Bureaucracy Performance in Nine-Year Basic Education Service in East Kutai Regency, East Borneo

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INTRODUCTION

At the empirical domain in Indonesia, bureaucracy performance of public service in education has not met people’s expectations. Government has not been able to guarantee equal opportunities for education. The importance of nine-year basic education is an interesting issue as it is related to bureaucracy performance in education service that further demands government’s bureaucracy to improve its performance. This study aims at analysing: (1) bureaucracy performance; (2) quality of nine-year basic education service; (3) supporting and inhibiting factors; (3) development of ideal bureaucracy performance model in nine-year basic education service in East Kutai Regency. The results of the study show that (1) strategic plan and officials’ responsibilities and functions can be implemented but not yet maximum, (2) there is expansion of access by building USB, adding RKB, rehabilitating buildings, teacher recruitment and improving number of graduates, (2) there is provision of service supported by physical facilities, utilities, personal condition and tools in order to give quick, capable and credible service as well as to give concern and care in the form of education service access, (3) there are implementation of basic rules of policy, community participation involvement, understanding of importance of education, human resource quality improvement (with S1 qualification and workshop), and coordination between institutions like Bappeda, DPRD and Dinas Pendidikan. Infrastructure and facilities are fulfilled yet refinements are necessary to improve bureaucracy performance in nine-year basic education service in East Kutai Regency.

KEYWORDS: Bureaucracy performance, education service quality

INTRODUCTION

According to Hakim [1] public service is viewed as the most important aspect in a country’s administration, because the main responsibilities of state administration is to provide service to every citizen. The employed concept is bureaucracy since bureaucracy is state administration tool to implement public service. A good governance always attempts to provide a prosperous life for all its citizens. State administration plays a vital role in the effort of doing so. Even though state administration is a relatively new concept, bureaucracy has helped reform in civil service, municipal manager movement, good governance and professionalism of government administration to provide social welfare public service, especially in education. In relation to decentralization policy, education opportunities are supposed to be wider because local governments manage education autonomously as regulated by the law. However, education issues in relation to opportunities are considered unequal. Best schools tend to accommodate the have’s and marginal schools are for marginal people despite the regulation that has stated that each and every one has equal rights for access to qualified education.

As mentioned as the function and objectives of education in the 2nd chapter, 3rd article of Indonesian Act number 20, 2003 (Act No. 20/2003) about National Education System or Sistem Pendidikan Nasional (SISDIKNAS), national education should function to improve abilities and build characters as well as develop the pride of national civilization in educating the nation. Also, it aims at developing students potentialities to be faithful to one God, well-behaved, healthy, knowledgably, capable, creative, independent and be a responsible democratic country citizens. In reality, some issues still happen in the local government of East Kutai regency especially in relation to strategic plan implementation, expansion of basic education access, infrastructure and facility building, lack of classrooms, building of new schools to be closer to people’s residence and low coordination between institutions.

Based on the empirical evidence and previous researches, the study intends to investigate further the bureaucracy performance in nine-year basic education service in East Kutai, East Borneo. According to problem identification above, statement of the problems are proposed as follows: 1) How is bureaucracy performance in...
nine-year basic education service in East Kutai?, 2) How is the quality of bureaucracy performance in nine-year basic education service in East Kutai?, 3) What factors are supporting and inhibiting bureaucracy performance in nine-year basic education service in East Kutai?, 4) What is the ideal bureaucracy performance model in nine-year basic education service in East Kutai?

MATERIALS AND METHODS

Public Service
Public service is one of government responsibilities in the country’s development. In country’s development, government must be able to provide the best service for people based on the doctrines of “abdi ndica” and “abdi masyarakat”. These doctrines are strongly attached to the scope of government responsibilities both as mediator and a facilitator i.e. the demand to give the best service in tackling people’s need in terms of administration or investment.

According to Thoha [2] government responsibilities are serving people, where service responsibilities are more focused on prioritizing public interest that enables easier procedures done in effective time and satisfies people in general. Whereas governance responsibilities are more focused on power that is strongly attached to bureaucracy positions.

Derrick V Mckoy, Parasuraman, Berry and Zeithalm [3] stated that quality of service is based on the following indicators:
1. Tangibles i.e. service completeness that can be directly seen/felt by customers such as rooms, facilities and officers’ performance.
2. Reliability i.e. the ability to serve based on customer’s wish such as speed, precision, ability and tact of service.
3. Responsiveness i.e. ability and response in giving service like response towards customers complain, ability to give information in understandable language and to put customers’ interest at the top importance.
4. Assurance i.e. knowledge and manner of the employees and their abilities to gain trust and secrecy.
5. Empathy i.e. as reflected from the concern towards customers’ wish and easy access for contact.

Public Administration and Public Service Management
Public administration in governance does not only rely on rigid legal law, but also has a dynamic orientation to implement that legal law. Public administration issues are originated from people’s issues. Therefore, public administration should be able to answer dynamic people’s issues [4].

Tarigan [5] illustrates the theory of public choice as follows:
“The political economists typically view a political situation at least in democracies, as affording exchange possibilities among citizens, political parties, governments and bureaucracies. On the one hand, voters are treated as buyers of collective goods while governments and political parties are considered as alternative suppliers competing to produce public policies (good and services) or promises thereof having utility or providing satisfaction in return for the economist is a political market roughly analogical to marketplace”

In its development, EPB perspective becomes rational choice or public choice. Community consists of individuals that act rationally based on certain purposes (goal directed) and always choose the most beneficial alternatives for them [6].

Organizational Performance
Organizational performance is the ultimate achievement of an organization and contains several aspects such as particular achieved targets, duration to achieve the targets and efficiency and effectiveness. [7]

Hughes [8] divides organizational performance into two focus namely (1) if the focus is on the efficiency of resources utilization, economic approach focusing on the output indicators and, if possible, on the outcome is employed; (2) if the concern is accountability, the focus is on the indicators of public service; while if the concern is managerial, the focus is on target achievement.


Decentralization in the Exertion of Education in Governance
Concept of decentralization can be explained in many perspectives with different views. Generally, definition of decentralization tends to be described as an instrument of local government in realizing local autonomy. Definition of decentralization is distinguished into two terminologies. First, decentralization means
devolution that reflects the meaning of political authority that is legally established and chosen locally. Second, decentralization definition in the concept of de-concentration that refers to the understanding of administrative authority that is given to the representatives of central government or local government boards in a country [10].

Exertion of Education in Governance

Several issues of local autonomy in Indonesia are, among others: (1) related to the relationship between central and local government, (2) financial relationship between central and local, (3) vague decentralization as a result of centralistic party logic, (4) arrangement of local politics, (5) the strengthening of localism, (6) relationship form of local government, (7) sudden authority dropping and (8) problems of relationship between executive to legislative on local government [11].

Generally, the measure that becomes the main problem should be handled and reviewed further, because problems come one after another. Ratnawati (2006) argues that the implication of Act Number 22, 1999 has brought about many misunderstanding or chaos and has caused conflicts in several regions, for example the issue of accountability of education exertion process.

Local Authority in Education

Nine-year basic education is the responsibility of regential/municipal government from the level of elementary school, junior high school until senior high school/vocational high school. To achieve this particular goal, education service must run effectively and efficiently to support and encourage the success of well-organized government. Effectiveness is related to availability of access, optimization of capacity, quality maximalization as well as affordable services. Whereas, efficiency is associated with maximalization of utilization and cost which is people's burden.

METHODS

Deductive method approach is always started with theoretical review of several aspects that are related to the issues of service performance of government bureaucracy in the Regency of East Kutai especially on nine-year basic education. Qualitative research approach is employed to be able to describe the speech, writing or behaviour of government bureaucrats as the observed research objects either individually, in groups, community or organization as a holistic or comprehensive form. Qualitative research is a research procedure that results in descriptive data in the form of words, either written or spoken from the observed people or behaviour [12].

Research Sites

This research is carried out in Dinas Pendidikan or education office of East Kutai Regency that runs the function of nine-year basic education.

Source of Data

The informants of this research will be done simultaneously using snowball sampling technique. Snowball sampling technique is a technique of sample/informants appointments that starts with a small number then grows into bigger numbers [13]. This means that, at the beginning, a key informant is appointed i.e. the source that is considered to know best about the information related to the issues in the research. Subsequently, next informants are appointed based on the guide from the key informant and so on.

Data Analysis

The collected data will be analysed to yield deep and comprehensive results. Data analysis is a process of finding and systematically arrange interview transcripts, field notes and other materials that are found in the research [12]. These materials are collected to increase understanding of a phenomena and help present the research results to other people.

The employed data analysis method in this research refers to Miles and Hubeman [14] i.e. interactive model analysis method. Within interactive model analysis are four activities that should be done continuously and repetitively namely data collection, data reduction, data presentation and conclusion drawing.

RESULTS AND DISCUSSION

Bureaucracy Performance in Nine-year Basic Education service in East Kutai

1. Strategic Plan (Renstra) of Education Office in East Kutai

Education office of East Kutai has had strategic plan outlined since 2011. The strategic plan is based on the 1945 Constitution that states that the country is obligated to “educate the nation” as realized through Act number 20, 2003 about National Education System, Act No. 14, 2005 about teacher and lecturer, Government
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regulation No. 19, 2005 about National Standard of Education and Government regulation No. 74 about teacher. East Kutai education strategic plan for the period of 2011-2015 is a starting point to carry working plan of SKPD within the coming five years. This strategic plan needs integration between human resource expertise and other resources to answer the demand of strategic, national and global environment development. Analysis of organizational environment either internally or externally is a very important step in measuring the strengths, weaknesses, opportunities and threats. Analysis of these aspects is very important and serves as a fundament for the realization of vision and mission as well as strategy of government’s institutions.

Education Office of East Kutai who is responsible for education system should realize the aims, started with outlining strategic plan of education development that is the description of RPJM and RPJP i.e. mid term and long term development plan. Strategic plan of education office in East Kutai is a guidance for education managers in all levels in planning and implementing education development program as well as evaluating the results.

Based upon the discussion about education strategic plan in East Kutai above, minor propositions in relation to the focus can be arranged as follows:

Minor proposition 1:
If education strategic plan does not fit mid term and long term development plan of East Kutai regency, it will be difficult to realize development program and education development that are appropriate to demographic, geographic and geocentric condition as well as the predominant sociocultural.

2. Nine-year Basic Education Access Expansion

One of the main function objective of the opening of new school units at the level of elementary and junior high school is carried through the establishment of special team to analyse school openings. If the necessary requirements are fulfilled, new school units will be opened to open the access for nine-year basic education. The results of organizational activities can illustrate the achievement level of target and objective of the organization, either at the planning or implementation stage as well as post-activities stage [15].

Distribution and expansion of education access are directed into efforts to expand the capacity of education unit in accordance with national priority, as well as to give equal chance for all students from various backgrounds i.e. socioeconomic, gender, residence location, intellectual ability levels and physical condition. This policy is aimed at improving the capacity of Indonesian citizen for long-life learning in raising competitiveness in global era. For this purpose, up until 2013 systematic efforts have been done for education distribution and expansion by maintaining APM-SD at the level of 95%, expanding junior high school/Islamic junior high school to reach the APK level of 98,0%, and reduce illiteracy level in the citizen aged above 15 years old up to 5%.

Based on the description above, second minor proposition can be formulated as follow:

Minor Proposition 2:
If the strategy of distribution and expansion of education access does not involve the roles or participations of people and private sectors, it will be difficult to achieve better qualified education development in raising competitiveness.

The Quality of Nine-Year Basic Education Bureaucracy Service in East Kutai

Within the context of public service, administration is a procedure in service that is not only based on habits but also referring to values as guidance in directing into acceptable human behaviour. Public service should be able to provide service that prioritizes public interests on top of private, group and organizational interests.

Education policies are a part of public policies in education. Wikipedia in [16] mentioned that education policies are related to a set of law or regulation that regulates the implementation of education system which also covers education objectives and how to achieve those objectives. Further, it can be described as follows:

Education policy refers to the collection of laws and rules that govern the operation of education system. Its seeks to answer question about the purpose of education, the objectives (societal and personal) that it is designed to attain, the methods for attaining them and the tools for measuring their success of failure.

Mark Olsen, John Codd and Anne-Marie O’Neil in [16] state that education policies are a key of supremacy, even existence for countries in global competition, so education policies need to be prioritized in globalisation era. One of the main argument is that globalisation brings democration values. Democration that yield results is one that is supported by education. Several aspects that gain concerns in bureaucracy service in nine-year basic education in East Kutai are the aspects that contribute to the achievement of education development objectives in East Kutai.
Based on the description above, third minor proposition can be formulated as follow:

**Minor Proposition 3 :**
If bureaucracy performance in education service does not fulfil the 8 aspects of *The New Public Service and Quality Service for Citizens*, the achievement of qualified nine-year basic education service will be difficult to realize.

**Supporting and Inhibiting Factors of Bureaucracy Performance in Nine-year Basic Education Service in East Kutai**

1. **Supporting Factors**
   - **Basis of Policy Regulation**
     The mechanism of the implementation of basis policy regulation and the practice of nine-year basic education management in East Kutai is based upon Regental Regulation number 45, 2010 about main responsibilities and functions and the description of structural officers’ responsibilities in the scope of the office. With the Act of Local Autonomy, the authority of education management is changed from centralized to decentralized system. Education decentralization means the turn of wider authority and power to the local government to make the planning and decisions in tackling local education issues.

   - **Community Participation**
     The mechanism of community participation in nine-year education service in East Kutai includes: (1) community participation in building new school units outside Sangatta area is done on the land given by the community, while in Sangatta itself, it is done on the land bought in the commercial price; (2) community participation in paying education necessities in Sangatta area is relatively easier, while outside Sangatta, people demand free payment including for students’ uniform. With the complicated responsibilities of several schools in the research sites, it shows that the performance of school committee is not yet maximal in collecting funds from the community and people’s concern towards education is relatively low. Therefore, with people’s low understanding of education funding responsibilities in local regions, government, in this case education office, education board and school committee should work hard to convince people about the importance of shared responsibilities towards education.

   - **Employees’ Motivation**
     Employees’ motivation in nine-year basic education program in East Kutai: (1) attempts to run the responsibilities based on the main responsibilities and functions of each employee; (2) finishes the jobs based on the agreed schedule. Education in East Kutai faces many challenges that need to be avoided for the betterment of education. Supremacy discourse to improve competition ability needs to be utilised as guidance for education quality improvement. For this purpose, at the classroom level, learning process needs to be improved by raising teachers’ motivation to teach appropriately to encourage students to reach the best. At the school level, a conducive climate needs to be created to enable good learning process, hence principal’s ability and initiative to run the school as a tough education unit is a very important factor to encourage stronger relationship among schools, parents, and community so that they are more concerned towards students’, teachers’ and school’s improvement.

   - **Community Environment**
     Environment changes continually in unpredictable speed, therefore it needs to be analysed to further predict the decisions in relation to alternatives of education development strategies to achieve the objectives efficiently and effectively. Community environment factors influence the implementation of nine-year basic education in East Kutai i.e. community environment in Sangatta understands the importance of education from early childhood education to higher education. This can be seen, for example, from parents’ sending their children to elementary schools although their children are under 6 years old.

   Based on the description above, fourth minor proposition can be formulated as follow:

**Minor Proposition 4 :**
If the supporting factors are not maximally utilized as good source of power, nine-year basic education in East Kutai cannot be realized and run well.

**Inhibiting Factors**
- **Non-professional Human Resource Quality**
  Non-professional human resource quality in implementing nine-year basic education in East Kutai can be elaborated as follows: (1) Human resource quality especially in basic education are mostly senior
high school graduates that are not able to work professionally; (2) mastery of Information Technology is in the low level, causing personnels not to be able to work effectively and efficiently. It is necessary for the senior high school graduates to upgrade to undergraduate (S1) and to have Information Technology workshop to support education implementation.

• Coordination Mechanism among Institutions
  The mechanism of coordination among units or institution in nine-year basic education in East Kutai is carried through several ways: (1) coordination meetings within the internal basic education and coordination meetings with all sections of education office to discuss planning, implementation, control, monitoring and evaluation of program either the running programs or the future programs. (2) coordination meetings with related institutions like BAPPEDA, Dinas Pekerjaan Umum, and DPRD to discuss the program in general and prioritized program in the implementation of nine-year basic education.

• Requirements Completeness (Documents/Facilities)
  To fulfil the requirements completeness (documents or facilities/objects) in nine-year basic education in East Kutai, the most important documents are kept in the archive cabinets of basic education for the last five years and the following six years in the archive room of education office in East Kutai.

• Technological Facilities
  For technological facilities, nine-year basic education in East Kutai is supported with facsimile, email and kerjasama with Kutim TV for education broadcast on particular days for easier access for people about nine-year basic education information in East Kutai.

• Infrastructure and Facilities
  Infrastructure and facilities for nine-year basic education in East Kutai have been completed gradually since 2009 with gradual improvement of infrastructure and facilities either in physical forms or education tools to support learning process.

Minor Proposition 5:
If inhibiting factors cannot be controlled, the implementation of nine-year basic education will not run well.

After discussing several research focuses and making five propositions, a major proposition can be formulated to illustrate the result of research discussion. The major proposition is formulated as follow:

Major Proposition:
If strategic plan, education access expansion, bureaucracy service quality, supporting and inhibiting factors are merely vague opinion, bureaucracy performance will have to struggle in education service in developing qualified education in East Kutai.

CONCLUSION

1. Bureaucracy Performance in Basic Education Service in East Kutai Includes:
   a. Education strategic plan does not conform to mid term and long term development plan of East Kutai Regency; hence it is challenging to realize a development program and education development that is appropriate to the demographic, geographic, geocentric and dominant socioculture conditions.
   b. Attempts to expand the access of capacity for school-aged children are accommodated through building: (a) New school units and (b) new classrooms. Distribution and education access expansion strategy do not involve the roles/participations of community and private sectors, hence it is difficult to achieve qualified education development into a better condition to raise competitiveness.

2. Quality of Bureaucracy Service in Nine-Year Basic Education In East Kutai Includes:
   a. Bureaucracy performance in education service does not fulfil the eight aspects of The New Public Service and Quality Service for Citizens, hence a qualified nine-year basic education service performance is difficult to achieve.
   b. Willingness to help people and serve properly at this dimension is focused on the amount of concern given and the speed of tackling people’s suggestions in nine-year basic education in East Kutai.

3. Supporting and Inhibiting Factors of Bureaucracy Performance in Nine-Year Basic Education in East Kutai Include:
   a. Supporting factors
      1) The extent of mechanism of implementation of basic policy regulation and the practice of nine-year basic education management in East Kutai i.e. based on Regency Regulation number 42, 2010
about the main responsibilities and functions and description of officers' responsibilities in the scope of education office.

2) Mechanism of people’s participation implementation in nine-year basic education in East Kutai are:
   (1) community participation in building new school units outside Sangatta area is done on the land given by the community, while in Sangatta itself, it is done on the land bought in the commercial price; (2) community participation in paying education necessities in Sangatta area is relatively easier, while outside Sangatta, people demand free payment including for students’ uniform.

3) Community environment factors influence the implementation of nine-year basic education in East Kutai.

b. Inhibiting Factors of Bureaucracy Performance in Nine-year Basic Education Service in East Kutai
   1) Human resources are not professional in implementing nine-year basic education in East Kutai.
   2) The mechanism of coordination implementation are carried through meetings among units/institutions in nine-year basic education in East Kutai.

RECOMMENDATION

1. Bureaucracy performance in nine-year basic education service is expected to be able to achieve the fulfilment of people’s rights of nine-year basic education.
2. The quality of bureaucracy service in nine-year basic education should be able to be improved in order to achieve the fulfilment of people’s rights of nine-year basic education.
3. Supporting and inhibiting factors of bureaucracy performance in nine-year basic education are expected to be refined in order to achieve the fulfilment of people’s rights of nine-year basic education.
4. Bureaucracy performance of nine-year basic education in East Kutai, East Borneo should involve all parties in decision making as well as accommodating inputs from academicians, people and other institutions for the completeness of bureaucracy performance of nine-year basic education in East Kutai, East Borneo.

REFERENCES