

Management Capacity of Educational Office in The Provision of Basic Education Services (Studi in Banyumas Regency)

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Abstract: This paper aims to analyse the local government management capacity in the implementation of education services in Banyumas Regency. The research is based on the perception of the principal against the management process undertaken by the education service District Banyumas, which is carried out by the survey method, with the respondents of the heads of State Primary Schools in the Banyumas Regency. The results of the study indicate that in general the implementation of basic education management at the education office is already underway, and still needs a lot of improvement. Perspective index value The principal of the Office of Education is only 66.96. Some of the problems that need to be improved include: first, there is still a lack of coordination in the process of preparing programs and activities in the education office, which concerns education services in education units. Second, the management decision-making process tends to be slow in the education office, although in some cases, the decision-making process has involved subordinates and stakeholders. Third, there is still a less of transparency in the budgeting process carried out by the education office, especially for the budget allocated for education units, and the fourth, the procedures for the procurement and maintenance of educational facilities and infrastructure are also still less transparent.

1. Introduction

Education, especially basic education, is one of the sectors that has been explicitly included as a government affair that has been decentralised to the district / city government. It is a concurrent affair, -shared responsibility of government affairs for all level of governments, i.e. the central government, provincial government and Regency/city government (Indonesian Act No. 23-2014). Decentralization of the education sector is intended so that the services of basic education affairs become better

quality, and bring services closer to the community {15,18} Similarly, when decentralization can be applied well in the field of education, it will improve the quality of education services {8,24}.

The management capacity of local government, in the other hand, is very crucial for implementation the duties and functions, especially for giving a good decentralised service to the community (25). It can be defined as a process, and the ability to achieve goals. As a process, management capacity is interpreted as the ability of an organisation to implement, develop, and control every task and programs to achieve its vision and mission and its objectives effectively { 1, 2, 4, 12}.

In the public sphere, management capacity means an activity to process public policy, and the ability to get an act together, to institute structure, the routine, and coordinated efforts of talented people to convert a policy message into a set of real achievement " {6}. Thus, the capacity of local government management can be elucidated as the ability to make maximum use of human and other resources (finance, infrastructure, and technology) by implementing the management principle function to carry out their duties and functions in accordance with the stipulated policies to achieve organisational goals effectively and meet the needs of stakeholders.

The implementation of basic education services by regency has actually been going on for a long time, but the quality of provision basic education service has not changed significantly yet. Education services in local level still faces many problems, ranging from the lack of resources, e.g., human resources (teachers and non-teachers) to operational budget as well as educational infrastructure. The fulfilment of teachers, as the main resource in the teaching and learning process until now has also not been fulfilled. Most of them actually filled with honorary teachers. Likewise with the problem of educational infrastructure, there are still some schools that do not meet the Service minimum standard (SPM), those are the lack of laboratory appliance, lack of library room for supporting learning process, etc.

Another problem related to basic education is a limited funding for school operations. School operational budget is now allocated to Budget aid for school operational named BOS, which are set limited and very rigid so the school. Therefore, sometimes difficult for using school budget when out-listed-affairs need to be funded.

Based on this fact, it is urgent to discuss the capacity of local government management in providing good basic education services.

This paper is aimed at describing the condition of the capacity management of Banyumas regency in providing educational service.

2. Material and Method

This research was conducted in Banyumas regency, especially the Banyumas education office as the party entrusted with the responsibility to carry out the functions of administering basic education services. Quantitative survey was applied. Quantitative data was collected by questionnaire, which based on respondent perception. The head of elementary school as object of the research give assessment for the process of management capacity conducted by the educational office. The number of them were 142 respondent who had chosen through proportional random sampling from total number of 804 of populations. The area of research widespread out of 15 districts in Banyumas regency. The collected data, then analysed by descriptive statistic, applying simple model i.e. mean, median and modus.

3. Result and Discussion

Banyumas regency has about 745 public elementary schools and 40 private elementary schools that employe about 7,355 teachers. These consist of 5,045 males and 2,310 females. From this number also consisted of 5,031 (68.4%) teachers with civil servant status, the remaining 2,327 (31.6%) were honorary status. With the large number of schools being managed, adequate management capacity is needed, so that basic education services and activities can run well

Based on descriptive analysis, the results showed that the management capacity index of the Banyumas Regency Government in the provision of educational services amounted to 66,96. (sufficient category). this category shows that the management capacity of the local government is very urgent for improvement. (the detailed result of the research is presented in table 1) management capacity index of local governments in the provision of education services is 66.96 indexes with sufficient catagories. The results of the complete analysis are presented in table 1 below.

Table 1. Distribution of the Management Capacity index

No	Dimension	Value	Indeks	Category
1	Planning and Program Process	482,72	68.00	Sufficient
2	Decision making process	581	66,8	Sufficient
3	Coordination and Communication	553	77,9	Good
4	Clarity of education infrastructure procurement procedures	416	58,6	Sufficient
5	Monitoring dan evaluation	519	73,2	Good
			66,96	Sufficient

Source: Primary Data Processed: 2016

From the five dimensions studied, it was seen that the highest index score was in the coordination and communication dimensions with the value of 77.9, while the lowest index score was the dimension of the process of procurement of educational facilities and infrastructure with a value of 55.8. In more detail, the discussion of the five dimensions is as follows

Firstly, the dimension of planning as a process that must be done at the beginning of each activity was only get an index score of 68.00, with enough categories. This value indicates that the capacity of the Banyumas District Education Office in the process of preparing the activity plan has not gone well. The results of interviews with respondents related to the activity planning process are known that many of them feel that they are often not directly involved in the activity planning process. This condition causes the range of planning made by the agency, on the aspirations and needs of developing basic education, which are not well-established. There are still many things that must be resolved related to education problems in Banyumas Regency, starting from the condition of infrastructure, learning systems, to the problem of teachers as educational resources

Secondly, coincide with the planning dimension, the decision making process was also in sufficient category, the index was just 66,8. These results indicate that, officials in the education office in Banyumas Regency in the decision making process were still considered to be not fast enough. The chain of bureaucracy is still considered to be the thing that causes the process to delay. The results of interviews with informants at officials at the education office stated that, the speedy decision-making process in

handling a problem with the education office couldn't be separated from the instinctive condition of government bureaucracy that tends to be 'obedient' because of the hierarchy that must be passed. the construction of government bureaucracies that adopt the Weberian model, which implements hierarchical-authoritative organizational structure, with a high level of formalization, is indeed a problem in the speed of the decision-making process. The leader as a strategic apex is very vital, because the position as the person in charge of the entire organization, while other bureaucratic personnel who are in the lower layer are in a limited position for decision making {22}. With such conditions, it often causes the slow decisions made by officials.

Ideally, the decision-making process in democratic organization use participation model, especially if the problems decided are related to public interests, including asking subordinates to participate in the decision-making process. The involvement of subordinates or staff in an open retrieval process is the best approach.

Thirdly, the management capacity in coordination and communication conducted by the Banyumas District Education Office received a 'good' rating with an index value of 77.9. These results illustrate that coordination and communication functions have been carried out well. Coordination and communication in the implementation of work has a strategic function in the management process, especially to equalize perceptions of work. The same understanding of officials and staff about work to be done will facilitate the completion of tasks and work. Good coordination and communication will result in harmonization of work carried out in teamwork, so that work problems can be immediately resolved.

Completion of work in an organization is a job that requires a strong teamwork. Many jobs can only be completed in collaboration with many people. A leader will be very difficult if only rely on one person. Therefore, the function of coordination and communication both between personal and units within the organization has an influence on the quality of work results.

Fourthly, In the management of procurement of goods and services, there are 2 main things that need to be considered, namely the Standard operating procedure (SOP), and the availability of budget which prepared for the realization of procurement of educational facilities. The results of the study show that the index score for this

dimension is assessed as only a category: "sufficient" with an index score of 58.6. For the first, it could be illustrated that the systems and procedures related to the procurement, maintenance of facilities and infrastructure conducted in the educational regency office could be "less transparent". This condition was reinforced by the result of the study and interviews with respondents, which stated that the Education office was still considered to be less informative in providing educational facilities, both in the form of educational equipment, teaching aids and other school facilities. Many respondents felt that they had applied for educational facilities and infrastructure, but information about status from demand was often unclear. Conversely there are some respondents who state that the school does not apply for teaching aids and equipment, but obtains educational goods.

For the second, the limited budget provided by Banyumas local government for supporting operational educational causing the allocation of it to all primary schools could not be equally. Sometimes the respondents feel that they are struggling to ask for a budget for the provision of school supplies. Regularly, all of the level government,-central, province and regency government-, simultaneously provided budget according to their respective proportions. Unfortunately because of the limited budget owned by the Banyumas district government, not all primary schools get an allocation for the use of school facilities and infrastructure. Budget assistance originating from the local government, is more intended for school operational activities, with a size of around 5 to 10 million, depending on the condition of the school.

Based on the results of the analysis it can also be said that, when the financial capacity of the local government is still limited in financing educational activities, it has an impact on the lack of attention to educational facilities and infrastructure at the elementary level. Local governments rely more on financial assistance to repair facilities and infrastructure from the central government and the provincial government. Hadna {7} stated that, For regions that do not have sufficient natural resources sufficient to support financing, ultimately more burden and depend entirely on subsidies from the central government in the form of „General Allocation Funds (DAU).

This condition can also illustrate that the implementation of regional autonomy and decentralization in Indonesia has not yet been accompanied by regional independence,

especially in the financial sector, so that public services which are delegated to the regions tend to be lack of optimal {10}. Likewise seen from the process of hand over of authority and responsibility, the Central Government still seems half-hearted in giving authority to the regions, namely the authority given to the regions is not proportional to the financial resources and other resources submitted to the regions, so the implementation of regional autonomy in particular in the field of education has not run optimally. Most of the potential financial resources are controlled by the Central Government, so that local governments are unable to explore more financial resources. Therefore, when the decentralization process continues as above, it is difficult for regions to be more independent in implementing decentralization. {23}.

Finally, the results of the analysis of the dimensions of monitoring and evaluation carried out by the regional education office on programs and activities in the elementary school were categorized as "good" with an index score of 73.2. These results indicate that the capacity of the education office in carrying out the function of evaluation and monitoring of activities carried out on activities still needs to be improved.

Monitoring and evaluation are important principles in the management process. Monitoring is an activity to monitor the implementation process of a program and activity in an organization, while evaluation is an activity to assess whether a program and activity has reached the desired goal of the organization. The evaluation process is carried out according to certain terms of an activity process. Evaluation and monitoring functions to maintain that planned programs and activities can achieve the targets as planned and when problems occur in the implementation of activities and programs, can be immediately above.

The results above indicate that, there is no synchronization between the function of monitoring and evaluation with follow-up activities. Feedback related to monitoring and evaluation of the implementation of programs and activities is very important to be done to solve the problem. As a result of these conditions, there are several problems that have not been completely resolved by the Regional Government, for example the lack of teachers. Many schools found that most of the teachers were still in honour status, with very low salaries.

Having been analysed as above, can be said that the management capacity for local government organizations is very important for the effectiveness of the implementation of policies and programs, this in line with the Solanke {21} and Pope *et al* {16} stated that "the capacity of an individual organization to deliver programs or services that are funded, and to the required standards, will have strong influence on their subsequent in meeting the outcomes sought by government ". And it is reinforced by Solanke (21) that organizational capacity is very important for the effectiveness of the implementation of policies and programs. it includes a broad range of attributes, including resource sufficiency and stability, professional skill, management competence “ {25}

The capacity of local government organizations can show the level of independence of local government organizations themselves. The higher the capacity of local government management, the higher the level of independence of a region. This is in accordance with the objectives of regional autonomy, namely that the regions become independent (self standing) (10). To carry out the autonomy function, the region must have "the discretion to change in fiscal, functional and organizational activities without restraining from higher levels of government; and the capacity or means to achieve their policy and governance preferences {25}. Independence can be seen from the ability of the area in (1). Meet all the needs needed to manage the household, which means having adequate resources. Like an adequate budget, human resources are capable of carrying out the tasks of autonomy. (2) managing and managing their household affairs in an accountable and accountable manner to all parties (stakeholders from the local government). The extent of this responsibility is because the concept of the institution from the name of the state as a public organization is different from the concept of other institutions, not only from the scope of its activities, but also related to the authority relating to its citizens. Ideally the autonomous region must be able to explore the resources it has, as financial resources that are used to manage the financing of the administration of its regional government {11}.

4. Conclusion

Based on the results of the analysis in general, it can be concluded that the capacity of the Banyumas education office management in administering education services still needs

improvement. This can be seen from a number of things, Firstly, because in the process of drafting program plans and activities in the education office the principals were not directly involved, so many people said that they did not understand the strategic plans made by the education office. The strategic plan made by the education office is deemed unable to reach all that is needed in the education sector in Banyumas Regency. Secondly, the management decision-making process at the education office is still considered slow, although in some cases, the decision-making process has involved subordinates and stake holders. Thirdly, judging from the organizing process, the regional government and the education office have done quite well, the function of coordination and monitoring has also been going well, although feedback on the results of monitoring is still considered slow. Fourthly, the procedure for the procurement and maintenance of educational facilities and infrastructure is still unclear and transparent. There is less clear information about the criteria and categories of conditions so that the facilities and infrastructure of the school can be obtained. The limited budget that is owned by the local government has to be an obstacle in the implementation of quality basic education services.

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