



EFFECTIVENESS OF INSTITUTIONAL RELATIONS BETWEEN CENTRAL AND REGIONAL GOVERNMENTS IN THE EDUCATION SERVICE OF ELEMENTARY SCHOOLS IN SANGGAU DISTRICT-INDONESIA

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Abstract

Background Problems, Sanggau District is an area located on the border of Indonesia and Malaysia. The regions are troubled by basic infrastructure constraints, such as in the education field. The blurred portrait of education is nothing new, nor is it in Sanggau District of West Kalimantan, an immediate border with Malaysia. There are about 30% illiteracy and 5-10% drop out (Sanggau Education Office: Hamid, 2015). School facilities and infrastructure are very limited. There are students who have never seen a computer, but followed the lesson of Information and Communication Technology (*Survey Report of Budget Management Effectiveness BNPP 2016*). Similarly, the number of classrooms is very minimal and not feasible, the room sealer using plastic tents. Various educational issues in the area can not be separated from the poor management of national and local education services system provided by the Central and Regional Governments. The overlapping of policies between the central and regional governments is the evidence of the ineffectiveness of institutional relations between the central government and regional government. **Problem Outline:** 1). What is the Effectiveness of Institutional Relations between Central and Regional Government in the education service of elementary school in Sanggau District? 2). What are the driving factors and obstacles. **Specific Targets:** Recommendations of policy for institutional relations between central and regional governments in education services. The theory of analysis used is Institutional, Central and Regional Relations and Education Services Theory. **Research Methods:** Descriptive. Qualitative approach. Data collection techniques: Observation, Interview and Documentation. Determination of Informants Technique: Purposive and Accidental. Data Analysis uses Macc Nabb, Data Validity Test uses Triangulation. **Results :** The minister of Education and culture affair in giving elementary education services have make coordination with either center government and region government such as with BNPP, BAPPENAS, The minister of general working, BPS, BAPPEDA, and healthy institution, but still in unefectively caused by not based on MOU in their colaboration. Even in regional government still not in intensively. So the problem and need of society on elementary education not available well.

Keywords: Effectiveness, Central Government, Regional Government, Service, Education, Elementary School

1.



INTRODUCTION

Indonesia is a country with the second longest coastline in the world, which has a length of 81,900 km, Indonesia is faced with complex border problems. The border areas are troubled by problems of basic infrastructure constraints, such as in education field.

Various national development policies such as the development of educational infrastructure, since the era of independence until now still tend to be centralized, less in accordance with what is needed by the region, thus it has not showed significant development. Blurred portraits of education in the border regions are not new. Indonesia's foremost porch seems to be a fence in maintaining the sovereignty of the nation as well as the backward warehouse in national development, including education. Sanggau, which is one of the districts located in West Kalimantan, especially Sekayam region which has a border area directly with Malaysia, has a blurred portrait of education. Data from Education Office of Sanggau District, there are about 30% illiterate and 5-10% drop out (Sanggau Education Office: Hamid, 2015), similarly in Suluh Tembawang Village, Entikong District. The condition of teaching and learning is apprehensive, one teacher has to teach 111 elementary school students. School facilities and infrastructure are very limited. There are students who have never seen the computer, but followed the lesson of Information and Communication Technology (*Survey Report of Budget Management Effectiveness BNPP 2016*). The number of

classrooms is very minimal and not feasible, the room sealer using plastic tents.

Various educational conditions in the border area is compounded by accessibility to schools that hinder both teachers and students. They have to cross the river or walk on foot with muddy roads which are very difficult to access when it rains, thus takes a long time and extra effort to get to school. In addition, teachers are also limited because not many are willing to devote themselves as teachers in remote areas with difficult access and inadequate salaries. This is the real condition of education in border areas, remote areas and inland areas. The inequality of education with neighboring countries is a major factor why school-age children prefer to study in neighboring countries. Availability of adequate educational facilities, qualified teachers, free tuition fees including uniforms and reference books to job security for the outstanding Indonesian children are the magnet for those who wish to gain a much more viable life.

Various educational issues in the border area, of course, can not be separated from the bad management of the national education system. The overlapping of policies between the central and the regional government is blamed for the cause of why education in the border areas to this day has become a black dot since independence of Indonesia. Based on the problems above, it is very important to examine the institution of elementary school education services by the central and regional governments, which demand synergic roles between the two parties, so



that the quality of education in border areas can be improved.

Problem Outline:

1). What is the Effectiveness of Institutional Relations between Central and Regional Government in the education service of elementary school in Sanggau District?

2). What are the driving factors and obstacles of Central and Regional Government in the education service of elementary school in Sanggau District?

Aim of Study :

1). To know the effectiveness of institutional relationship between the central government and regional government in the elementary school education service in Sanggau, Sekayam sub-district.

2). To find the driving factor and its obstacle

Urgency (Priority) of Research

1. Theoretically:

The results of the study are expected to provide a fundamental contribution to the institutional science and public service science with the fundamental idea of pioneering the correct relationship in order to avoid the chaotic relationship between central and regional government that has occurred, and is the embodiment of Denhardt and Denhardt's theory in public service. A coordinated institutional arrangement can support the development of elementary school education services.

2. Practically:

1). For the central government and regional government of West Kalimantan and Sanggau district, recommendations of policy on the proper institutional arrangements between the central and

regional governments related to elementary school education services are to be done, so that there is no overlapping of institutions and the development of elementary school education can run more smoothly for the welfare of citizens.

2). For the citizens at the border area of Sanggau, especially Sekayam sub-district, get a better quality elementary school education.

2. METHODS

2.1. Approach and kind of research

The approach of research was qualitative with kind of research by analytic descriptive.

2.2. Research Location

In Sekayam subdistrict of Sanggau district west Kalimantan

2.3. Collecting Data Technique

In this research collecting data done with 3 way that were: observation. Deep interview and documentation study.

2.4. Determination of Informants Technique,

Informants are determined **Purposively, Informants from central government:** Ministry of Education and Culture, Ministry of Finance, Ministry of Social Welfare, BAPPENAS, BNPP, DPR RI; **Provincial Informants:** Education Office, BAPPEDA, BPP Prov, Financial Department and Provincial DPRD; **District Informants:** Education Office, BAPPEDA, BPP Kab, Financial Department and District DPRD and **Sub-district Informants;** Ka UPTD Sub-District Education Office; selected elementary school principal; elementary school supervisor; elementary teachers and local citizens.

2.5. Data Analysis Technique and Data Validity Test

Data analysis techniques used refers to the thinking of Mc Nabb (2002:148) with 6 stages of activity, namely: 1). Organizing Data; 2).Generate Categories; 3). Data encoding; 4).Application of Ideas, Themes and Categorizations; 5). Search Alternative Explanation; and 6). Writing and Presenting the Report. Data Validity Test uses Triangulation.

3. RESULTS

3.1. Institutional Relation of Elementary School Education Service in Sekayam Sub-district, Sanggau District

The Ministry of Education and Culture provides a special service in elementary school education in coordination and working with several agencies, including both central and regional government agencies. This is implemented in the provision of educational services in the border area of Indonesia and Malaysia, namely Sekayam sub-district, Sanggau district, West Kalimantan. Without a pattern of coordination and good cooperation, various problems arise and basic needs in the education field in border region will not be met and get a good solution. There are eight (8) types of government assistance channeled by the Ministry of Education and Culture for elementary school education services, namely:

1. Construction of new school units (proposal submission)
2. Library development (submission through Takola)

Takola is an innovation service with online-based system (digital governance)

3. Construction of toilets/sanitation (submission through Takola)
4. Construction of canteens (submission through Takola)
5. Rehabilitation/Revitalization of schools (submission through Takola)
6. Renovation (submission through Takola)
7. Provision of SD ICT (Implemented by Sub-Directorate)
8. School Child Nutrition Program (Beginning of the Program is determined by Ministry of Education and Culture, after 2 years then is passed to the City/District Education Office.

In the implementation of the program or provision of assistance as above, the Ministry of Education and Culture has held cooperation and coordination with:

1. Central National Border Management Agency (BNPP), in the case of preparing action plans for affirmations in the border areas.
2. National Development Planning Agency (BAPPENAS) related to budget.
3. Ministry of Home Affairs (KEMENDAGRI) related to regulation.
4. Ministry of Public Works (PU) related to the preparation or determination of overpriced construction index (IKK).
5. Central Bureau of Statistics (BPS) related to survey of preparation or determination of overpriced construction index (IKK).
6. Provincial and District Governments, especially the education office
7. Regional Development Planning Agency (BAPPEDA) related to planning.
8. District Health Office, related to school health.



From the cooperation and coordination of Ministry of Education and Culture with various agencies related to education services of elementary school, the problem is that the relationship between these institutions are not based on MOU, but more on the suitability of tasks between the existing work units in both central and regional level. Due to the absence of MOU, so often irresponsibilities towards the ongoing program occurs and this is what makes the program results ineffective. Other problems are such as the inter-agency coordination at the district/city level is not intensified, such as the education office with the PU office on road access to schools and school sanitation, resulting in many schools with difficult access, as well as the proposal for the establishment of newschool units is not approved due to the inaccessability to the location. The new regulation where the high education (high school and vocational school) becomes the authority of the provincial government also raises the problem at the region. With the implementation of service innovation by Ministry of Education and Culture through a system called TAKOLA since 2017, where almost 75% of the submission of basic school facilities and infrastructure is proposed through the system, on the other hand the identification and verification of service receive is done by Vocational High School, recommended by the provincial government, the results are sometimes inaccurate. Schools that should be really worthy to get help end up getting nothing, as well as many schools are passive in providing appropriate school recommendations and meet the

requirements to get help, especially in Sekayam sub-district, Sanggau district. Many schools that should be able to get help but until now the data has not been recommended by the school to Takola system. This should be followed up with guidance and supervision by both the provincial government and the district/city government. **3.1.**

4. DISCUSSION

4.1. Theory of Institution

Institution means the rules in an organization or community groups to help its members to interact with each other to achieve the desired goals (Ruttan and Hayami: Journal of Development Studies, 1984). In addition, institutions can also be defined as rules in a social group that is strongly influenced by social, political and economic factors (North DC, 1990).

Institution (North DC, 1990: 14) is a pattern of relationship and order between members of the community or organization that bind each other, contained in a network or organization, which can determine the form of relations between people or between organizations determined by limiting factors and in the form of norms, formal and non-formal ethical codes to cooperate, in order to achieve the desired goals. According to Bulkis, institution means a set of rules governing the behavior of people to achieve their life purpose (Bulkis, 2004: 9). Institution consists a group of people who work in division of a particular task to achieve a desired goal. The purpose of participants may differ, but within the organization it unites. Institution is more emphasized on the rules and collective



action to achieve common or shared interests.

Based on the several theories above, it is known that the sense of institution is a pattern of relationships between members of the community that bind with each other, contained in a network or organization, which can determine the form of relationships between people or between organizations determined by limiting factors and binders in the form of norms, formal and non-formal ethical codes to cooperate, in order to achieve the desired goals.

4.2. Relations between Central and Regional Government

Implementation of regional autonomy by the central government in Indonesia has the aim of independence of regional governments in managing its household. In practice, the central government does not completely let go of its hand and still provides assistance to the regional government in the form of balancing funds that can be used for development and become a component of regional revenue in APBD. According to Sidik (2002:5), the transfers of central government are expected to be a driving factor for regional governments to increase their local revenue collection efforts. Regional governments should be able to run their household independently by seeking the improvement of its public services.

The authority granted to the regional government includes the authority in all areas of government except the authority in the field of foreign politics, defense and security, judiciary, monetary, fiscal, religion and other fields of authority

such as national planning policy, macro national development control and financial balancing fund. Implementation of this regional autonomy, did not break the relationship between central government and regional government. Both are required to establish a good and effective relationship. In the framework of the implementation of regional autonomy, the submission, delegation, assignment of government affairs to the regions in a responsible manner must be followed by the equitable arrangements, sharing and utilization of national resources, including financial balance between central government and regional government. As an autonomous region, the governance and services are carried out under the principles of transparency, participation and accountability.

According to Muhammad Fauzan (2006:4), the relationship between the central and regional governments, both of those involving the relationship of authority and financial relations in its implementation must be done fairly, in harmony and concerning the specificity and diversity of the region. Furthermore, Bagir Manan (1994:17) states that financial relations is only one result of the basic arrangement of central and regional relations, namely the division of authority, duties and responsibilities of administering government affairs. It is further said that the central and regional relationships include the relationship of supervision, the reciprocal relationship of the local household system or the task of assistance and more.



4.3. Basic Education Services in the Border Area

Public Service in Indonesia is not as expected. Poor service quality, as in Retnowati WD Tuti (2013) dissertation, quality of building permit service in Bogor has not been integrated, not online and full of corruption (abuse of authority); similarly, Retnowati WD Tuti (2014) study entitled "Analysis of City Transportation Service in Bogor", there is an irregularity in the determination of the Tariff of Motor Vehicle and the Extension of City Transport Trajectory, which is 5-7 times more expensive than the local regulations, Rp. 35,000,- becomes Rp. 200,000,- to 250,000,- and the extension should have only be Rp. 10,000,- but becomes Rp. 80,000,-.

In order to provide quality services, in accordance with the paradigm of the New Public Service, according to Denhardt & Denhardt, there are eight principles of quality service, namely: 1). Convenience; 2). Reliability; 3). Personal attention; 4). Citizen influence; 5). Fairness; 6). Problem-solving approach; 7). Fiscal Responsibility; 8). Security; The implementation of this concept can create a high community trust on the government. This is due to the given public service that is focused on the citizens, by the citizens and from the citizens (Retnowati WD Tuti, 2014).

In the Master Plan of the National Agency for Border Management for year 2010-2014 and year 2015-2019 (RIP BNPP), the priority agenda has been targeted each year. Many areas need to be funded or built and locations are determined based on planning documents,

however budget is limited. Ministries/Institutions that are executors of development can coordinate with each other to implement the development in border areas. This coordination is not easy to do so often "victims in the region" do not get the assistance as needed.

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