

Evaluation of Policy Implementation of Basic Education Minimum Service Standards in Bekasi Municipality, Indonesia

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Abstract--The purpose of this research to evaluate the implementation of the basic education minimum service standards (MSS) policy in Bekasi Municipality. The focus of this research is implementation design, policy installation, measurement process and results of policy implementation. This research was qualitative with evaluation approach. The evaluation model was used discrepancy evaluation model (DEM) with four stages: design, installation, process, and results. Measurements of MSS consist of 27 indicators. The Bekasi municipality government has designed the implementation of the policy, the middle-term regional development plan and a strategic plan. At the installation stage, the policy programmed in the form of resources and budget support. The implementation process is carried out at the Municipality government level of 14 and in the education unit level of 13 indicators. The findings show that the implementation of the MSS policy has not all indicators met the standards at the Municipality government level, as well as at the school level or education unit, there were still discrepancies.

Keywords: DEM, evaluation, policy implementation, minimum service standards, basic education, discrepancy

I. INTRODUCTION

Efforts to accelerate the achievement of National Education Standards (NES) which aims to ensure the quality of education to educate the lives of the nation and form dignified national character and civilization, the government made a policy through the Minister of National Education Regulation Republic Indonesia No. 15/2010 concerning MSS for Basic Education in district/municipality. In its implementation, the policy in this regulation has not been achieved yet as expected, for MSS acceleration, then published Minister of National Education and the Culture Republic Indonesia No. 23/2013 concerning Amendments to the Minister of National Education Regulation No. 15/2010 concerning Basic Education MSS in Districts/municipality. [1] Basic education is 6-

years elementary school (SD/MI) and 3-years junior high school (SMP/MTs)

MSS regulates the type and quality of education services provided by district/municipality governments. This policy is an application of the decentralization. MSS focused on ensuring that basic education can carry out the learning process well. District/ municipality governments have a strategic role in fulfilling MSS.

Implementation of MSS to ensure access and quality of education for the community to get basic services from the district/municipality government. The government in planning and allocating the budget must pay attention to the components in the MSS in concrete, measurable, transparent and accountable manner and have achievement limits that implemented in stages accordance with the set time target. The implementation of education services is said to be of enough quality if it meets MSS. By fulfilling MSS, education units will produce quality graduates.

The implementation of these policies needs to be analyzed comprehensively to improve the quality of education in Bekasi. Evaluation looks at the factors that influence and to find out the needs and further development. Evaluation is very complex process at every level in an education program. Evaluation includes all components to identify education and development needs and see the contribution of the policy to stakeholders. [2] Empirically the implementation of the policy needs to be analyzed with scientific studies to be accountable and transparent. A successful education development requires clear, defined, measurable, rational and goal-oriented development formulations. Development of education through a policy and a thorough evaluation is needed to see the impact of the policy. [3] The policy evaluation is a systematic process for assessing the design, implementation, and outcomes of educational policies. [4] Therefore, the problem of basic education requires evaluation and research to see how the implementation and results of a policy.

II. LITERATURE REVIEW

Evaluation is one step of the process management cycle or implementation of a policy. Evaluation results can be used as input in making decisions to improve the implementation of a policy, both implemented and policies that have been implemented. Evaluation is also to see how far an action can be taken and see the impact of the policy. This was also stated by Tochot et al.

evaluation helps stakeholders to find out what works and what doesn't. Done well, it provides a road map for an organization to improve the processes, participant outcome, and to have a bigger impact on the organization and the community. [5]

Evaluation is a systematic process in gathering information based on data and facts. Rogers and Badham said "evaluation is the process of systematically collecting and analyzing information to form value-based judgment on firm evidence. [6] The policy concept put forward by experts in general is very varied and diverse.

The policy also addresses and answers the problems faced to certain goals. In Anderson's view, a policy is defined as a relatively stable, purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern. [7] Fitzpatrick et al, policies are designed to achieve some results or changes. The policy does not provide services or activities. Instead, it provides guidelines, regulations, or the like to achieve change. [8] Kogan said, "policies are operational statements of values, including educational, economic, social and institutional values. [9] Taking a policy is to choose the most appropriate alternative to improve a situation in the organization. Policy analysis will produce relevant information at each stage of the policy making process. Every individual or organization conducts policy analysis to critically assess and communicate knowledge relevant to the policy in one or more stages of the policy making process. [10] In relation to the evaluation of Fischer's, policy evaluation as 'the activity of applied social science is usually referred to as 'policy analysis' or 'policy science'. [11]

Anderson, when the policy process is viewed as a sequential pattern of activities, its final stage is policy evaluation. More of art than a science, policy evaluation encompasses estimation, assessment, or appraisal of a policy, including its content, implementation, goal attainment, and other effects. Evaluation may also try to identify factors that contribute to the success or failure of a policy. [12] When the policy process is seen as a pattern of activity in sequence, the final stage is policy evaluation. Dunn also said, policy evaluation regarding the production of information about the value or benefits of policy outcomes. When the policy results in fact have a value, this is because the results contribute to the goals or objectives. In this case it can be said that the policy or

program has achieved a meaningful level of performance. [13]

In the evaluation of education, a policy must be evaluated to find out the results and impact of the policy. Barry said, the management of education systems changes in ways that reflect new ideas into education and ways that reflect ideology. [14] Educational evaluation is more than just data collection, using information obtained from the research process as a tool to evaluate products and activities. The more complex the policies and programs considered, the more complex the types of evaluation and the conceptual and methodological problems demanded by Baker said, "a comprehensive evaluation embraces monitoring and impact evaluation. [15]

The Discrepancy Evaluation Model (DEM) was developed by Malcolm M. Provus in 1969 with five stages; (a) design (b) installation (c) temporary product (d) product and (e) cost-benefit analysis [16] The difference between the reality and the standard is called a discrepancy.

Stage 1 design; focus on defining work objectives, processes, activities, and describing the resources needed and participants to implement policies to achieve goals. Design goals and establish programs based on real conditions in the field with standards that have been formulated include examining, defining and describing problems, then determining standards. After formulating the standard, it is set as a standard as a benchmark for achieving program implementation. The evaluator's work at the design stage is to see that complete design specifications are made and meet certain criteria. Subsequently stage 2, 3, 4 and 5 are based on stage 1. Stage 2, Installation; analysis of the carrying capacity of physical infrastructure, and policies that form the basis for policy implementation. The draft policy as a standard for considering the operational steps of the program. Phase 2 ensures that the program / policy has been programmed or has been installed, planned and implemented. Stage 3, the process, evaluation focuses on collecting data about measuring progress towards achievement. If the objective allows is not achieved, the activity leads to the goal being revised or redefined. Stage 4 results, namely the comparison between achievement and predetermined standards. This stage looks at the extent to which the basic education MSS policy objectives have been established with the results obtained. Stage 5, costs (cost-benefit analysis), comparing the costs used with the benefits obtained in the implementation of two or more programs implemented. This stage carries out a cost-benefit analysis to determine the efficiency of the program. Stage 5 is optional (optional) depending on the program / policy being evaluated. [17]

In its research, Provus recommended that if there were differences, either the program performance or program design standards had to be changed or modified. Furthermore, it can be described in Figure 1.

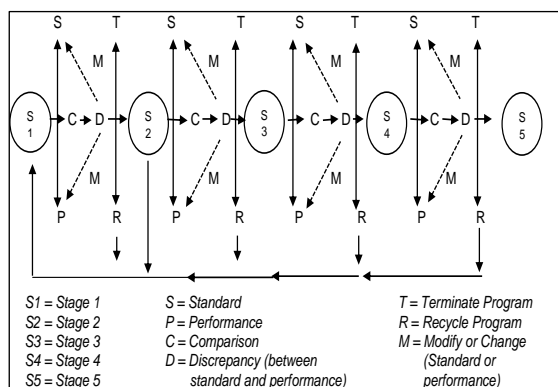


Figure 1 Operational Forms of DEM Implementation Stages [18]

The focus of discrepancy evaluation is to compare performance and standards based on parameters in formal policy documents. The key elements in this model are S (Standard), P (Performance) and D (Discrepancy) referring to the difference between standard and actual performance. Evaluators can modify M (Modify) Standard, repeat R (Recycle), or stop the T (Terminate) program at each stage.

The MSS policy is a provision on the type and quality of basic services which is a government policy to achieve better public services. MSS is a benchmark that is used as a reference for the assessment and quality of service to the community in a gradual and proportional manner. MSS is provisions regarding the type and quality of basic services which are mandatory regional functions that are entitled to be obtained by each citizen at a minimum. [19] The term MSS is often used; service quality (quality of service) or service standard (standard of service). The use of this term depends on the habits of the institution or community. In the education standard, UNICEF gives the term minimum standard for education with five focus points and 19 standards. The five focuses include; access learning environment, teaching and learning, teachers and other education personnel, and education policy. [20]

III. RESEARCH METHOD

This study uses a qualitative approach with evaluative research methods. This method includes descriptive explanations to explore, collect, analyze quantitative data relating to qualitative data. Bennett said, the multi-method approach in educational evaluation, the approach refers to various strategies and research techniques that produce both in the form of qualitative data and quantitative data. It aims to produce a complete picture of the results of the phenomenon under study and strengthen the analysis of research. This method includes descriptive explanations to explore, collect, analyze quantitative data relating to qualitative data. [21]

The evaluation model used is a four-stage evaluation model evaluation that is modified according to the research objectives, namely design, installation,

process and results. The simulation model with CLD system thinking in this study refers to a qualitative approach.

This study uses data collection techniques including distributing questionnaires, interviews, observations and reviewing documents. As a material for the analysis of these data consists of primary data and secondary data. To collect data is also used also used snowball sampling technique. [22] Data collection by intensive-interview was carried out through in-depth interviews of one respondent rolling to other respondents who met the criteria until they experienced a saturation point in line with the research focus. This snowball or chain identifies who individuals or institutions know widely and deeply about information or data on MSS implementation in Bekasi. Measurement of MSS achievement on 27 indicators, namely 14 indicators implemented in Bekasi Government and 13 by the education units namely elementary school (Sekolah Dasar-SD/Madrasah Ibtidaiyah-MI) and junior high school (Sekolah Menengah Pertama-SMP/ Madrasa Tsanawiyah-MTs). Measurements were made for all schools/ madrasahs in Bekasi municipality. To clarify and see the consistency of answers to the questionnaire, the researcher conducted interviews, observations and documentation relating to this measurement. The research design developed by researchers that is tailored to the objectives, problems and evaluation models of DEM. The design of this study in Figure 2.

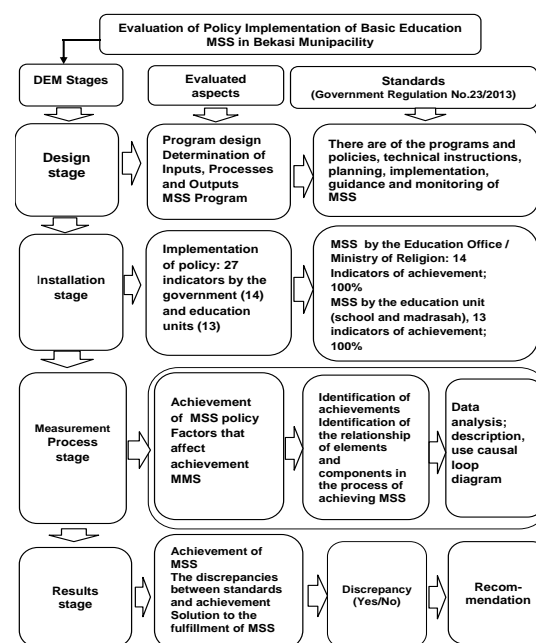


Figure 2 Research Design

Figure 2 gives a flow the design of research of evaluation of implementation policy developed by DEM. The figure content any aspects of evaluation and standards. The stages; design, installation, process, and

product. Research analysis the stages take the conclusion of the implementation of MSS policy.

IV. DISCUSSION

1. Design Stage

The design of the implementation of basic education MSS formulates the definition and objectives of policies and MSS that must be fulfilled, basic education MSS is the provision of the type and quality of basic education services which are regional obligatory functions that are entitled to be obtained by every citizen at a minimum. MSS becomes a benchmark for the performance of basic education services through formal education channels organized by the Bekasi municipality as an effort to improve the ability of the system or facilities, institutions, personnel, and finance in order to improve education services. MSS aims to realize the quality of basic education in all regions of Indonesia, to ensure access and quality for the community to get basic services from the government in accordance with the standards set by the government. Therefore, both in planning and budgeting, it is compulsory to pay attention to the principles of MSS, namely simple, concrete, easy to measure, open, affordable and accountable and have achievement limits that can be implemented in stages and continuously. The design of MSS in Bekasi municipality based on the prevailing laws and regulations. The MSS policy is stipulated in the components and quality of basic education services which are the rights of citizens as stated in the National Education System. MSS is a standard benchmark for basic education services through formal education channels that are responsible to the Bekasi municipality government. The basic education MSS design uses 27 indicators that must be reached by the Bekasi municipality government and education unit. MSS implementation based on the prevailing laws and regulations, the constitution, government regulations, ministerial regulations and regional regulations as well as the mayor's regulations.

The Bekasi municipality government plans to achieve MSS as outlined in the 2013-2018 Regional Medium-Term Development Plan (RMDP) and outlined in the annual target of achievement of MSS. The RMDP which contains some of the plans for achieving basic education MSS. The RMDP is a guideline in the formulation of the Regional Work Unit (RGU), Strategic Plan including the Education Service of Bekasi Municipality. General Policy of Regional Revenue and Expenditure Budget and Priority Budget Allocation (PBA).

The MSS indicator determination consists of 27 indicators were divided into two parts, namely the Bekasi Municipality government, the Ministry of the Religion of Bekasi carrying out MSS with 14 and the Education Unit implementing 13 indicators. Achievement MSS, if they all reach 100%.

The Bekasi municipality government made a policy to discuss the draft regional regulations and became a Regional Regulation, the Mayor also made a Mayor Regulation, both of which became the legal basis in implementing of MSS. In its implementation by including MSS in the RMDP, Strategic Plan and Work Plan. The policy is forwarded to the education unit to meet the MSS. MSS guidance to education units for the reach of MSS. Involve related institutions to accelerate implementation of MSS policy.

Furthermore, to facilitate the understanding of MSS fulfilment by using a simulation with the Causal Loop Diagram (CLD) approach. CLD shows the main components that influence the fulfilment of MSS in Bekasi Municipality. In Figure 3, the following are the components of the MSS indicator that influence each other.

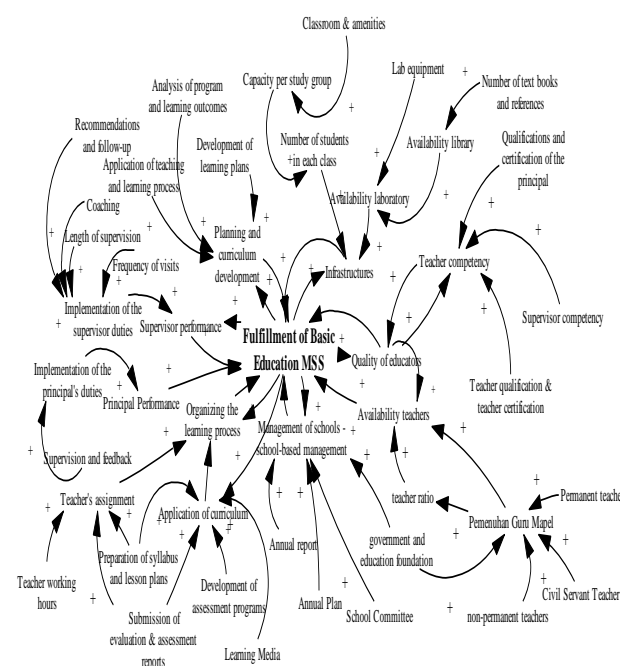


Figure 3. MSS component with CLD approach

Figure 3 shows the causal relationship that occurs between MSS basic education variables explained by arrows. An arrow with a positive sign indicates that adding a variable value will cause an increase in the number of variables it affects. The CLD model was verified according to the steps to ascertain whether the model was corrected by checking the model in the Vensim software program.

The Bekasi Municipality government has a program to improve the quality of education. The program is outlined in the RMDP for 2013 to 2018 and the Strategic Plan for 2013 to 2018. In the basic education program are divided into several main activities, namely: a) the 12 year compulsory education program, among others; increase in Gross Enrollment Rate (GER), Net Enumeration Rate (NER), dropout rate, capacity, class ratio, ratio of students, SchoolOperationalAssistanceFunds(SOAF)based education, disbursement of scholarship funds; b)

education quality improvement programs, among others; providing science laboratories and computer laboratories, language laboratories for elementary schools, junior high schools, libraries according to standards, education personnel, infrastructure, teaching aids, organizing national exams, implementation of the 2013 Curriculum, procurement of textbooks, enrichment books encyclopedia reference books and books; c) quality improvement programs for educators and education personnel, among others; teacher certification, teacher's academic qualifications for the field of study, improvement of the performance of honorary teachers, improvement of teacher competencies, training in making learning materials, providing temporary teacher allowances, and several assessment activities in various fields; d) education service management programs, among others; implementation of quality management systems, accreditation, new student admission services, school self-evaluation, school management, procurement of report cards, procurement of supporting props, and others. Each activity program has indicators, targets and time of achievement and budget plans.

Based on exposure to results at the design stage, among others; understanding and concept or definition and purpose of MSS, legal basis, implementation mechanism, determination of MSS indicators, input, process, output, analysis scenario and government policy and program model through RMDP, Strategic Plan, Work Plan. Thus, the implementation of Bekasi municipality MSS policy deserves to proceed to the next stages.

2. Installation Stage

Operational stages and carrying capamunicipality to fulfill MSS by considering supporting factors in its implementation. Installation and carrying capamunicipality by using instruments in MSS are explained by the Bekasi Education Service of Bekasi Municipality through its implementation in the program in five years. The installation stage in its implementation is explained by the distribution and responsibilities of the Bekasi Municipality government and the responsibility of the education unit.

At the level of the Bekasi Municipality government; (a) Equitable distribution and expansion of basic education for the community is a causal relationship of several variables of education in the community. In Bekasi Municipality access to education is related to education funding. The availability of education units is one of the basic education benchmarks. The availability of education units in 2016 in the Bekasi municipality totaled 1,162 schools/madrasas consist of; SD 690 schools, MI, 133 madrasas, SMP, 263 schools and MTs, 76 madrasas. Efforts to expand and equalize access to basic education in the Bekasi municipality for five years.. The components are planned to increase every year; average number of years of schooling, human

development index, education index, elementary school, Junior high School. Availability and sustainability of SOAF for students influences the expansion and equity of access to education. SOAF for SD/MI, SMP/MTs in 2014 until 2007 amounted to IDR 501,272,666,590b) Infrastructure means the availability of classrooms, desks, chairs, blackboards, teacher's room, principal's room, availability of facilities related to policies and budget allocated. The program began with 91% of public and private SD/MI capacity in 2013 and in 2018 it is targeted to be 98%. The capacity of public and private SMP/MTs in 2013 reached 70% and is targeted to be 77.5% in 2018. The ratio of elementary, classroom (MSS 1:32) public and private students in 2013 reached 1:37 and is targeted at 1:32 in 2018. The ratio of public and private junior high school, classrooms (MSS 1:36) is 1:40 in 2013 and is targeted to reach 1:36 in 2018. Based on the realization of the Regonal Budget in 2014 to 2017 the budget for the construction and rehabilitation of school buildings and classrooms in 2014 to 2017 amounted to IDR 309,421,737,700 c) In the field of educators and education personnel, the Education Service of Bekasi Municipality made policies in order to meet the MSS with the program and activities include; teacher certification, teacher training, teacher competency improvement through Subject Teacher Consultation, teacher's collective activities, and the provision of teacher performance allowances supported by an annual budget of IDR 165,853,230,000d) In improving the quality of supervisors and supervision at the Education Office make supervisory and budget policies in five years, among others; selection of outstanding supervisors, improvement of supervisory competencies, selection of supervisors and supervisory training and research on supervision. The budget needed in 2014 until 2018 amounted to IDR2,563,000,000.e) Application of the curriculum in basic education in the Bekasi municipality still uses two curricula, namely the 2006 Curriculum and the 2013 curriculum. The transition from the 2006 Curriculum to the 2013 Curriculum still requires time and is being processed in stages by looking at the level of readiness of the resources of the education unit. In implementing the curriculumEducation Service of Bekasi Municipality implemented the MSS policy, namely strengthening curriculum implementation with several programs with the 2013 Curriculum development workshops for SD/SMP, 2013 Curriculum implementation and procurement of 2013 Curriculum evaluation books for SD/MI and SMP/MTs. The budget for these activities in 2014 until 2018 amounting IDR10,998,000,000.

At the installation education unit level; a) Learning facilities and infrastructure in basic education related to the availability of SMP/MTs textbooks for all lessons. Availability of SD/MI textbooks for five subjects; Indonesian Language, Mathematics, Science, Social

Sciences and Civics. Availability of science lab, materials and equipment, props. Then the availability of science laboratories and equipment for SMP/MTs consists of various types according to MSS totaling 222 sets. b) Educators also carry out the task of organizing the learning process for at least 34 weeks per year or 17 weeks per semester and the duration of study in accordance with the classes starting from class I to class IX. With this long study, the teacher concerned carries out the main tasks and functions. c) the application of the curriculum at the school/madrasa level is influenced by the availability of resources consisting of books, learning facilities, teachers and the SOAF budget. Curriculum materials related to guidebooks, learning models, syllabi/lesson plans, assessment programs and teacher understanding of the curriculum through training /workshops; d) The principal in carrying out basic tasks related to class supervision and giving feedback to each teacher two times each semester. The principal receives the evaluation report on the subject and the results of the assessment of the students. the competence of school principals has an effect or is directly proportional to the quality of supervision of teaching staff and education personnel. The performance of the principal is related to competencies, namely academic qualifications, educator certificates and training followed. Performance is also seen as the main task carried out through reporting semester learning outcomes, class increase test and national exam to parents and guidance to teachers. e) School management related to the application of SBM principles to basic education MSS. Each school has a work plan every year, has an annual report and has a functioning school committee. f) Installation in the education unit is supported by the SOAF derived from the central government budget in the Indonesia Budget and Regional School Operational Assistance derived from the Bekasi Municipality Government in APBD (Regional Government Budget). The Bekasi Municipality Government, in the management of SOAF based on the Bekasi Mayor Regulation Number 49.A 2012 concerning Management of the Implementation of Education for Public and Private School Operational Costs, Public and Private Madrasas whose budget is sourced from the Bekasi Municipality APBD. SOAF for basic education in Bekasi municipality for five years reached IDR 560,841,786,146.

3. Measuring Process Stage

The measurement process, namely seeing the achievement of MSS implementation on 27 indicators, namely 14 indicators implemented by the Bekasi municipality government and 13 carried out by education units (SD/MI and SMP/MTs). Measurements are made for all schools/madrasas. SD/MI and SMP/MTs who returned questionnaires to 998 schools/madrasas from the total of 1,162 in Bekasi municipality. Measurement of Basic Education MSS at

Bekasi municipality government level; a) Availability of basic education units in the municipality of Bekasi within an affordable distance on foot, which is a maximum of 3 kilometers for SD/MI and 6 kilometers for SMP/MTs from permanent settlement groups. Permanent settlement groups are groups located in remote areas and inhabited by a minimum of 1,000 people. The number of basic education units based on sub-districts in Bekasi municipality and the area of each sub-district. The Bekasi municipality has an area of 210.49 square kilometers, consisting of 12 sub-districts and 1,162 schools/madrasas, namely elementary totaling 823 and junior high school 339. If the Bekasi municipality is average by the number of schools/madrasas, then every 0.18 square kilometers, there is one school/madrasa. Thus, it can be concluded that in every settlement there are schools/madrasas that can be reached by people on foot and can also be by means of transportation. b) Achievement of MSS seen from the number of students in each group not exceeding 32 students at SD/MI level reached 39.60% (318) or have not reached 60.40% (485). At the SMP/MTs level, the achievement of the number of students in each group does not exceed 36 students, reach 47.69% (93) and which have not reached 52.31% (102); c) The availability of laboratories in SMP/ MTs reaches 53.85% (105) and those that have not reached 46.15% (90). Whereas the laboratory that fulfils the availability of equipment was 15.90% (31) and that not yet fulfilled 84.10% (164). d) achievement of MSS availability of teacher space in SD/MI reaches 89.66% (720), which has not reached 10.34% (83) and the availability of teacher space in SMP/MTs reaches 93.33% (182) and has not reached 6.67% (13) e) the availability of SD/MI teachers for one teacher per 32 students (1:32) reach 65.38% (525) and has not reached 34.62% (278) and the availability of 6 teachers in each SD/MI reaches 94.65% (760) and those that have not reached 5.35% (43). f) Availability of teachers for each subject in SMP/MTs reach 89.74% (175) and those that have not reached 10.26% (20). g) availability of teachers in each SD/MI that has two teachers with undergraduate academic qualifications reached 98.38% (790) and those who do not have 1.62% (13) and the availability of two teachers who have had the educator, certificates reach 89.29% (717) and those that have not reached 10.59% (85). h) availability of SMP/MTs teachers who have academic qualifications of 70% or more reached 99.49% (194) and only 0.51% (1) has not achieved it and judging from the availability of teachers who have undergraduate academic qualifications and have educator certificates 35% or more reach 76.92% (150) and 23.08% (45) have not achieved it. i) the availability of SMP/MTs teachers for the five subjects mentioned above, each one teacher with undergraduate academic qualifications and has an educator certificate, for Bekasi municipality, reaches 65.62% (125) and those that have not reached 35.38%

(69). j) SD/MI principals with undergraduate academic qualifications and educator certified reach 77.71% (624) and have not reached 22, 29% (178) and whereas in junior high schools who have undergraduate academic qualifications and are educated certified, 86.67% (169) and those that have not reached 13.33% (26). k) all school/madrasas supervisors in Bekasi municipality, 100% (88) have undergraduate academic qualifications or more and head of school/madrasas, 100% have an educator certificate; l) effective curriculum and learning development programs that have been realized from 2013 to 2017 the amount of the budget was used to carry out each activity has been budgeted in the Regional Budget. m) The visit of supervisors to education units in Bekasi municipality, for SD/MI visits by supervisors, reached 87.17% (700) and had not reached 12.83% (103). While the level of SMP/MTs reached 68.21% (133) and which have not reached 31.79% (62).

Measurement of the implementation of MSS in the education unit which is the responsibility of the education unit on 14 indicators; a) Availability of a set of textbooks consisting of five subjects with a comparison of one set for each student reach 25.73% and has not reached 74.27%. Whereas the number of SD/MI that has fulfilled the availability of textbooks reach 29.14% (234) and has not reached 70.86% (569); b) the availability of textbooks for all subjects with a comparison of one set for each student reach 20.31% and has not reached 79.69% and the number of SMP/MTs that have provided textbooks reach 40% (78) and 60% have not reached (117). c) the availability of a set of teaching aids for science and materials in SD/MI reaches 48.32% (388) and those that have not provided according to the provisions of MSS reach 51.68% (415). (d) the availability of enrichment books and reference books in SD/MI reached 49.19% (399), and not reached 50.81% (408) and at the SMP/MTs level reach 62.56% (122) and have not reached 37.44% (73). (e) working hours of SD/MI teachers who meet working hours reached 70.73% (568) and those that have not reached 29.27% (235) and the working hours of SMP/MTs teachers reached 66.13% (127) and those that have not reached 34.87% (68). (f) the learning process for 34 months per year, at the level of SD/MI, reach 100% and at the SMP/ MTs level reach 96.92% (189) and have not

reached 3.08% (6). (g) all SD/MI and SMP/MTs in Bekasi municipality have applied curriculum 2006 and 2013, reached 100% and the curriculum 2013 implemented at school/madrasas base on the readiness and resources.h) Implementation of Lesson Plan in SD/MI reach 96.39% (774) and has not reached 3.61% (29). Whereas in SMP/MTs reach 97.44% (190) and has not reached 2.56% (5). i) SD/MI levels that implement assessment programs reach 93.40 % (750) and have not reached 6.60% (53). At the SMP/MTs level, the assessment program has reached 94.87% (185) and has not reached 5.13% (10). The number of teachers implementing the assessment program at SD/MI level reach 99.37% (9,764 people) and have not reached 0.63% (62 people). At the SMP/MTs level, the teachers who apply reach 99.70% (4,611 people) and have not reached 0.30% (14 people).j) shows that class supervision by principals in SD/MI reaches 76.84% (617) and have not reached 23.16% (186) and whereas in SMP/MTs reaches 81.03% (158) and have not reached 18.97% (37).k) teachers who submit evaluation and assessment results to the principal, at SD/MI level reach 91.78% (737) and have not reached 8.22% (66). At the SMP/MTs level reach 89.74% (175) and has not reached 10.26% (20). Judging from the number of teachers who submit evaluation reports on subjects and assessment of students; SD/MI reach 99.07% 9735 people) and have not reached 0.93% (91 people), and while SMP/MTs teachers reach 99.39% (175 people) and have not reached 0.61% (20 people). l) the number of SD/MI heads who convey the results of the evaluation of learning and the assessment of students in the form of reports to parents or guardians reach 100. The principal of SMP/MTs submits 100% evaluation and evaluation results to parents or guardians. m) SD/MI that applies the principles of SBM reach 86.43% (694) and have not reached 13.57% (109), at SMP/MTs reach 83.08% (162) and have not reached 16.92% (33)

4. Product Stage

Comparative product or results between achievement and standards set in MSS. By looking at the extent to which the MSS policy objectives have been determined with the results achieved. The following in Table 1 is presented the results of the MSS implementation at the Bekasi municipality government level.

Table 1 Results of achievement and discrepancies of implementation of basic education MSS at the level of the Bekasi municipality government

No	Basic Education MSS Components	Elementary school		Junior high school	
		A	D	A	D
1	Availability of basic education units	100%	0	100%	0
2	Classroom availability does not exceed 32 people per group for elementary and 36 people per group for junior high schools	39,60% (318)	60,40% (485)	47,69% (93)	52,31% (102)
	The availability of classrooms, chairs and blackboard, tables for each study group	42,22% (339)	57,78% (464)	71,28% (139)	28,72% (56)
3	Availability of science laboratory space and its completeness	-	-	53,85% (105)	46,15% (90)
	Availability of a set of science and experimental practice equipment	-	-	15,90% (31)	84,10% (164)

Cont. Table 1.

4	Availability of teacher's room, principal's office, education staff room and equipment	89,66% (720)	10,34% (83)	93,33% (182)	6,67% (13)
	The principal's room is available separate from the teacher's room	-	-	97,44% (190)	2,56 % (5)
5	Availability of one teacher for every 32 students	65,38% (525)	34,62% (278)	-	-
	Availability of 6 teachers for each SD/MI	94,89% (762)	5,11% (41)	-	-
6	Availability of teachers in SMP/MTs	-	-	89,74% (175)	10,26% (20)
7	Teacher availability two teachers with undergraduate academic qualifications	98,38% (790)	1,62% (13)	-	-
	Teacher availability at least two teachers who have an educator certificate	89,29% (717)	10,59% (85)	-	-
8	Availability of teachers with undergraduate $\geq 70\%$	-	-	99,49% (194)	0,51% (1)
	Availability of teachers with undergraduate and educator certificates $\geq 35\%$	-	-	76,92% (150)	23,08% (45)
9	Availability of teachers with Academic qualifications of undergraduate for five subjects	-	-	64,62% (126)	35,38% (69)
10	Head of SD/MI with an undergraduate academic qualification and has an educator certificate	77,71% (624)	22,29% (179)	-	-
11	Head of SMP / MTs with an academic qualification of undergraduate and has an educator certificate	-	-	86,67% (169)	13,33% (26)
12	Supervisor with an undergraduate academic qualification and has an educator certificate	100% (57)	0%	100% (21)	0%
13	Availability of planning helps education units in developing curriculum and learning	86,60% (12)	13,40% (3)	86,60% (12)	13,40% (3)
14	Visiting supervisors to school supervises and mentions	87,17% (700)	12,83% (103)	68,21% (133)	31,79% (62)

A= Achievement; D= Discrepancy

Results of achievement and disparity in MSS implementation in Bekasi municipality government of the 14 indicators the MSS the availability of basic education units and the availability of supervisors with undergraduate academic qualifications and have educator certificate meets the standard of 100%. While the lowest achievement is the availability of classrooms

not exceeding 32 people per group for SD/MI reach 39, 40% and not exceeding 36 people per group for SMP/MTs reach 67.49%. The results of the implementation of the MSS by the education units in Bekasi municipality, presented in the following Table 2.

Table 2 Results of achievements and discrepancies in the implementation of MSS at the Education Unit level

Nr	Basic Education MSS Components	Elementary school		Junior high school	
		A	D	A	D
1	Availability of text books that have been determined by the government for each SD / MI	29,14 (234)	70,86% (569)	-	-
2	Availability of text books that have been determined by the government for each SMP / MTs	-	-	40% (78)	60% (117)
3	Availability of science teaching aids and practical materials for each SD / MI	48,32% (388)	51,68% (415)	-	-
4	Availability of Enrichment Books and Reference Books for each SD / MI and SMP/MTs	49,19% (395)	50,81 % (408)	62,56% (122)	37,44% (73)
5	The permanent teacher working hours in one week	70,73% (568)	29,27% (235)	65,13 % (127)	34,87% (68)
6	Organizing the learning process	100 % (803)	0% (0)	96,92% (189)	3,08% (60)
7	Application of curriculum	100 % (803)	0% (0)	100 % (195)	0% (0)
8	Application of learning implementation plan	96,39% (774)	3,61% (29)	97,44% (190)	2,56 % (5)
9	Teachers who develop and implement assessment programs to improve the learning abilities of students in elementary school (SD/MI)	99,37% (9764)	0,63% (62)	99,70% (4611)	0,30% (14)
	Teachers who develop and implement assessment programs to improve the learning abilities of students in Junior high school (SMP/MTs)	93,40% (750)	6,60% (53)	94,57% (185)	5,13% (10)
10	The role of the principal in supervising the class and providing feedback to the teacher	74,84% (617)	23,16% (186)	81,03 % (158)	18,97 % (37)
11	Report on the results of evaluation of subjects and assessment by the teacher to the principal by elementary that have fulfilled	99,07% (9735)	0,93% (91)	99,39 % (4597)	0,61% (28)
	Report on the results of evaluation of subjects and assessment by the teacher to the principal by the junior high school that has fulfilled	91,78% (737)	8,22% (66)	89,74% (175)	19,26% (20)
12	Report on evaluation results by Principal	100 % (803)	0% (0)	100 % (195)	0% (0)
13	Application of the principles of School Based Management (SBM)	87,55% (694)	12,45% (109)	83,08% (162)	16,92% (33)

A= Achievement; D= Discrepancy

The lowest achievement of indicators of textbook availability in SD/MI reaches 29.14% and in SMP/MTs it reaches 40%. There are three indicators at the SD/MI reach 100%, namely the implementation of the learning process, the application of the curriculum and evaluation reports by the principal. SMP/MTs just two indicators reach 100%, namely the implementation of the curriculum and evaluation reports by principals.

V. CONCLUSION

The Bekasi government designs the MSS policy including definitions or concepts, the objectives of the MSS and provisions regarding the type and quality of basic education services and becomes a benchmark of service performance with the establishment of 27 indicators consisting of 14 whose implementation is the responsibility of the Bekasi municipality government and 13 responsibility to the education unit. In its implementation, the Bekasi municipality government makes Regional Regulation and Mayor Regulations as a legal basis which was the elaboration of the prevailing laws and regulations. The design of MSS implementation mechanisms, the determination of inputs, desired processes and outputs and a comprehensive overview of basic education components were designed to facilitate its implementation. Bekasi municipality government prepares work programs to realize MSS. Installation of MSS has implemented by Education Service of Bekasi Municipality with the program in the 2013 - 2018 RMDP, Strategic Plan and Work Plan or annual operational plan supported Regional Budget. Education programs namely the components in the MSS including the allocation of SOAF are carried out in stages. The process of measuring the achievement of the implementation of MSS against indicators carried out by the Bekasi municipality government and the education unit. Achievement of MSS implementation there were two indicators fulfil MSS namely the availability of education units, supervisors have had the undergraduate academic qualification and certificate. While 12 other indicators still have discrepancies, namely the availability of classrooms per study group, availability of laboratories and equipment, availability of teacher rooms, availability of teachers (ratio of teachers, subject teachers, academic qualifications, certificate ownership), principal, availability of planning/curriculum development and supervisory visits. At the education unit level, the achievement of the MSS indicators at the elementary level that three indicators that fulfil the MSS, namely the implementation of the learning process, the application of the curriculum, the reporting of principals. nine indicators still have discrepancies, namely the availability of textbooks, teaching aids, enrichment books, reference books, the permanent teacher working hours, implementation of the lesson

plan, application of assessment, class supervision, evaluation and application of SBM reports. The junior high school level, there are two indicators that fulfil the MSS, namely the application of curriculum, school principal reports and nine other indicators, there are still discrepancies, namely the availability of textbooks, enrichment books and reference books, the permanent teacher working hours, learning process, lesson plan, assessments, class supervision, evaluation reports and the application of SBM. The results of the achievement of MSS implementation with the standards set out in the MSS based on the Republic of Indonesia's Minister of National Education Regulation Number 23/2013 still have a degree of discrepancies. At the municipality government level are the highest discrepancies (above 20%) on indicators; availability of classrooms, availability of laboratories and equipment, the ratio of teachers to elementary, availability of teachers with undergraduate academic qualifications and certification in junior high school, principals of school/madrasa with undergraduate academic qualification and certified. At the Education Unit level, the highest discrepancies (above 20%) in the indicator; availability of textbooks, availability of teaching aids, availability of enrichment books and reference books, working hours of permanent teachers, supervision of classes in elementary. Implementation of Minister of Education and Culture Regulation 23/2013 in the municipality of Bekasi generally did not reach 100% as targeted in 2014, and even until 2017 did not achieve yet.

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