

Regional Autonomy in West Kalimantan: Implementation and Challenges Towards Education Development

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Regional autonomy means transferring of authority and functions from central to regional government and to improve people's welfare as the objectives. Focus research evaluation directed at the implementation of regional autonomy policies has resulted particularly towards education development. The study was conducted with a qualitative approach and using CIPP model evaluation method. The results of the study show: (1) the context of policies, objectives and decentralization in developing the potential of educational institutions in West Kalimantan Province is still constrained by the alignment of understanding of the vision and mission of education development; (2) inputs in the form of resources (human, funds, and facilities) have been sufficient in the development of education in West Kalimantan; (3) the education process carried out in West Kalimantan seeks to address strategic issues that weaken human resource development through education. However, in its implementation, the process carried out is still not paying attention to aspects of educational planning; (4) educational products in the era of regional autonomy have not shown satisfactory results. This can be seen from West Kalimantan Human Development Index (HDI) is 66,26 sufficiently at moderate level in 2017.

Keywords: education, evaluation, policy implementation, regional autonomy

I. INTRODUCTION

The term regional autonomy is defined as the authority of an autonomous region to govern and administer the interests of the local people according to its own initiatives based on the people's aspirations in accordance with the prevailing laws and regulations.

Regional autonomy was regulated in Republic of Indonesia under law no. 22/1999 concerning Regional Governance (Undang-Undang Nomor 22 Tahun 1999) which then revised to Law no. 32/2004 (Undang-Undang Nomor 32 Tahun 2004) and once again in 2014, into Law no. 23/2014 (Undang-Undang Nomor 23 Tahun 2014). Regional autonomy is expected to give these areas greater powers and responsibilities over the use of national assets and to change the financial relationship between central and local governments [1].

Under regional autonomy policies, regional government is granted the authority from the central government to create autonomous areas which defined by the law as Provinces, Districts (Kabupaten) or Municipalities (Kota). In West Kalimantan province, since 2009, there are already 14 autonomous areas created from only one municipality and six districts.

Indonesia over the past two decades has embarked on a process of decentralization as part of a broader process of democratization, which followed earlier periods of centralized governance and authoritarian rule across the archipelago. In the context of educational autonomy, decentralization of education is a must [2]. Decentralization will play a pivotal role in the development of education. At least there are four positive impacts of education decentralization that can be recognized: (1) Quality Improvement, (2) Financial Efficiency, (3) Administration Efficiency, and (4) Improvement in access to education and education equity. In addition decentralization will impact the implementation of education management. Decentralization also widen the opportunity to find competitive strategy to achieve high quality and independent educational output [2].

In line with this, Dede Rosyada suggests that two new paradigms in education today are the autonomization and democratization of education. Autonomy encourages principals and teachers to have a greater responsibility for the quality of learning outcomes. The role of government in this case is to facilitate various educational activities, among others infrastructure, manpower, and learning programs that have been planned by schools. Whereas democratization is increasing the role and participation of the community in education, it is not just in the context of the contribution of donation of education money, but rather in the discussion to identify the various requests of stakeholder and school user about the competence of students to be produced [3]. In this case, the government and society must have concern for quality and success of education.

After years being implemented, several questions arise regarding the realization of educational autonomy purposes. Researches done by among others Okoroma [4] and Paulus [5] have shown that there is a gap in which education policies were not able to be implied well due to several factors. Furthermore, Mwinjuma et al [6] and Dahlan [7] also stated that educational decentralization policies might be easier to plan than done. Putera [8] in his research also showed that regional government is still lacking in *political will* in regards to education.

Therefore, academic research is urgently required in order to evaluate the implementation of regional autonomy policies and the challenges in developing education in West Kalimantan.

Revised Manuscript Received on April 15, 2019.

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II. METHODOLOGY

This study is qualitative, searching and arranging systematically data that obtained from interviews, field notes, and documentation. Moleong [9] stated, qualitative research is interested in how meaning is constructed, how people make sense of their lives and their worlds. The primary goal of a basic qualitative study is to uncover and interpret these meanings. Qualitative research does not focus on numbers and experiments as compared to other research methods. I find that this is the best method for research because it proves that there is a truth in things. It's also used to go deeper into issues of interest and explore nuances related to the problem at hand. [10].

In the context of this research, descriptive method is used to elaborate the evaluation of the implementation of autonomous regional government educational policies in West Kalimantan. Policies evaluation research design is used in which policies are being evaluated based on several criteria recommended by [11]. Evaluation model being used in this research is CIPP model, which involve context, input, process, and product. The CIPP model is an attempt to make evaluation directly relevant to the needs of decision-makers during the phases and activities of a programme.

Stufflebeam's context, input, process, and product (CIPP) evaluation model is recommended as a framework to systematically guide the conception, design, implementation, and assessment of service-learning projects, and provide feedback and judgment of the project's effectiveness for continuous improvement.[12]

III. RESEARCH RESULT

A. Profile of West Kalimantan Province

The Province of West Kalimantan is located in the western part of Kalimantan Island, which is a lowland with hundreds of rivers. There are 14 autonomous regions and twelve districts. The population in 2017 is 5,381,428 and 51.44 percent or 2,768,013 people were male and 48.56 percent or 2,613,415 people were female. With a total area of 147,307 km², the population density of West Kalimantan in is 37 people per square meter. [13]

Table 1. Number of Population in West Kalimantan by Region

Region	2015	2016	2017
Kalimantan Barat	4789574	4861738	4932499
Sambas	523115	526367	529684
Bengkayang	238611	242788	247084
Landak	357608	362734	367790
Mempawah	251775	255132	258216
Sanggau	444596	451211	457701
Ketapang	475985	485118	495087
Sintang	396392	402212	407901
Kapuas Hulu	245998	250400	254712
Sekadau	193391	195611	197683
Melawi	195999	199119	202306
Kayong Utara	105477	107268	109101
Kubu Raya	545409	554811	562917
Kota Pontianak	607618	617459	627021
Kota Singkawang	207601	211508	215296

Source : West Kalimantan Statistics Bureau

Pontianak, as the capital city was the region with the largest population, 6,108 people per square kilometer. Whereas Kapuas Hulu Regency is the smallest population density, only 8 people per square meter.

In 2017 percentage of people in age 15-64 is 70,30 or equal with 3,783,249 people are in the productive age. The high population of productive age provides benefits to increase people's productivity. Meanwhile for the age 0-14 years in 2017 that is equal to 24.99 percent or as many as 1,344,662 people, whereas for the elderly population (group 65 years and above) is 4.71 percent or as many as 253,517 people. [14]

B. Profile of Education

Children's school readiness can be improved through early childhood development programmes.

Table 2.School Enrollment Ratio by Region

Kab/Kota	2016			2017		
	Elementary School	Junior High School	Senior High School	Elementary School	Junior High School	Senior High School
Kalimantan Barat	98.89	94.36	73.69	97.99	95.25	70.22
Sambas	96.81	90.53	66.09	97.59	90.47	67.13
Bengkayang	97.82	93.12	71.35	98.34	92.75	71
Landak	99.07	94.35	70.75	98.6	91.18	64.16
Mempawah	97.95	88.39	63.17	98.44	89.83	59.46
Sanggau	96.18	91.75	67.29	96.85	93.12	63.85
Ketapang	98.92	91.18	60.13	97.99	89.92	53.67
Sintang	99.36	88.08	70.37	100	87.93	64.15
Kapuas Hulu	98.7	90.18	60.28	99.26	89.92	70
Sekadau	96.51	83.02	54.22	97.26	86.73	58.49
Melawi	98.7	93.86	73.69	98.1	94.23	71
Kayong Utara	99.25	97.27	62.45	99.73	95.68	69.55
Kubu Raya	99.25	94.58	70.53	99.02	96.4	80.44
Kota Pontianak	99.06	87.6	75.93	98.72	93.45	68.16
Kota Singkawang	98.35	92.12	67.16	98.41	92.51	67.53

Source : West Kalimantan Statistics Buerau

From the table above, in the 2016 the Gross Enrollment Rate of Elementary was 98,89 %, Secondary 94,36% and Senior Secondary was 73,69%. Means children participation rate in organised learning in Elementary School was high and going down for learning in Senior High School. In 2017 the participation of children in Senior High School for all regions was decreased.

The average of Years of Schooling for boys in West Kalimantan Province was 7,59 years and the average of Years of Schooling for girls was 6,49 years. We can say that pretension to school for boys is greater than for girls. Participation Rate in organised learning in School in 2017 reached 7.05 years, means that it has only reached in grade 1 at Junior High School.

Data from Ministry of Education stated in Education Map Of West Kalimantan Province, in 2017 the number of elementary schools was 4,381 with 28,351 classrooms and the highest number of students from all education units, namely 594,245. The ratio of elementary school classroom to the number of students is at 1:19 with the condition of the classrooms being good at only 19%, and the rest the condition of the classroom is moderate damage 67% and severely damaged 14%. To accommodate elementary school graduates, there are available 1,299 junior high schools (SMP) with 8,395 classrooms. The condition of the classroom is 20% good, 69% is moderately damaged and 11% is severely damaged. The number of High Schools (SMA) are 418 with 122,321 students and 200 Vocational Schools (SMK) with 64,815 students. Condition of the SMA's and SMK's classroom are relatively better, 39% are in good condition, 58% are moderately damaged and the remaining 3% are severely damaged.

The low economic level of the community and the uneven quality and distribution of teachers in each region are also said to be the cause of the low quality of

education in West Kalimantan. In 2017 the Government of West Kalimantan Province budgeted 12.9% of the Regional Government Budget (APBD) or around Rp. 1,442,8 billion for the education function, it was a fairly high when compared to the previous years.

In terms of quantity, the number of teachers is 68,233 with Bachelor Degree background is 84.5%. But unfortunately the highest Teacher Competency Test (UKG) results are in the position of 60.57 for Senior Secondary Teachers and other level of education teachers are 50-55.72. [15].

C. Context of Implementation of Regional Autonomy Policy in Educational Development

1). The policy of fulfilling the right to secondary education services is directed at:

- a. Widen access to secondary education, vocational and special need , which are carried out through free tuitions and BOS (student operational loan) programs.
- b. Widen access to special treatment education, especially for children aged 16-18 years in the rural area.
- c. Providing special need education and special services for secondary education
- d. Increase the access to education and skills training services
- e. Providing facilities and infrastructure for vocational education
- f. Recruitment programme for teachers and education staff

2). Policies to improve the quality and relevance of secondary education services, vocational and special need services, are directed to:

- a. Programmed supervision and quality assurance



- b. Increasing the competence of teachers and secondary education staff
 - c. Increasing professionalism, quality and accountability of secondary education teachers, vocational and education staff;
 - d. Improve and develop learning facilities and infrastructure
 - e. Schools based on local excellence
 - f. Prime Vocational School in each district
 - g. Develop the research of information technology and educational communication
 - h. Manage and maintain the of WEB and applications that are already available.
- 3). Policies for improving secondary education management and services;
 - a. Increased resources of professional staff
 - b. Quality education services
 - 4). Early Childhood Education Support, Elementary, Higher Education and Non Formal Education
 - 5). Library management policies [16].

D. Input of Implementation of Regional Autonomy Policy in Education Development

Input in this study shows a number of crucial things that are important to be addressed. [17] The human resources for example, has been implemented since regional autonomy. The management of human resources both in the province and districts has become the authority of the regions. In practice, regional leaders with his power make a disproportionately staff placement.

The input of regional autonomy policies in the development of education in West Kalimantan can be seen from the aspect of the availability of human resources, the budget, educational facilities and infrastructure and the education curriculum. All of them are tied and make a form on education programs as it described in the Strategic Plan.

Secretary of Commission V of West Kalimantan Province Parliament, Johannes Dopong, expressed his opinion,

"Optimizing the quality of human resources for implementing education policy in the Education Office, seems to be professional and proportional. The performance must be more maximal in order to produce better quality education and evenly spread out throughout West Kalimantan"

Martono, Dean of Teachers Faculty Tanjungpura University Pontianak, "The fact is teachers are still minim and not consistent with their background and fields. Even they stay in downtown rather than in rural area".

In terms of budget, it is available in the operational funds from the Indonesia Budget (APBN) and Regional Government Budget (APBD), the priority is the 9-year compulsory education program, secondary education, and education service management programs. Whereas budget for teachers quality improvement does not get a large allocation of funds.

In addition, the availability of facilities and infrastructure are also an inseparable part of the input of

the policy of regional autonomy in education in West Kalimantan.

The construction of a new school building in West Kalimantan Province is carried out through comprehensive education mapping so that it is adjusted to the priority of the region and the population. Thus, the affordability of education and the expansion of access in all areas of West Kalimantan is getting better.

E. The Process of Implementing Regional Autonomy Policy in Educational Development

The process is important because the implementation of the regional autonomy policy in the education sector is clearly illustrated. As explained by Mustarudin the following, "All the elaboration of the implementation of the regional autonomy policy related to planning has been well described in the Regional Strategic Plan (RPJMD). It remains, how the agency, Dinas Pendidikan Provinsi, executes all the plans that have been set. [18]

The same thing was also stated by Markus Amid, Chair of Commission V of the Province Parliament, 'The planning and implementation strategy has gone well. It is our task to observe the ongoing processes so that the targets set can be achieved'.

However according to Adli, teacher, the role played by the provincial education office is still not optimal. He said,

"The first impression is slow performance. For example, related to the teachers data management it should be done in short time and it should be also manage in the region, without wasting time for going to the city".

F. Products Results of Implementation of Regional Autonomy Policy in Educational Development

Table 2 Human Development Index by Region

Region	2013	2014	2015	2016	2017
Kalimantan Barat	64.3	64.89	65.59	65.88	66.26
Sambas	62.47	63.28	64.14	64.94	65.92
Bengkayang	63.99	64.4	64.65	65.45	65.99
Landak	62.72	63.59	64.12	64.58	64.93
Mempawah	62.09	62.78	63.37	63.84	64
Sanggau	61.72	62.06	63.05	63.9	64.61
Ketapang	62.85	63.27	64.03	64.74	65.71
Sintang	62.64	63.19	64.18	64.78	65.16
Kapuas Hulu	62.63	62.9	63.73	63.83	64.18
Sekadai	61.02	61.98	62.34	62.52	63.04
Melawi	62.27	62.89	63.78	64.25	64.43
Kayong Utara	57.92	58.52	60.09	60.87	61.52
Kubu Raya	63.94	64.52	65.02	65.54	66.31
Kota Pontianak	75.98	76.63	77.52	77.63	77.93
Kota Singkawang	69.13	69.84	70.03	70.1	70.25

Source : Statistics Bureau, 2018 [22]



The Human Development Index (HDI) is a tool developed by the United Nations to measure and rank countries' levels of social and economic development.[18] In the 2013-2016 period, West Kalimantan HDI grew 1,58 percent from 64.3 in 2013 to 65.88 in 2016. One year later moving up reached 66,26 (was ranked 30th out of 34 provinces). HDI achievement in West Kalimantan nationally indicate that the process of development in West Kalimantan is slow compared to other provinces (accelerated development slowed down) [19].

IV. CONCLUSION

Based on the results of the study and discussion that have been presented in previous chapters, conclusions can be drawn as follows:

1. The context of policies, objectives, and regional autonomy in the development of education in West Kalimantan Province is still constrained by the alignment of understanding of the vision and mission of education development. This makes the relationship built between the Culture and Education Office as a leader in the autonomy of education with schools to be less harmonious.
2. Inputs in the form of resources (human, funds, and facilities) are sufficient in the development of education in West Kalimantan. The availability of human resources in the form of teachers and education personnel is sufficient to carry out the education process. In terms of quality and reliability of educators, it still needs to be improved. Likewise with the budget provided, even though it is sufficient, the implementation is still not on target.
3. The education process carried out in West Kalimantan seeks to address strategic issues that build human resources through education. However, in its implementation, the process still lacks attention to the aspects of education planning, so that it can potentially interfere with the process of the following stages.
4. Educational products in the era of regional autonomy have not shown satisfactory results. This can be seen from the West Kalimantan Human Development Index (HDI) which is in the position of 30 out of 34 provinces in Indonesia.

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