

Evaluation of Free - Payment School Implementation at Senior High School / Islamic Senior High School and Vocational School in the Regency of Ogan Komering Ilir

Taslim¹, Bedjo Sujanto², Hamidah³

¹Doctoral Program, Human Resource Management, Jakarta State University, Indonesia

²Lecturer, Jakarta State of University, Indonesia

³Lecturer, Jakarta State of University, Indonesia

Abstract

This research is concerned on the evaluation of how the policy of free payment school at senior high school / islamic senior school and vocational school in the regency of ogan komering ilir are implemented through CIPP model which was develop by Stufflebeam's. The aim of the research is to dig comprehensively the implementation of the above policy.

The findings of the evaluation obtained: (1) context, program is covering all the main needs, regulations, goals, are fulfill so that the program possibly to be implemented, (2) the input, human resources, budget, strategy, the structure of the organization, infrastructures, and procedure are available, (3) the process, communication, attitude of the program implementers, and bureaucracy are well built, (4) the product of the program are helping to ease the parent's from the school cost and to improve the quality, welfare, and the school performance.

Keywords: Evaluation of policy implementation, free-payment schooling, CIPP evaluation model.

Introduction

Strategic issues of human resources management is expanding on dimensions. The understanding on the role of human resource management done through these multidimensional approaches, that is: politic, economic, law, socio-cultural, administrative, and technological approach (Sondang P. Siagian, 2015). Based on that relational concept, the implementation of free - payment school policy is related to the concept of human resource management, in accordance to the political approach, greater attention on the human resource means correlating with its raison d'etre of the country and nation. In management context, educational costs should be manageable through the managerial functions; planning, actuating, organizing, controlling, and reporting (Usman, 2016). Educational activity, itself is working on the administrative proses and financing, and the productive function of educational is to measure input, proses, and output (Winarsih, 2014). Nowadays, there are many related problems on education costs incurred, so the free - payment school policy assessed to be the strategic efforts in solving the problem.

The free - payment schooling policy is come by the determination of Sumatera Selatan Provincial Regulation (Perda) No. 3 of 2009 on the implementation of free - payment schooling around that region. It is on purpose to ease the parent's responsibility in financing their children school payment. This policy is a concrete effort which is maximally to be implemented as mandated by tthe 1945 Constitution of the Republic of Indonesian and Law No. 20 of 2003 regarding The National Education System, as stated in article 31 that: "Every citizen is entitled to have education; 2) Every citizen is accommodated to get basic education and the government should accommodating and financing it. "Policies are decisions made by the public as a strategy to realize the objectives of the Public (Tilaar & Nugroho, 2008). The goal is what they have desired and it has solved the problems which arise in the society (Enceng & Madya, 2014). As it is a descriptive process which has shown how the policy is develops and as it is a prescriptive output which has shown a quality and its impact (Islamy, 2014). "A set of actions by the government that includes, but is not limited to, making laws and is defined in terms of a common goal or purpose (Clarke E. Cochran, Mayer, &

Carr, 2009). As an interchangeable political communication in terms of goals, program, decision, regulations, requirements, proposal, and the grand design of the government (Wahab, 2016). As a set of action device or planning which is contain of political aim in order to support an action or not to do such (Parson, 2011). As an authorities allocation of the society values in general (Bernardus Luankali, 2007). As an action / practice / the government activities which direct to all society as a public interest (Supriyatno, 2010). Therefore, the policy implicitly assume as a decision or government direct action through its authority to set the civics behavior achieving the goal.

Moreover, in case of making a purposeful policy for society, it should be implemented. The implementation of policy according to Webster dictionary is “to implement” means “to provide means for carrying out; to give practical effect to” (Wahab, 2016). As a process to deliver policy output to a target group (Purwanto & Sulistyastuti, 2012). Comprehensively, it is about the real phenomenon comes after the program has been implemented (Supriyatno, 2010). Based on the above definition, so here we find another understanding about the policy implementation is a process of how a policy implemented based on the exist regulations aimed to solve the problem or achieving the policy objectives.

Free – Payment School is one of the policies which come from the idea to set free an educational from a cost. It is said that one of the barrier to possible children going to school is a school cost, so the main problem is money, hence setting children free from the total cost of education expected to raise the children motivation come to school (Dananjaya, 2005). A school caste seems to be a sacrifice thing done for an educational process (Winarsih, 2014). The total expenditures which embed with the educational process (Ruswati & Munadi, 2013). Consist of nonperson operational cost and everything needed to financing educational process at school (Widodo, et al, 2012) It is a main input for the whole process of education ; total cost and unit cost (Fadilah, Agung, & Yudana, 2015). A *parental contributions toward education and the resulting increase in the education attainment of children*” (Morris, 2015).

The free – school payment means that students are able to have a school without paying anything because it comes as a government responsibility (Safaat, 2008). As a government stated that their citizens should meet their basic needs for education (Mujahidun, 2016). It means that parents are free from paying anything related to school cost (Winarsih, 2014). This policy gives an advantage and profit for both users and third party (Gamlath, 2013). As an effort to improve the quality of human resource and giving service to the citizens (Motohada, Mahyuni, & Rahmatullah, 2014). It is become clear, this policy applied to set the parents free from paying the educational cost, so it won't be any reason for them not sending the children to school because of the cost.

Since the free – school payment policy applied at Senior High School / Islamic Senior High School and Vocational School Ogan Komering Ilir, in fact there is cost still to be paid, late payment, budgeting, poor infrastructure, less communication, poor attitude, and poor bureaucracy related to the program.

So it has not been meeting the goal yet. As aimed that the policy applied to solve the problem. This paper comes to dig how far the important components related to context, input, process, and product mainly on the: (1) program needs priority, regulation, goal and aim, (2) human resources availability, budgeting, strategy, structure, operational procedure, and program instruments, (3) communication process, disposition, and other bureaucracies embed to the program, and (4) the program achievement to reach the goal and so as important as its impact.

Methodology

The study was qualitative in design to overview the real phenomenon of the field being investigated through resources and documentation related to the subject and object of the research (emic) of free – payment school in The Senior High School / Islamic Senior High School and Vocational School at Ogan Komering Ilir Region.

This study applied evaluation program method through CIPP (Context, Input, Process, and Product) model. The evidences collected through observation, interview, questionnaire, and documentation. Selected participant considered to those who have capability with the program, there is PSG Management Team from Educational Division, Headmaster, PSG Educational Team from each school, and School Committee. While the respondents come from several units, there is teacher, school employee, school committee, and parents selected randomly.

The instruments applied are: (1) observation guidelines; (2) interview guidelines; and (4) questionnaire. The data gaining from observations and interviews about the free – school payment policy were processing and presented descriptively, then analyzed through standard procedure: (1) data reduction; (2) data display; and (3) conclusion.

Finding and Discussion

The Contextual Evaluation of Basic Program Needs

The context has been evaluate across the program needs platform consist several aspects to be done, there are: (1) the program basic need; (2) regulation; (3) goal; and (4) the aim of the program, here explained on the table 1:

Table 1: Evaluation of Contextual Output on the Basic Program Needs

	Evaluation Point of View	Real Condition	Actualization		Details
			Available	Unavailable	
1	Basic Needs Priority	The basic needs already fulfilled. a. The program still as a priority b. It is running to the ninth year of implementation c. A justice and equity for every citizen to have an education is a priority.	√		RPJMD of South Sumatera 2009-2014.
2	Regulation	A set of legal instruments already exist as a basic fundamental on the program implementation. a. Local Regulation of South Sumatera No. 17 of 2014 concerning second changes on Local Regulation No. 3 of 2009 concerning on The implementation of free – school payment in South Sumatera b. South Sumatera Governor regulation No. 31 of 2015 concerning changes on Governor regulation No. 22 of 2014 concerning on The guidelines of free – school payment implementation in South Sumatera	√		The legal instrument firmly exists. However, the other guidelines are very simple and general without any clear direction to ease the implementation.
3	Goal	The goal is every student of level SD(Elementary School) / SDLB (Elementary School for Disable Student) / MI (Islamic Elementary School), SMP (Junior High School) / SMPLB	√		Schools are the object of the program. Every school has to implement the policy (Free-Payment

	Evaluation Point of View	Real Condition	Actualization		Details
			Available	Unavailable	
		(Junior High School for Disable Student) / MTs (Islamic Junior High School), SMA (Senior High School) / SMALB (Senior High School for Disable Student) / MA (Islamic Senior High School) / SMK (Vocational School) both public and private school, except Kelompok Belajar (Kejar) Paket (National School Equivalency) and Diniyah (Islamic Study Course).			School)
4	Aim of Program	The comprehensive Program is to ease parents responsibility of educational cost.	√		There is a still expense which has to be paid by parents.

Research finding shown that the program is the regional priority. It has regulation, aim and goal. Based on the policy evaluation, all indicators have met their requirement. The word “to ease parent’s responsibility from school cost” means everything is all free payment. However, there is still expenses to be paid by parents. The school operational cost is free but it is not for non operational cost.

Based on the interview session stated: Actually, there is no free – payment school. There is only substitution responsibility, from parents to government. For it is in provincial or regional. There won’t be teaching learning process without school operational fund.

Evaluation of Input on Program Planning Support and Needs

Table 2: Findings of Input Evaluation on the Program Planning Support and Needs

No	Evaluation Point of View	Real Condition	Actualization		Details
			Available	Unavailable	
1	Human Resource	A sufficient and qualified Human Resource. a. 8 (eight) persons of provincial PSG Management Team. b. 8 (eight) persons of district area Management Team. c. 4 (four) persons of School Management Team.	√		
2	Budget	A sufficient and transparent budgnet for have been eight years. Whereas on the ninth year, at 2017 is unclear explanation because of deficit cash.	√		
3	Strategy	There is government support, stakeholder, and civic toward the program. . a. The existence of school	√		

No	Evaluation Point of View	Real Condition	Actualization		Details
			Available	Unavailable	
		committee during the RAKS discussion. b. The existence of civic toward the program supervision.			
4	Organizational Structure	There is support from structural implementer in any level (Provincial, District and School).	√		
5	Standard Operational Procedure (SOP)	There is SOP at School. However it is still uncomplete. There is no SOP at provincial and district level.	√		
6	Infrastructure	Unavailable infrastructure. Lending from Government Education and School Office.		√	

The result on the human resource evaluation stated that there is sufficient of human resource. Evaluation on the budgeting, the program is supporting by a sufficient budget. Even it is refers to the Educational Minister Regulation Number 69 year 2009 considering on Educational Standard Cost. The cost exceeded its estimation. On the strategical issue, school already engage with the stakeholder. They are together develop the school planning and activities. There is an existing organizational structure. So do the Standard Operational Procedure (SOP). It means some indicators input already met each other. However, the infrastructure is not available yet. There is no attached on the program. Beside, it is depending on the school infrastructure. Ideally, the program should provide its own infrastructure so that it eases the implementation process.

Evaluation of Process on the Program Implementation

Table 3: Findings of Process Evaluation on the Program Implementation

No	Evaluation Point of View	Real Condition	Actualization			Details
			L	M	H	
1	Communication	There is good communication between program developer and implementer. It is on: the program socialization and workshop (for the implementer)		√		
2	Disposition	The implementer tendention toward the program is responsive.	√			Fewer things caused by the minimal infrastructure so that there is an impact on the implementer motivation.
3	Bureaucracy	The authority and responsibility are going well based on the procedure. It seen from the structural position. Everything goes in accordance to the mechanism and procedure.		√		There is still less function on the other position caused by the big authority still on the PSG financial

No	Evaluation Point of View	Real Condition	Actualization			Details
			L	M	H	
						manager

Details: L = Low, M = Medium, and H = High.

Evaluation on the aspect of communication found that there is a process of communication during the program implementation. It is considered around management team at school, district and province. Communication built in various ways, such as workshop, socialization event, financial manager training (especially for PSG Finance Staff) and management staff held by provincial management team. The event of socialization held in the beginning of the year. It is minimally once in a year, while workshop held in the middle of the year. In relation on the implementer attitude toward the program, it seems that PSG Management Team tends to support the program. They thought that this policy is very important and need to implement as should as it be, and the output is depending on their support. On the bureaucratic structure, there is running well authority and responsibility. It is on their line accordance with the existing provisions. All the structural staff work regarding to the mechanism and standard operational procedure established.

Output and Impact Evaluation

Program Achievement

Program Achievement as Shown below:

Table 4: Evaluation on the Program Achievement

No	Question	Answer		
		Yes	No	No Comment
1	Improving teachers' and staffs' quality	74,4%	24,4%	1,3%
2	Expanding the qualification of education/ teachers' and staffs' skills	66,9%	27,5%	5,6%
3	Improving students' achievement	70,6%	22,5%	6,9%
4	Increasing teachers' and staffs' welfare	56,3%	39,4%	4,4%
5	Improving the school administration service	78,8%	14,4%	6,9%
6	Improving teachers' and staffs' motivation on doing job	71,3%	20,0%	8,8%
7	Increasing teachers' and staffs' support toward school	76,3%	15,0%	8,8%
8	Improving teaching learning quality	76,3%	18,1%	5,6%
9	The availability of the school infrastructure	60,0%	31,9%	8,1%
10	The availability of teaching aids	60,6%	31,3%	8,1%
11	The availability of office equipments	63,1%	27,5%	9,4%
12	The classrooms are always standby	71,3%	22,5%	6,3%
13	The availability of students textbook	52,5%	38,8%	8,8%
14	Improving students' motivation toward teaching learning activity and extracurricular program	80,6%	17,5%	1,9%
15	Improving school's performance	80,6%	15,6%	3,8%

This policy's aim to ease the parent's responsibility paying the school cost. As shown on table 4 above, the evaluation resulted there were achievement on goals and improvements on: (1) The improvement of teachers' and staffs' quality, (2) The expand of educational qualification/ teachers' and staffs' skills, (3) The improvement of student's achievement, (4) The increase of teachers' and staffs' welfare, (5) The improvement of school administration services, (6) The improvement teachers and staffs on doing job, (7) The motivation on the teachers' and staffs' support toward school, (8) The improvement of teaching learning quality, (9) The availability of the school infrastructure, (10) The availability of the teaching aids, (11) The availability of the office equipments, (12) The eligible classroom, (13) The availability of students' textbook, (14) The improvement of students' motivation toward teaching learning activity and extracurricular program, and (15) The improvement of school performance.

Impact of the Program

Table 5: Evaluation Result on the Program Impact

	Questions	Answers		
		Yes	No	No Comment
1	There is no dropped out children especially at middle level education	81,8%	17,3%	0,9%
2	All children can attend the favorite school without paying any cost	73,6%	21,8%	4,5%
3	School never take a school cost on students	65,5%	29,1%	5,5%
4	Cost ling helpful because of the free educational cost	95,5%	0,9%	8,6%
5	Can do the financial arrangement for the family needs without Thinking how to pay their children school cost	70,9%	27,3%	1,8%
6	Cost ling satisfied on the government services through educational side	81,8%	10,9%	7,3%
7	Less of parent's responsibility on their children school cost. Since it moves hand to the government's	64,5%	33,6%	1,8%
8	The school expanding become less because of the limitation fund (only by the government financial)	47,3%	43,6%	9,1%
9	The children educational performance much better	79,1%	10,0%	10,9%
10	The educational performance nowadays is better	87,3%	8,2%	4,5%

The table above shown, there is impact from the program implementation. Both negatively and positively on the civic as the program object. Furthermore, there is impact directly to the target groups of the beneficiaries. While the positive impact of the program directly perceived by the civic as the result of the policy. The result touch positively to the civics, such as; there is no children on the junior high school level are dropped out from school, children get their favorite school without paying much cost on it, there is no cost taken from school, cost ling helpful because of the free educational cost, do the financial arrangement for the family needs without thinking how to pay their children school cost, cost ling satisfied on the government services through educational, children educational performance much better, the educational performance nowadays is better. Negatively, the program raised parents less responsibility on their children educational cost, and the school expanding become less because of the limitation fund (only by the government financial).

Conclusion

Based on the evaluation through this research, conclude that:

1. The program is one of the province goals priorities, so that it becomes as an important needs. It has own regulation. It is fundamentally in the south Sumatera governor regulation. It has a legal based on the implementation. While the objects of the program were available. Those are Senior High School / Islamic Senior High School and Vocational School Students both Public and Private School. The acceptances are students of National Equivalency Program and Islamic Study Course. The aims are stated. It is to ease parents from their responsibility to pay their children school cost.
2. The human resources are available; even it is handling by the school staff and the educational provincial staff. A well budgeting, a good coordination between teachers, staff and school committee on the planning, implementation, and reporting. The others as civic goes on the controlling process. Structural Organization and Standard Operational Procedure are available. Even the infrastructure of the program is handled by the school. The program is not yet available on the infrastructure.
3. The communication processes are built between the implementer and the policy developer. There is well support from the implementer. The program is running through a simple bureaucracy implementation.
4. The aim of the program to ease the parents responsibility on paying the school cost are done. Based on the research teachers, the program has aroused: the teachers and staffs performance, teachers and staffs academic qualification, students achievement, teachers and staffs welfare, quality of school administrative services, teachers and staffs motivation, school support, teaching learning quality, infrastructures, teaching aids, office equipments, proper classroom, text books, students motivation, and school performance. The program positively impact a condition such as: decreasing total amount of dropped out students, giving students an opportunity to get their favorite school, there is no school cost, parents do their finance without thinking how to pay their children school cost, there is a good will on the government services on education, students achievement much better and school performance met it goals. In case the negative impact of the program are parents become less of responsibility on their children education. It is related to their support on making school better; they assumed that school could develop performance without their support.

Recommendations

Educational Provincial Office of South Sumatera

It is important for educational provincial office of south sumatera to socialize the program in order giving a comprehensive explanation. The term of FREE should explain in detail to avoid misperception. Beside, the program has to meet its efficiency and effectiveness. The object of the program should be directed to whom disabled in finance (students). The financial allocation should in relation with the school needs not as the students exist.

The availability of infrastructure should be fulfilled, in case of supporting the program implementation process. Private school infrastructure as important as public schools. Developing the regulation on the students' admission quota based on the public school availability. The equality of students' admission between public and private school, so it is making chance for the private still exist. The staff should be more loyal and commit to the program implementation, especially on the PSG management staff commitment and performance. There should be a well coordination between PSG team management and the financial division so that there is no problem arises related to the late budgeting. In case of program controlling, management PSG team should keep on monitoring and evaluating the program at the school level. It is beneficially to the program implementation performance.

Senior High School / Islamic Senior High School, and Vocational School at Kabupaten Ogan Komering Ilir

School should be strictly regulated for not taking any cost related to the school operational cost. It is originally the aim of the program to ease parent's responsibility to pay the school cost. To minimize inadequacy budget, it is important to apply a well management through seeking the budgeting for the non-operational cost. It comes from government or others, such as partnership. Furthermore, related to the school management, it is important to increase the motivation on this policy implementation. Gathering coordination to all level implementer, not only headmaster and the financial officer such as ask every person

related to this program to have a seat on the program discussion at the early school year. This activity is also possible to the process of planning school budget based on the transparency and accountability.

References

- [1] Bernadus Luankali, *Analisis Kebijakan Publik dalam Proses Pengambilan Keputusan*, Amelia Press, Bandung, 2007.
- [2] Clarke E. Cochran, L. C. Mayer, & T. R. Carr, *American Public Policy: An Introduction*, Wadsworth Cengage Learning, Canada, 2009
- [3] Dananjaya, *Sekolah Gratis*, Pramadana, Jakarta, 2005.
- [4] Enceng, & F. Madya, "Evaluasi perumusan, implementasi, dan lingkungan kebijakan," *Journal of Kebijakan Publik*, 5(1), pp. 1–8, 2014.
- [5] N. Fadilah, A. A. G. Agung, & I. M. Yudana, "Analisis Biaya Pendidikan Dan Hubungannya Dengan Mutu Pendidikan Pada SMPNegeri 2 Sukadasa Tahun Pelajaran 2013/2014," *Journal of Program Pascasarjana Universitas Pendidikan Ganesha Program Studi Administrasi Pendidikan*, 6(1), pp. 1–11, 2015.
- [6] S. Gamlath, "Freeing" free education in Sri Lanka," *Asian Education and Development Studies*, 2(1), pp. 34–52, 2013.
- [7] M. Islamy, *Prinsip-prinsip Perumusan Kebijaksanaan Negara*, Bumi Aksara, Jakarta, 2014.
- [8] M. D. S. Morris, "Education savings accounts, parent contributions, and education attainment," *Journal of Maximum Simulated Likelihood Methods and Applications*, 26, pp. 165–198, 2015.
- [9] D. Motohada, Mahyuni, & M. Rahmatullah, "Kajian Implementasi Kebijakan Sekolah Gratis pada Pendidikan Dasar di Kabupaten Tanah Bumbu," *BAPPEDA Kabupaten Tanah Bumbu; Prodi Pendidikan Ekonomi FKIP UNLAM*, 1–10, Nov. 03, 2014. [Online]. Available: <http://www.balitbangda.kalselprov.go.id/>. [Accessed: Dec. 13, 2017].
- [10] Mujahidun, "Pemerataan Pendidikan Anak Bangsa: Pendidikan Gratis Versus Kapitalisme," *Journal of TARBIYATUNA*, 7 (1), pp. 38–52, 2016.
- [11] W. Parson, *Public Policy: Pengantar Teori dan Praktik Analisis Kebijakan*, (Tri Wibowo Budi Santoso, Ed.), Pustaka Pelajar, Jakarta, 2011.
- [12] E. A. Purwanto & Sulistyastuti D. Ratih, *Implementasi Kebijakan Publik*, Gawa Media, Yogyakarta, 2012.
- [13] L. Ruswati & S. Munadi, "Evaluasi Dampak Kebijakan Pendidikan Gratis 12 Tahun di Kabupaten Sumbawa Barat," *Journal of Evaluasi Pendidikan*, 1(1), pp. 13–24, 2013.
- [14] G. Safaat, "Evaluasi Implementasi Kebijakan Pendidikan Gratis untuk Sekolah Dasar dan Madrasah Ibtidiah di Kabupaten Pandeglang," *Journal of Ilmiah Niagara*, 1(1), pp. 23–28, 2008.
- [15] Sondang P. Siagian, *Manajemen Sumber Daya Manusia*, Bumi Aksara, Bandung, 2015.
- [16] Supriyatno, *Analisis Implementasi Kebijakan Sekolah Gratis*, Universitas Indonesia, Jakarta, 2010.
- [17] H. A. Tilaar & R. Nugroho, *Kebijakan Pendidikan*, Pustaka Pelajar, Yogyakarta, 2008.
- [18] J. Usman, "Urgensi Manajemen Pembiayaan Dalam Peningkatan Mutu Pendidikan Madrasah," *Journal of Pendidikan Islam*, 11(2), pp. 219–246, 2016.
- [19] S. A. Wahab, *Analisis Kebijakan Dari Formulasi ke Penyusunan Model-Model Implementasi Kebijakan Publik*, Bumi Aksara, Jakarta, 2016.
- [20] S. Widodo, Sunandar, Sudharto, & Nurkolis, "Standar Biaya Operasional Satuan Pendidikan di Kabupaten Purworejo," *Journal of Pengabdian Kepada Masyarakat*, 3(2), pp. 1-5, 2012.
- [21] S. Winarsih, "Pendidikan Bebas Biaya dalam Meningkatkan Mutu Pendidikan di Sekolah/Madrasah," *Journal of Education and Society*, 12(1), pp. 89–102, 2014