

# Evaluation on Financing Collaboration In Improving the Quality of Primary Education

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**Abstract**— Financing is one of the resources investment in education. Basic education is one of the regency responsibilities or city governments in the regional autonomy. This study aimed to analyze the budget collaboration of Government, Local Government and Communities to improve the quality of basic education. This was an evaluation research by using CIPP model. The data collected by study of documents, FGD and in-depth interviews. The results showed that the primary education program in Salatiga based on quality improvement. The GER at primary school level (SD/MI) of about 115.53% and junior high school (SMP/MTs) of about 125.43%. Context of financing considered to supports basic education program as the implementation of compulsory education Salatiga. Input of basic education funding was from the Government (APBN), Local Government (APBD) and Society (parents). The process of managing the financing of education was according to the law and regulations on State Finances/region. Collaborative educational financing products were to support educational program quality of basic education. The government city of Salatiga had not set the regulations on public participation in improving the quality of basic education.

**Keywords**— Basic education, quality, regional autonomy, evaluation of financing collaboration.

## I. INTRODUCTION

Free costs of education as the implications of nine years compulsory basic education at the level of SD / MI and SMP / MTs is ineffective. Government and Local Government have not been able to provide budgets of state and local budgets to meet the needs of basic education budget. Collaborative Government and society needs to be developed in support the programs in order to improve the quality of basic education. Schools were forbidden to withdraw money from their parents to meet the school's needs.

Implementation of compulsory education involved the Government must allocate state and local budgets of at least 20% in education. The government through the state budget allocated it in the form of General Allocation Fund, Special Allocation Funds and Operational Support schools (BOS) as well as the budget of the Ministry of Education and Culture. The Provincial Government has allocated deconcentration in supporting local autonomy in education.

The general allocation fund used to support the implementation of the budget autonomy area, a special allocation used to support programs that can improve the welfare of society as well as the School Operational

Assistance that aims to alleviate the burden on society. BOS program specifically aims to: 1. Freeing fees for all government school students in SD / SDLB and SMP / SMPLB / SD-This eliminates / SMTP towards the operating costs of the school; 2. Freeing levies of entire poor students of all charges in any form, both in public and private schools; 3. Relieving the burden of school operating costs for students in private schools.

Education is a public policy because many various decisions in problem solving focused on the public interest. Priority of decision making in public policy carried out by the leader. This is consistent with the thinking of Dye that stated "Public policy is more likely to conform to elite opinion than mass opinion. Elite opinion has been particularly influential in the determination of foreign policy" [1].

"The process model of public policy assists in identifying various processes occur within the political system namely: (a) the identification of policy problem through public demand for government action; (b) the formulation of policy proposals through the initiation and development of policy proposal by policy planning organizations, interest groups, government bureaucracies, and the president and Congress; (c) the legitimation of through political by actions parties, interest groups, the president and Congress; (d) the implementation policy through organized bureaucracies, public expenditures, and the activities of executive agencies; (e) the evaluation of policies by government agencies themselves, outside consultants, the press, and the public" [1].

Evaluation contexts focused on: environmental changing and problems appearance environment. The purpose of this evaluation is to identify the appropriate of the environment in order to achieve the mission and objective program. Assessment input focused on the involvement of source in helping the achievement of programs goal and objective. Assessments input in this study were teacher skill and knowledge, equipment, workshop, facility, time schedule and teach allocation, principal financial allocation and role. Assessment process focused on process used to attainment of the objectives and goal of the program. This was necessary information known from time to time to control program implementation. Product evaluation focus to the result of the program after it is finished.

The programs of nine years compulsory basic education at a rate of SD / MI and SMP / MTs have reached the target of access and equity. The issue needs to get a solution in Salatiga as the fulfillment of budget support

programs in improving the quality of basic education. The education budget from the state budget and APBD cannot meet the budget requirements of improving the quality of basic education. The participation of parents and communities need to be developed to support the improvement of the quality of basic education. Free basic education policy and school charges a fee are prohibited interesting phenomenon that needs to be studied. Therefore, the evaluation of the funding source for education collaborative of government, local government and the community needs to be done.

## II. LITERATURE REVIEW

The policy of financing collaboration same with Public-Private Partnership in Education. This PPP is the partnership of government and the private sector, which covers the area of government service or private venture, funding and operating by both sectors. It is a model of development, with the combination of the actors from the public sector as well as the private sector [2]. Governments can choose private provides in PPP contracts by means of an open bidding process in which the government defines specific requirements for the quality of education that it demands from the contractor. Public-private are also being used to build school infrastructure and also playing an increasingly important role in delivering education to low income families. PPPs are a useful way to increase the funding available for constructing or upgrading school buildings and often yield better value for money than traditional public sector investment [3]. Wettenhall claims that PPPs have been developed from the earliest civilizations onwards, but that might be a little bit misleading. Bovaird also stated that the PPP acronym itself has been used since the seventies and got a buzzword status in the nineties with the rise of the importance of the Public Finance Initiative for social and economic environment renewal under surveillance of the public expenditures [3].

“Evaluation is the identification, clarification, and application of defensible criteria to determine an evaluation objects’ value, its merit or worth, in regard to those criteria. The specification and use of explicit criteria distinguish formal evaluation from the informal evaluations most of us do daily. The basic purpose of evaluation is to render judgments about the value of the object under evaluation” [4]. Meanwhile, Stufflebeam stated that “Evaluation is the process of delineating, obtaining, reporting, and applying descriptive and judgmental information about some object’s merit, worth, probity, feasibility, safety, significance, and probity in order to increase understanding of the involved phenomena”. Professional standard for evaluations are principles commonly agreed to by specialists in the conduct and use of evaluations for the measure of an evaluation’s utility, feasibility, propriety and accuracy” [5]. Evaluation model of CIPP is an effective approach for evaluating the education program. “A classification schema for evaluation approaches: (a) approaches oriented to comprehensive judgment of the quality of the program or product (b) approaches oriented to characteristics of the program (c) approaches oriented to decisions to be made about the program (d) approaches

oriented to participation of stakeholders [2]. According to Fitzpatrick, a program has the following characteristics: (1) a set planned systematic activities; (2) Using managed resources; (3) To achieve specified goals; (4) Related to specific needs; (5) Of specific, identified, participating human individuals or groups; (6) In specific contexts; (7) Resulting in documentable outputs, outcomes and impact, and (8) Following assumed (explicit or implicit) systems of beliefs (diagnostic, causal, intervention, and implementation theories about how the program works) [4].

The CIPP model’s evaluations identified Context, Input, Processes and Products from a program. Context evaluation is used to assess the needs, problems, assets, and opportunities to help decision makers define goals and priorities and to help the relevant user judge goals, priorities, and outcomes. Input evaluation is used to assess alternative approach, competing action plans, staffing plans, and budgets for their feasibility and potential cost-effectiveness to meet targeted needs and achieve goals. Process evaluation is used to assess the implementation of plans to help staff carry out activities and, later, to help the broad group of users judge program implementation and interpret outcomes. Product evaluation is used to identify and assess outcomes-intended and unintended, short term and long term-to help staff keep an enterprise focused on achieving important outcomes and ultimately to help the broader group of users gauge the efforts success in meeting targeted needs [5].

Education as a public policy comes from various decisions in problem solving is focused on the public interest. Priority of decision making in public policy carried out by the leader. This is consistent with the thinking of Dye stated that “Policy evaluation research is the objective, systematic, empirical examination of the effects ongoing policies and public programs have on their targets in terms of the goals they are meant to achieve” [1]. This statement was reaffirmed by Stufflebeam that stated the CIPP model is based on learning by doing and a) on going effort to identify and correct mistakes made in evaluation practice [3]. This model places priority on guiding planning and implementation of development efforts. In the model’s formative role, context, input, process, and product evaluation. The model also advocates and provides direction for conducting retrospective, summative evaluation to serve a broad range of stakeholders. According to Weimer, the stages of the process of setting policy based on rational model include problem analysis, solution analysis, information gathering and communication [4].

## III. RESEARCH METHODS

This study is based on qualitative research with the evaluation analysis by using CIPP method. The CIPP evaluation model emphasizes “learning by doing” to identify corrections for problematic project features. It is suitable for evaluating emergent projects in a dynamic social context [6]. The study was conducted in Salatiga, Central Java Province, Indonesia. The study puts the researcher as the primary instrument for data collection. Supporting data collection techniques include

the study of regulatory documentation about the nine years compulsory which is SD / MI and SMP / MTs in Indonesia, FGD and depth interviews was conducted with the head of the Department of Education, Youth and Sports, Regional Planning Agency, Principal and School Committee of Primary Education.

Data analysis was performed by domain; begin with a general overview of the area and the deepening of research subjects and social situation of the management of basic education in Salatiga. Furthermore, the study analyzed the data based on the institutional domain of compulsory schooling, how to achieve the program and financial support to improve the quality of basic education.

#### IV. RESULT AND DISCUSSION

Education is one of the development missions of Salatiga year of 2011-2016. Development priorities focused on improving the quality, the quality of education and educators.

##### A. The Basic Education Performance

In 2015, the gross enrollment rate of population aged 7-12 years who attend school in SD / MI approximately 115.53% and net enrollment rate is about: 100.90%. Meanwhile GER population aged 13-15 who attend school in SMP / MTs is approximately 125.43% and NER approximately: 93.80%. GER above 100%, meaning that the entire population of compulsory school age in Salatiga has access to primary education SD / MI and SMP / MTs. Quality of basic education in Salatiga 2015 is relatively high. Graduates SD / MI who continue study to SMP / MTs and graduates SMP / MTs who continue study to SMA / MA is on 100%. Eligibility of teachers at primary level / MI is approximately 84.58% and SMP / MTs of about 89.99%. The dropout rate of primary education in Salatiga is relatively low. Students drop out of school at the primary level is about 0.01% and at a rate of SMP / MTs is around 0.21%. This problem is influenced by the social and economic condition of the parents concerned. Here is presented indicators of the quality of education Salatiga.

Table 1. The Indicators of Basic Education Program Performance In Salatiga

No	Level of education	The participation in education		Quality of education		
		GER	NER	The transition rate	The feasibility of teachers	The number of dropouts
1	SD/MI	115,53	100,90	100 %	84,58 %	0,01 %
2	SMP/MTs	125,43	93,80	100 %	89,52 %	0,21 %

<sup>a</sup>. Sources : Statistic of Salatiga 2016

##### B. Context of Basic Education Funding Collaborative

Primary education became compulsory education for the population aged 7 s.d. 15 years at a rate of SD / MI and SMP / MTs. The government is obliged to provide the budget implementation through national and regional budgets. Act

Number 20 Year 2003 on National Education System Article 6; paragraph 1 state that every citizen aged 7-15 years of compulsory basic education. Article 34 paragraph 2, states that the Government and local governments guarantee the implementation of the compulsory minimum level of basic education free of charge, whereas in paragraph 3 states that compulsory education is the responsibility of the state organized by the Government educational institutions, local governments, and communities. The consequences of the mandate of this law, the Government and local governments are required to provide educational services and provide budget requirements for all students at the level of basic education (primary and secondary) as well as other educational unit equivalent.

It is to ensure that the needs of basic education budgets need for collaborative funding policy of the Government the local government and community. Thinking based on the idea that education is a strategic course for the future of Indonesia. Imbalance source of education funding as a result set the basic education policy has not been participatory. Communities need to be given sufficient opportunity since the planning, implementation and evaluation and follow-improving the quality of basic education. It becomes strategic in the development of human resources. This research is also relevant with the finding of Posner et al states that some developed countries such as Australia, Germany or the United States in which the role of the central government in providing infrastructure in federal systems is often confined to providing public grants to states or localities who are the principal builders and owners of public infrastructure (Posner et al, 2009: 4).

##### C. Input of Basic Education Funding Collaborative

Sources of basic education funding in Salatiga are from the Government, Local Government and Communities. Policy management of educational funding in Salatiga by Act number: 17 Year 2003 on State Finance, Government Regulation, Regulation, Rules and Regulations Regional Salatiga Mayor. Funding from the Government is allocated from the budget in the form of General Allocation Fund, Special Allocation Fund, the School Operational Assistance, Help Poor Students, Grants and the budget of the Ministry of Education and Culture. The budget is from the Regional Government of Provincial Budgets and budget. General Allocation Fund is called DAU in Salatiga city. The budget comes from the State Budget (APBN) to finance the implementation of decentralization. Thus, Salatiga municipal government is able to provide public services despite limited financial resources. Special Allocation Fund called DAK for Education used to fund educational activities as the implementation of obligatory and is a national priority with the aim of fulfilling the minimum service facilities and infrastructure of primary and secondary education to achieve national education standards. In addition, the Central Java Provincial Government supports the education budget as the implementation of deconcentration and assistance program as a representative of the Central Government in the Region.



The education budget of Salatiga in 2015 amounted to Rp. 301 462 571 000; or approximately 37.21% of the total budget Rp.810.130.111.000; Rp.40.808.682.00 allocated for basic education; or 13.54% of education budget in Salatiga. Salatiga City Department of Education declares that the majority of educational budget allocated for indirect expenditures such as teacher salaries and school operating costs. This means that the budget for education in Salatiga is not supported the basic education quality improvement initiatives such as the construction of laboratories, libraries and ICT development. Basic education as a compulsory program in Salatiga is no charge (free). The government banned all SD / MI and SMP / MTs organized by the Government and the Local Government attractive operating costs of students and parents.

According to the Principal of SD / MI, BOS has not been able to meet the operational needs of school. Most SD / MI in Salatiga are still lack of religion teachers and teachers in a particular class. The entire SD / MI did not have the energy remains in administration, librarians, security and cleanliness. With this situation, the School established a policy to recruit temporary employees. School management is unable to pay wages according to the standard of the regional minimum wage in Salatiga. The funding allocation was determined by the following criteria: (1) Purchase / doubling of textbooks; (2) Financing activities in the hiring of new learners; (3) Learning and extra-curricular activities of students; (4) Activity tests and examination; (5) The procurement of consumables; (6) Paying and services; (7) Nursing school / rehab light and school sanitation; (8) Paying honorarium teachers salary and temporary employees; (9) Developing of the teaching profession; (10) Helping poor students; (11) Financing BOS management; (12) Purchasing and maintaining of computers; (13) Cost sharing.

Total budget of Salatiga in 2015 amounted to Rp. 810 130 111 000; this amount is more than 82% from the Government in the form of financial transfers (fund balance). The planning process programs are financed by the State Budget according to the State financial regulation. Those necessary steps through the planning budget of the Ministry of Education and Culture. Revenue of Salatiga as relatively small area is about 18% of the total budget, around Rp. 121 billion.

Improving the quality of basic education into a follow up program from the achievement of access to education, where the ratio of GER SD / MI and SMP / MTs in Salatiga on a perfectly level (100%). Those programs those are relevant to improve the quality of schools need funding support. Such programs are the programs to increase in test scores of graduates, student's creativity, teacher performance improvement, the development of information and communication technology for learning, school management, quality assurance, and physical development of the school. Principals face obstacles and constraints in fulfill the relevant budget with improved quality. Sources of education funds from the School Operational Assistance are also not enough to meet the school education budget. School Committee elementary and secondary schools in Salatiga stated that it happen because there is no corresponding with the Operational

Support needs / school budget. Board of School Committee seeks to support the needs of operational and investment in improving the quality of education. Euphoria promotion free education and a ban on collecting fees from society is a constraint in support of the school program.

#### *D. The process of the Basic Education Funding Collaborative*

Education budget management of SD / MI and SMP / MTs organized by salatiga Government in line with the provisions of the Act and the Rules of financial country / region government. School budget planning is done in accordance with budgeting cycles in Salatiga. Budget planning is based on an annual work program assigned to the school work plan. Budgeting making is from the principal collaborating with teachers and parents and representatives of the Committee. Furthermore, the Principal explained the sources of funding from the Government, and Local Government. On this occasion to make a discussion of priority programs / activities that are relevant to improving the quality of education.

Government program of Salatiga in supporting the needs of education budget are facing constraints which is the limitation the amount of budget and financial regulations of the State. The Principal and the Committee stated that the elementary and junior high program proposals sourced from the budget of Salatiga relatively complex. The mechanism of preparation, determination and evaluation of the budget set by the Mayor of Salatiga. Budget planning process of government city and local governments in improving the quality of basic education has been conducted in Salatiga. This budget will be discussed in Parliament are set with Mayor of Salatiga. In the process of drafting, the budget of APBN / APBD is also facing some problems of school management such as human resources, coordination and monitoring of the process of planning, discussion until its adoption.

Participation of parents and communities in budgeting and problem solving education funding is still relatively limited. In general, the Committee SD / MI and SMP / MTs in Salatiga have not been effective. The Committee has not been functioning as a support (supporting agency), both tangible financial, thought, and effort in conducting education in the education unit. School Committee is generally unaware of an effective strategy in participating in order to solve the problem of education funding.

#### *E. Output of Basic Education Funding Collaborative*

The funding of basic education that comes from the government, local governments and communities have not been coordinated systematically. The absence of regulations governing technically is an obstacle in the development of sources of funding from parents and the community. Community participation in supporting the needs of the education budget is faced with legal uncertainty. School management generally feels fear with legal matters if set policy fees from parents.

Local government policies need to be established to support the quality of basic education by organizing and

encouraging the participation of parents and the community in the education budget. The absence of this regulation that affects parents' involvement in supporting the needs of the budget does not have the certainty of amount and timing. This is an obstacle for schools in the development of quality improvement programs.

According to the Principal of SD / MI and SMP / MTs in Salatiga low community participation as a result of lack of understanding and different perception in communication of solving program problems in order to improve the quality of education. Programs to improve the quality of basic education need to be communicated to the parents and the community. Salatiga city shall develop initiatives to increase community participation in education. As a regulator of public policy, the region's authority should establish policies that are relevant in improving the quality of basic education.

#### V. CONCLUSION AND RECOMMENDATION

Based on the discussion above, it is concluded that:

1. The commitment of the government and the government of Salatiga in meeting the budget provision of basic education as compulsory has not been effective.
2. Public participation in improving the quality of basic education in Salatiga is not balanced with the allocation of state and local budgets. The absence of regulatory of community participation becoming the obstacles in the development of education funding
3. The School Operational Assistance cannot meet the needs of the operating budget and investment to improve the quality of basic education

Based on the conclusion above, it is recommended that:

1. Calculation needed of basic education cost to meet with quality improvement and set the allocation to obligated by government, local government and parents
2. Local government Regulation implementation needed about participation in improving basic education quality
3. Government need to formulate the school assistance need which is calculated based on number of students and budget needs

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