

Implementation of Basic Infrastructure Education in Demak Coastal Regency

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Abstract. The most important public services given by state according to public administration sphere are education and health services. Education is very strategic aspect and is very influential to human and also the nation's productivity. However, in Indonesia education service implementation is still very complex, with clear disparity in educational service, showing that there has been inequality in educational service handling. Therefore the government implements minimum educational service standard of basic education. This research was aimed at evaluating the fulfillment of the Minimum Service Standard (MSS) for Basic Education in Demak Regency, which in fact a coastal area with various physical and environmental problems. This descriptive qualitative research was done through interview, and analysis on secondary data. It was found that inequality of educational service was proved by the gap of achievements of the basic service requirements in terms of Government responsibility. Therefore the research recommended that the local government should provide greater budget for MSS for Basic Education, and by incorporating the accomplishment of the MSS into its Local Medium-term Development Plan (*RPJMD*), and Strategic Plan for Demak Regency Office of Education, besides arrange cooperation with private sector.

Keywords: Public Service; Basic Education; Minimum Service Standard; School.

1. Introduction

The most important public services given by state according to public administration sphere are education and health services. Education is very strategic aspect since human quality is very much affected by educational background and is very influential to human and also nation's productivity. Nelson Mandela was quoted as saying that "education is the most powerful weapon which you can use to change the world." Biljana quoted that everything is based on education[1]. Without education, at least basic education, it is difficult for people to participate actively in the globalization era and reach opportunities provided by it[2]. Therefore, developing educational sector always become important focus and goals of a nation [3]

Education is important, not only for individuals, but also for the whole process of national development. It even is more important for developing countries such as Indonesia. An educational process is expected to achieve optimal results to fulfill the needs for educated human resources. Once high quality human resources have been achieved, a nation can keep the pace of either national or global development.

In educational system, especially related to schooling, there is a demand for quality assurance and

good educational service, for qualified education is part of public accountability. All educational stakeholders covering parents, working area, society, and the government, each has its own role and interest in the process of creating qualified education. Synergy among these stakeholder components is mandatory in the educational sphere; especially education is one among the most important aspects of human life [4].

Indonesia has set ambitious goals for its social and economic development, for which human capital development is crucial. There are significant progresses on many fronts in the education sector today compared to six decades ago[5].

However, Indonesia still faces difficulties to provide educational services for its entire people. Educational service disparity is still apparently occurring in several regencies/ municipalities. It raises a problem concerning poor education quality at every educational level and unit, in particular that of elementary and secondary ones. Therefore, the government set Compulsory Education for students up to Junior Secondary, which means compulsory basic education for children up to 15 years old. Moreover, the Law No 20/2003 on National Education System article 49 stipulates that other than teacher's salary and official daily activity cost, the government allocates 20% of the National Income and

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Spending Budget (APBN) and Local Income and Spending Budget (APBD) for education.

In order to implement good education, the government set various standards for basic education service. The government amended the Decree of the Minister of National Education No 15/2010 on the Minimum Service Standards for Basic Education in Regencies/Municipalities, with the new Decree of the Minister of Education and Culture No 23/2013 on Amendment for the Decree of the Minister of National Education 15/2010 on the Minimum Service Standards (MSS) for Basic Education in Regencies/Municipalities [6,7]. Standards can also form the base for curriculum, instructional assessments, parenting education, and monitoring and evaluation[8].

With more than 50 million students and 2.6 million teachers in more than 250.000 schools, it constitutes the third biggest education system in Asia and fourth in the world (after China, India and USA). Two ministers are responsible for managing this system, with 84% schools under the Ministry of Education and Culture (MoEC) and 16% under the Ministry of Religious Affairs MoRA [9].

The implementation of the MSS aims to ensure that every school under MoEC and every *madrasah* (school under MoRA) fulfills the minimum standards necessary for providing adequate learning process. The Decree of the Minister of Education and Culture 23/2013 provides explanations about definition, methods for measuring indicators, analysis of cost needed for fulfilling the Minimum Service Standards, and efforts to incorporate the standards into local achievement documents.

According to 2017 data from Indonesian Ministry of Education and Culture [10], more than 70% of primary schools in Indonesia have increased their achievement in MSS of Basic Education in 2014-2017 through Capacity Enhancement for MSS Program. Meanwhile, around 100 municipalities/ regencies have been developing road map for meeting measurable MSS. This is part of the government's decentralization policy which is aimed to realize the people's prosperity through improving services, empowerment, community participation, and enhancement of regional competitiveness.

There have been several researches done on the MSS, such as one done at Central Lampung Regency by Hidayati [11] which showed that the MSS implementation in Primary School has been running based on the regulations and meets the criteria as stated in the Minister of National Education 15/2010, involving all stakeholders. However, there are problems encountered in the forms of less active community participation and communication between parents and the school, although moral and material supports of the school principal is maximum.

Sarbaini [12] found that the highest achievement compared to standard in the Minimum Service Standard for Junior High School in Tanah Laut Regency is the availability of text books, the number of teachers for each subject, as well as the number of classroom, furniture and blackboards. And this is not a single fact in only a regency. There are a number of articles discussing MSS in terms of the number of schools and classrooms,

support facilities, teachers, education staff, including books and teaching media, and others. These are related to the 27 indicators which have to be fulfilled as the responsibilities of the Government (local) and the School. The minimum standard is needed as base line to achieve the Education National Standard stipulated by law.

MSS must be also fulfilled in Demak Regency. Demak is a coastal regency located adjacent to Semarang, the capital of Central Java. It has severe environmental problem in its coastal area [13], causing economic problem to the regency in terms of natural resource development. Therefore, education is more needed to enhance its human resource.

The regency was one of those surveyed by the World Bank in its 2010 program namely Basic Education Capacity Building. The survey, which comprised 50 surveyed samples, revealed that Demak was ranked 13th (60.99%) in education service.

This article provides analysis on the achievement of Demak Regency in achieving the Minimum Service Standard (MSS) in 2015 in terms of Demak Government responsibility.

2. Methodology

This research used interview data with the government personnel (from Demak Regencial Office of Education, Youth, and Sport Affairs; and Regencial Office of Religious Affairs); four school principals and four teachers (half were each from MoE and MoRA schools) who were randomly chosen during MSS socialization meetings for school teachers and school principals in March and October 2015. Secondary data was gained from Demak 2014 Status Quo Assessment/SQA Survey[14], in investigating the gap between the real achievements and the standards as set out in MSS in terms of the Government responsibility.

3. Discussion

A well-structured Medium-term Strategic Plan has been established by the Demak Regencial Office of Education, Youth, and Sport Affairs for 2012-2016 towards a successful educational development in the regency in line with its predetermined goals. The Plan is incorporated within Demak 2011-2016 Local Medium-term Development Plan/RPJMD [15], i.e. "*Towards prosper, advanced, self-sufficient, and competitive society wihin conducive, religious and democratic environment*".

Furthermore, this Medium-term Development Plan also elaborates the vision of Demak Regencial Office of Education, Youth, and Sports Affairs which among others setting high quality education through the missions of among others towards distributed and far-reaching access to education.

The Decree of the Ministry of Education and Culture 23/2013 on Minimum Service Standards (MSS) for Basic Education requires a pivotal performance indicator for basic education service provided by

regencies/municipalities. It also binds size and quality of education service quality offered by Demak Regencial Government, either directly or indirectly at schools and *madrasahs* (Islamic schools). The fulfilment of the needs for basic education is indicated by the following aspects: adequate education facilities and infrastructures; high quality and competent teachers and teaching staff; good curriculum; good educational evaluation system; good educational quality control; and established school/*madrasah* management.

The MSS comprises 27 indicators and 57 sub-indicators dealing with facilities and infrastructures, teachers and teaching staff, curriculum, evaluation, quality control, and school/*madrasah* (Islamic school) management. The government is responsible for meeting 14 indicators.

From the analysis of the result of Status Quo Assessment (SQA) Survey 2014 it is found that Demak Regency had fulfilled 7 standards but not for the other 7 standards in terms of the Government responsibility in fulfilling the MMS. The Government of Demak Regenc had 100% fulfilled seven indicators (1,5,6,7,9,10,12) as shown in Table 1:

Table 1. Government's Fulfilled MSS Indicators

Name of Indicator	Description	Indicator Fulfillment
Indicator 1	the availability of elementary and secondary schools with a distance ranging from 3-6 kilometers from remote rural permanent settlements	100 %
Indicator 5	each elementary school had a teacher/student ratio of 1:32 and four teachers for each educational unit	100 %
Indicator 6	each secondary school had a teacher for each course	100 %
Indicator 7	two teachers held academic qualifications of S1 and D4 and teaching certificate	100 %
Indicator 9	each secondary school had teachers with S1 and D4 academic qualifications and teaching certificates majoring in mathematics, natural science, Indonesian, and citizenship education courses	100 %
Indicator 10	all principals of the elementary school held S1 or D4 academic qualifications and teaching certificates	100 %
Indicator 12	each regency had elementary school monitoring and evaluation officers hold S1 or D4 academic qualifications	100 %

Whereas, indicators that the government of Demak Regency had not been successfully taking its responsibility to fulfill MSS indicators (2,3,4,8,11,14) were as shown in Figure 2 (Government's Unfulfilled MSS Indicators). Interviews with the informants found the causes of the inequalities, among others are:

1. Schools under the Ministry of Religious Affairs (MoRA) or *madrasahs* had not obtained adequate extension and funding from the Regencial Government and Central Government compared to that of under the Ministry of Education and Culture (MoE), and therefore causing inequality that teachers without S1 or D4 qualifications were mostly found at the schools run by MoRA
2. School Principals found many problems for acquiring teaching certificates
3. The monitoring and evaluation officer visits to the schools did not take place regularly and lasted less than three hours per visit because of the vast coverage of monitored area, number of schools, and limited operational fund.

Table 2. Government's Unfulfilled MSS Indicators

Name of Indicator	Description	Indicator Fulfillment
Indicator 2	maximum size of students per classroom for elementary school (32 students per classroom) and maximum size of students per classroom for secondary school (36 students per class room)	53.57%.
Indicator 3	each elementary school provide scientific laboratory with 36-student occupancy and a minimum of a set of models for demonstration and experiment	10%.
Indicator 4	each elementary school and secondary school provided tables and chairs for teachers, principals, and teaching staff	47%.
Indicator 8	each secondary school had teachers with S1 or D4 qualifications (70%) and 35% of them held teaching certificates. For specific areas the percentages were 40% and 20%, respectively	67%.
Indicator 11	each regency had elementary school principals with S1/D4 academic qualifications and teaching certificates	73%.
Indicator 13	each regency developed plan and implemented activities to help the educational units prepare	Not Available

	their curriculum and learning process effectively	
Indicator 14	monitoring and evaluation officer visit to educational unit took place once a month and spent at least three hours for supervision and extension	26%.

Other reason was because Demak is a coastal regency which suffers from coastal degradation because of severe abrasion in some of its villages, a condition which affects the life structure of the coastal area as well as the development and public administration practices in the regency since the coastal maintenance need lots of fund. This was parts of the reason that the regency has limited budget for its development. Furthermore, the limited budget also drives the lower commitment of the regencial government in allocating generous fund for educational sector.

4. Conclusion

The study found that the there are still gap in the fulfillment of Minimum Service Standards (MSS) for Basic Education in Demak Regency, in which 14 out of 27 indicators must be fulfilled by the government. The educational policy implementation of Demak Regencial Office of Education, Youth and Sport Affairs had not cope with the MSS for Basic Education. There were also inequalities in which schools under MoE are better off compared to schools under MoRA management. Lack of government's commitment to allocate enough budget for educational sector as stated in the Law No 20/2003 on National Education System article 49 which stipulates that other than teacher's salary and official daily activity cost, the government must allocates 20% of the National Income and Spending Budget (APBN) and Local Income and Spending Budget (APBD) for education.

It is recommended: (1) Demak Regencial government must prioritize budget for fulfilling the Minimum Service Standards for Basic Education for its elementary and secondary schools; (2) Demak government must establish regulations which enables the satisfactory MSS fulfilment by incorporating the accomplishment of the MSS into its Local Medium-term Development Plan (*RPJMD*), Strategic Plan for Local Apparatus Organization (*Renstra OPD*), in particular that of dealing with the strategic plan for the Demak Regencial Office of Education, Youth and Sport Affairs; (4) Better support from MoRA for the schools under its management in terms of higher budget and better cooperation with the external agencies or private institutions for extra funding.

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