved its management in the province. Teachers who have the status of Civil Servants (PNS) since the enactment of this Act then turned into provincial government civil servants, in this case regulating related to personnel namely PNS, contained in the Head of State Civil Service Agency Regulation No. 1 of 2016 concerning the Implementation of the Transfer of District Civil Servants in the District / Cities Occupying Functional Position of Teachers and Education Personnel Become Provincial District Civil Servants.

Regarding the management of infrastructure/assets for transferring management, both in terms of documents and ownership, they must be transferred to the provincial government, transferring the authority of the assets of the city to the province will of course also transfer the authority to preserve their assets. Article 404 of Law Number 23 the Year 2014, among others, states that the handover of personnel, funding, facilities and infrastructure, as well as documents (P3D) as a result of the division of governmental affairs between the Central, Provincial and Regency / City Governments regulated under the Act this is carried out no later than 2 (two) years from the enactment of this Law.

The transfer of concurrent government affairs in the field of senior secondary education from the Regency / City Government to the Riau Provincial Government has consequences on the aspect of financing / regional finance, the transfer of authority demands greater funding from the Riau Provincial Government. The education budget allocation in the APBD which contains 21.3% of the total budget allocated for the Riau Province is considered capable of financing secondary education affairs. Not to mention that there is additional financial assistance from the central government through BOS that can help improve and equalize the quality of education. There are two criteria for BOS

Funds, namely BOSNAS in the State Expenditure Budget and Bosda in the Regional Expenditure Budget. Considering increasing access to and quality of education as one of the priorities of national development and realizing 12-year compulsory education that is free, child-friendly and free of charge, the Provincial Government of Riau provides education cost assistance in the form of Regional School Operational Assistance sourced from the Regional Budget.

2. Constraints in transferring management policies for SMA/SMK or equivalent from Regency/City to Province

The transfer of SMA / SMK management policies that have been managed by the district/city government, and starting early 2017 is the authority of the provincial government, has several obstacles that were found when the first obstacle was the problem of distance and geographical location of the district/city with the provincial capital far adrift in the administration of file administration and so forth which do have to be handled directly to the Riau Provincial Education Office. So some monthly reports found by secondary schools in districts far from the department send reports through the delivery service because of the distance and it takes time if it is delivered directly to the Riau Provincial Education Office.

The second obstacle is related to the problem of assets, the unfinished assets reported to the Provincial Education Office make the Province slow in budgeting the needs of schools. The validity of the data must also be considered in the matter of this asset, if the data provided is not valid then it is feared that the budget given to schools that need it is not on target. The next obstacle is the difficulty in the scope of supervision of the Provincial Education Office where the main office of the Riau Provincial Education Office is in Pekanbaru City. The inability of the branch offices in the regency/city has made it difficult for the Dinas in the scope of supervision. Likewise, the supervisors in the Regency / City do not yet have offices in the Dinas branch so that their coordination through MKPS per district/city. The transfer of authority of the SMA / SMK should receive serious attention from the head of the regency/city and province because this is directly related to the quality of education and the guarantee of ongoing teaching and learning processes.

3. Efforts by the Provincial Education Office to improve the quality of high school / vocational education as equals

Efforts made by the Riau Provincial Education Office in minimizing the distance and geographical location of regencies/cities far from Pekanbaru City, the Riau Provincial Education Office formed the service branches in the regencies/cities into 4 regional service branches where one regional there are three regencies/cities in the Province Riau. The next effort, namely the Riau Provincial Education Office, created a verification team to inventory personnel, facilities and infrastructure and documents (P3D). The provincial government also validates both documents and field verification to ensure the number and status of assets both human and physical (buildings and land). This step is carried out properly and carefully. After an inventory of both the number of assets and their problems, this will affect future policies.

Further efforts are made by the Riau Provincial Education Office in improving the quality of teaching staff from teachers and lecturers. The Riau Provincial Education Office provides special S2 and S3 scholarships for teacher and lecturer qualifications to improve their horizons and can improve the quality of education in Riau province. The next program, designed in 2020, the cadre will provide clothing assistance for students on the poverty line registered at PKH, KIP and other social activities. The budget for supporting private schools in the form of grants is also being planned by Disdik Riau in improving the quality of education especially secondary education and special education in Riau Province.

V. CONCLUSION

The transfer of authority in the management of education contained in Law Number 23 of 2014 has led to changes in local government organizations in Indonesia. This change occurred related to the transfer of authority from the district/city government to the provincial government, one of which was the management of secondary education. This law is the legal basis for the transfer of authority for the management of secondary education (SMA / SMK) from the regency/city government to the provincial government, where the emphasis is on Article 404 of Law Number 23 the Year 2014 concerning Regional Government. For the teaching and educational staff, the authority to move from the district/city to the province in a congruent manner is that the teacher assisting the Ministry of Education / Diknas also transfers its management in the province. Teachers who have the status of Civil Servants (PNS) since the enactment of this

Act then turned into provincial government civil servants. As for the management of infrastructure/assets for transfer of management both in terms of documents and ownership, they must be transferred to the provincial government, the transfer of authority of the assets of the city to the province it will also transfer authority to maintain its assets. The transfer of concurrent government affairs in the field of senior secondary education from the Regency / City Government to the Riau Provincial Government has consequences on the aspect of financing / regional finance. The education budget allocation in the APBD which contains 21.3% of the total budget allocated for the Riau Province is considered capable of financing secondary education affairs. Not to mention that there is additional financial assistance from the central government through BOS that can help improve and equalize the quality of education.

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