



Hope, Change and Voice of Primary Education (Education Policy Evaluation Review)

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Abstract. The case of providing education at the Sungai Miai 8 State Elementary School (SDN) in Banjarmasin City certainly attracts attention. The condition of inadequate school infrastructure, the socioeconomic situation of students who go to school while working and side by side with the economic center (market) certainly greatly affect the process of providing education, especially when there are demands centralistically. Interestingly the position of this school is in the Urban area. This study aims to: (1) Reveal the effectiveness of the education implementation process at Elementary School Sungai Miai 8 Banjarmasin City, (2) Describe the potential for education implementation at Elementary School Sungai Miai 8 Kota Banjarmasin. This research is expected to restructure, consolidate and collaborate on implementative policies related to citizenship in integrating the social conditions of education in elementary schools in a decentralized manner. The research method used is to use a qualitative approach by means of a case study. The results of this study found that the effectiveness of the implementation of education at Elementary School Sungai Miai 8 Banjarmasin City has been running well, as can be seen from the condition of infrastructure, human resources interacting with each other and the response of education providers to applicable policies. Strengthening the character of students is very necessary in learning about the social conditions of the school environment in order to create social change for students in continuing their social life.

Keywords: Decentralization Education · Evaluation Policies · Primary Education

1 Introduction

Studies on education have basically been done a lot. Sarnoto in his study of the political conception of education found that there are still many parents who are unable to send their children to school even at the elementary school level [1]. Even so, education must be manifested in the government's strategic policy in the field of education. Unlike Sarnoto, Utami focuses his studies on education in elementary schools through the implementation of character education in schools. Utami found that building students' character in learning can be done with courage, discipline, environmental care, social

care, hard work, responsibility, religious, self-confidence, cooperation, honesty, independence, courtesy, obedience to teachers, thoroughness, tolerance and communicativeness [2]. Purnasari and Sadewo in their studies also highlighted the learning process in Basic Education, but the learning process that occurs in the border areas in the technological era. They found that there are 3 (three) factors that cause technology and models in the learning process, namely teacher competence, school climate and facilities where the three factors are interrelated with each other [3].

The three studies conducted by Sarnoto, Utami and Purnasari both highlighted basic education, only that none of them touched on the technical level of policy. This study tries to uncover the problem of basic education in the middle of the urban area in one of the elementary schools in Banjarmasin City, namely Sungai Maii 8 State Elementary School.

Why is the Sungai Maii 8 important ? First, this school is therefore a school that is experiencing minimal infrastructure conditions compared to other primary schools in the region. Second, the social and economic conditions of parents also work as traders and market laborers on average, so that the enthusiasm for sending children to higher levels also affects the choice of school sustainability. Meanwhile, the demands of life continue, moreover, there are policies that come with it.

Basically, education is a process that plays a very important role in efforts to build the character of a nation. The responsibility is that the state must be able to print and form young generations who are intelligent and have noble character. The National Education System Law Number 20 of 2003 states that national education serves to develop skills and form a dignified national personality in educating the nation's life, fostering the potentials of students to become devout human beings, have noble character, healthy, knowledgeable, creative, innovative, independent and to become responsible citizens.

With education, it is hoped that it will be able to change the personality of the nation and form the character of students who are capable and skilled in leading to a more advanced life. The form of effort from the presence of the state is to issue policies in the field of education.

Education is the benchmark of a state, which is the main indicator in achieving the goals of a state. The effectiveness of education policy has been running without adequate evaluation and monitoring, one of the difficult things is how to control bureaucratic behavior in the management of education policies [4]. Arwildayanto, et. Al revealed problems in the Ministry of Education and Culture's program in improving basic education, including equity and expansion of access in the form of providing assistance for school operational costs (BOS), new school units, educational infrastructure, developing the professional capacity of educators and life skills. In fact, the estuary of the problem of education is the result of a policy set by the Government in the selection of the right policy formulation so that this affects in good policy [5]. Education policy is the entire process and results of the formulation of educational steps and strategies in realizing the achievement of educational goals in a society within a certain period of time. The context is that education policy can be in the form of education laws, presidential instructions, government regulations, ministerial regulations, local regulations and even speech expressed by local officials [6, 7].

This research focuses on the implementation of education at the Sungai Miai 8 State Elementary School in Banjarmasin City. How the condition of school infrastructure, implementing resources and the response of the organizers to the policies that have been running are the main indicators in looking at every policy process that takes place. In simple language, it is intended to find out whether education policies are implemented and achieve the desired benefits. Lester and Stewart elaborated more clearly that in looking at the policy process it is necessary to evaluate in each process of its journey including to determine the consequences that arise as a result of the impact of the policy and in assessing the success and failure of the policy [8]. The main purpose of this study is to capture the effectiveness of the education implementation process at Elementray School Sungai Miai 8 Banjarmasin City and find out the potential and response of education providers to policies related to basic education.

2 Methods

This research uses a qualitative approach with an exploratory type case study method [9]. The qualitative approach is critical to social problems, where data is treated to intrinsically seek meaning [10]. The subjects in this study were education providers at Sungai Miai 8 State Elementary School to find out how the process of providing education took place in the school, namely the Principal, Teachers and Students were designated as key informants in this study. Informants are randomly selected according to the focus of the research carried out. Data collection is carried out as the rules in qualitative research consisting of observation, interviews and documentation using interview guideline instruments to meet primary data (directly) and secondary data (normative documents). The data analysis is carried out with an interactive model, namely data collection, data reduction, data presentation and drawing conclusions to find the meaning of the data that has been collected [11, 12].

3 Result of Research

Every implementation of education has differences, both from the point of view of infrastructure, human resources and the speed of adaptation to policy acceptance. Such conditions certainly affect every process of providing education, as at Elementray School Sungai Miai 8. The issue of strategic management in the field of education in order to improve the quality and superiority of the nation's competitiveness is very necessary with very basic considerations, namely the noble ideal of independence, namely to educate the nation's life as stated in the Preamble to the 1945 Constitution. Education is the right of every citizen, therefore the State must be able to guarantee the equal distribution of educational opportunities and the relevance of education in facing challenges in accordance with the development of local, national and global life so that the implementation of education must be carried out in a planned, systematic and sustainable manner in the national education system.

3.1 Basic Education Infrastructure Conditions

Basically, education is organized democratically and equitably and is not discriminatory by upholding human rights, religious values, cultural values and the plurality of the nation. Government Regulation Number 57 of 2021 concerning National Education Standards “requires” that the standards of facilities and infrastructure must meet the minimum criteria by applying the principle:

- a. Supporting the implementation of active, creative, collaborative, fun and effective learning;
- b. Ensuring security, health and safety;
- c. Disability friendly; and
- d. Friendly to environmental sustainability.

In fact, conditions must exist and be applied to all levels of education, especially basic education which is the “determinant” in producing future generations of the nation. The condition of educational infrastructure at the level of primary education or elementary schools in Banjarmasin City is still quite a lot that needs to be addressed. The Banjarmasin City Government noted that out of 208 schools, more than 1000 rooms were damaged. Meanwhile, for renovation and construction, it currently still uses a Special Allocation Fund (DAK) from the Central Government.

Quality education will be seen from the adequate school infrastructure, which will support the process of providing education that is and will continue to run. State Elementary School Sungai Miai 8, which is one of the education providers in Banjarmasin City, also experienced the same condition. The destruction of the teacher’s office space became the main problem so that they had to move the office in one of the learning media, namely the library, the school health unit (UKS) which merged into one. In fact, the teacher’s office room is a means for teachers to interact, exchange ideas in the implementation and management of schools (Table 1).

Based on the table, it can be seen the facilities and infrastructure at Elementray School Sungai Miai 8, Banjarmasin City. It can be known that the main facilities and infrastructure of Elementray School Sungai Miai 8 are classrooms in the learning process totaling 6 classes, library rooms totaling 1 and sanitation students totaling 2. Meanwhile, the laboratory room does not have it at all, while there is a necessity in carrying out the Online Final School Examination (UAS) which has been set throughout the territory of the Republic of Indonesia. However, online implementation only applies to schools that are designated as driving schools. Of course, this is a record for both the central

Table 1. Facilities and Infrastructure of Sungai Miai State Elementary School 8

Facilities and Infrastructure	Amount
Classrooms	6
Laboratory Room	-
Library Space	1
Student Sanitation	2

and regional governments in advancing the education process, especially in the current digitalization era. The digitalization learning process that is being thumping by the Government, especially in the era of the Covid-19 Pandemic, requires all learning to be carried out online (online), it's just that adequate facilities greatly determine success in implementing these policies or programs.

Efforts and methods have been made by education providers at Elementray School Sungai Miai 8 in building relationships to improve the condition of the school. These methods include:

1. Report in writing about the latest infrastructure conditions and situation to the local government apparatus in charge of education;
2. Establish communication to the Regional People's Representative Council (DPRD) in charge of education to be included as a school priority that can be improved;
3. Trying to plan a budget for school infrastructure improvement (RAB) through school operational assistance (BOS)

But basically this is still unrealized because there is a predetermined priority scale. This priority scale is necessary to see the conditions and situations most needed to be helped. In Banjarmasin City, not a few schools have been damaged and need help. However, when viewed from the condition of Elementray School Sungai Miai 8, it can be interpreted that Elementray School Sungai Miai 8 is still in fairly good condition compared to other schools in Banjarmasin City. In fact, during the high tide season or rainy season, Elementray School Sungai Miai 8 always experiences flooding and even flooding until it enters the classroom which is a means of learning for students.

The Central Statistics Agency (BPS) of Banjarmasin City noted that there are 5 (five) State Elementary Schools within the scope of Sungai Miai Village (BPS Banjarmasin, 2021). Among the five schools that received the most severe flood disasters were at Elementray School Sungai Miai 8. Government actors, for example, the DPRD, which is in charge of several times, expressed discourses to directly review the condition of schools. This is certainly a breath of fresh air for the school organizers when there are actors related to policy interests in reviewing directly. But this matter is only an unrealized discourse. Those hopes were dashed for the improvement of school conditions. At least the presence of relevant actors can provide strong lobbying and negotiations on the local government apparatus unit in charge of education.

However, the effectiveness of the implementation is determined by the conditions and situation of the school, especially there are minimum criteria that have been determined by the government. Infrastructure becomes important when it becomes one of the determinants of the quality of education delivery. The relationship between actors, both school organizers, namely principals and teachers with regional apparatus units in the field of education and people's representatives, is important to maintain in.

3.2 Human Resources (Teacher and Student Interaction and Environment)

Human resources are certainly not inferior to infrastructure conditions. The interaction between teachers and students, for example, in the educational process determines the success of how students become intelligent both in terms of basic, social and character

formation. The main factor for a teacher as an educator is how he improves his competence behind so many administrative tasks that are a burden. Moreover, his responsibility as the frontline in producing the nation's generation, especially at the basic education level. Meanwhile, for students, the main factors in receiving learning in addition to internal conditions in themselves are also influenced by their external conditions such as the social and economic environment in which they live.

Ramdhani in his study revealed that the implementation of education, especially to form character, needs to be supported by a good educational environment [13]. The strong influence of the school environment to develop student learning creativity is a domain for teachers to pay attention to it [14]. Elementray School Sungai Miai 8 is located in an economic center environment in the middle of student boarding houses, markets and higher education. Such conditions certainly greatly affect students in receiving learning, especially when the economic conditions of parents are in the middle and lower economic status.

Most parents of students at Elementray School Sungai Miai 8 are dominated by those who work as traders in the miai river market. The rest are transport workers and only a few who work as employees. Such conditions can be interpreted that the educational process that occurs is highly charged to teachers in schools. In fact, the educational process also depends on how adaptive parents see the child's development [15–17]. The implication is that the burden of teacher responsibility both administratively and morally is enormous (Table 2).

The table shows the number of teachers, educators and students at Elementray School Sungai Miai 8. It can be seen that Elementray School Sungai Miai 8 has 9 (nine) teachers who are dominated by 8 (eight) female teachers and 1 (one) male teacher. Then the educators who are operators and school guards total 3 people. The number of students that exists until now is as many as 110 people. In the context of this resource, teachers with the status of Civil Servants (PNS) totaled 3 (three) people including the principal, government employees with contract agreements (P3K) totaled 4 (four) people and honorary teachers including honorary educators totaled 3 people. Then the status of teachers who have a professional certificate (certification) only amounts to 1 (one) person.

Such conditions certainly affect the process of providing education, not to mention the administrative burden of a teacher such as managing school operational assistance funds (BOS), accreditation and so on are factors that become a teacher's tendency to fulfill the activities of the teacher. This at least has an influence on a teacher in returning to learning in adapting the development of teaching and learning due to such a large administrative technical process.

Table 2. Number of Teachers, Educators and Students Sungai Miai State Primary

Gender	Teacher	Educators	Student
Male	1	2	59
Female	8	1	51
Amount	9	3	110

3.3 Human Resources (Teacher and Student Interaction and Environment)

Sometimes, some education policies at the central level can be directly implemented and some that cannot be implemented directly by the regions. The readiness of the district in accepting policies, especially the school organizers, determines the success of a policy. Local Governments through the field of related education, for example, always try to socialize and announce what are the latest and latest policies, but the readiness of education providers in schools must inevitably be ready to implement them.

For example, the zoning policy in the admission of new students applies throughout the territory of the Republic of Indonesia. Such a policy is good enough to eliminate discrimination in school status, for example between favorite and un favorite schools. However, the level of trust of parents, for example, is still fulfilled by the desire that their children should go to their favorite school even in domicile conditions that are far from their favorite schools. This is a tendency for the quality of education to be improved.

Elementray School Sungai Miai 8 this year will graduate 25 (twenty) five students. Meanwhile, until today in the admission of new students (PPDB) for the 2022–2023 School Year, there are only 13 (thirteen) students who register. Reflecting on the previous year's PPDB (the last two years), namely in 2020 and 2021, students who attended Elementray School Sungai Miai 8 only amounted to 13 (thirteen) people for grade 1. This indicates that if the graduation rate is greater than the admission rate, then there will be the possibility of merging schools within the radius of the nearest school.

It would be a pity if there was a merger of schools. Automatically the number of primary schools will decrease, the existing teachers and educators will also have to adapt to new things. The power of socialization and the potential of schools must be encouraged, so that the policy is only limited to discourse. *Penyertaan partisipasi publik dan kolaborasi antar stakeholders sangat diperlukan.* The school age rate at the primary education level also accompanies the influencing factors in the admission of new students. This is also largely determined by the number of residents in the Miai River area.

Quality education can be seen from the condition of adequate school infrastructure and the state of competent teacher resources. The education providers at Elementray School Sungai Miai 8 certainly accept and are ready always with any policy that has been issued by the Government. The government does not necessarily implement it directly, but is preceded by training, socialization to a common understanding in order to create common perceptions in policy. Likewise with other policies such as BOS, curriculum and other technical matters.

4 Discussion

Policy evaluation at least has its own dimensions and complexities. Trochim suggests that a series of efforts involving variations, dimensions and activities are diverse according to the complexity of the process [18, 19]. Tentative taxonomy is needed in policy evaluation to develop policies (Fig. 1).

Objectives, participation, capacity building, management, roles, processes and methods, use and meta evaluation are the parts that must be considered in the policy evaluation

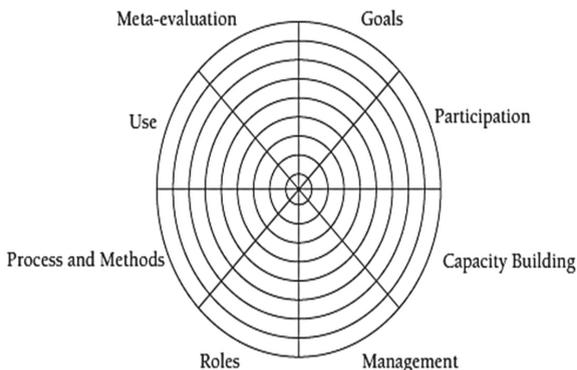


Fig. 1. Wheel of Policy Evaluation

process as revealed by Trochim. The bottom line is that evaluation is to assess the process, effectiveness and impact to improve programs and accountability. In the context of basic education policy, at least the evaluation process as revealed by Trochim must occur on an ongoing basis. It is not easy to manage an education, especially education providers must understand everything related to the nature of education policy.

The objectives in education are clear and normatively stated in Law Number 20 of 2003 concerning the National Education System which is then handed down to technical arrangements in the form of Ministerial Regulations to Regional Regulations and even Decrees related to education. At least education is a conscious and planned effort to create a learning atmosphere and learning process so that students actively develop their potential to have spiritual, religious, self-control, personality, intelligence, noble character and the necessary skills of themselves, society, nation and state.

Then, Law Number 23 of 2014 concerning Regional Government is the embodiment of decentralization which as a whole covers various fields including education. At least this is part of how a reform in the field of education can be carried out. Then also the authority of local governments in managing education in their respective regions will be greater. The case as Elementary School Sungai Miai 8 which has been revealed is one of the examples of cases of basic education dynamics in Indonesia. The hope of decentralization in the field of education will at least have an impact on expanding access to education, improving quality, efficiency and effectiveness of implementation.

Kuswandi emphasized that the implementation of decentric education is at least the most important thing is the availability of funding for the implementation of education [20]. Weak regional funding in the field of education often makes the condition of education infrastructure run not optimally as happened in elementary schools in Banjarmasin City, especially SDN Sungai Miai 8. The condition of such infrastructure certainly greatly affects the effectiveness of the implementation of education, however, the demands of the nature of education must be met properly, it's just that the supporting factors are still not optimal.

Figure 2 explains the concept of the effectiveness of the implementation of education revealed by the author. Local Governments function in following up on anything that has become a complaint and expectation in the process of providing education. Meanwhile,

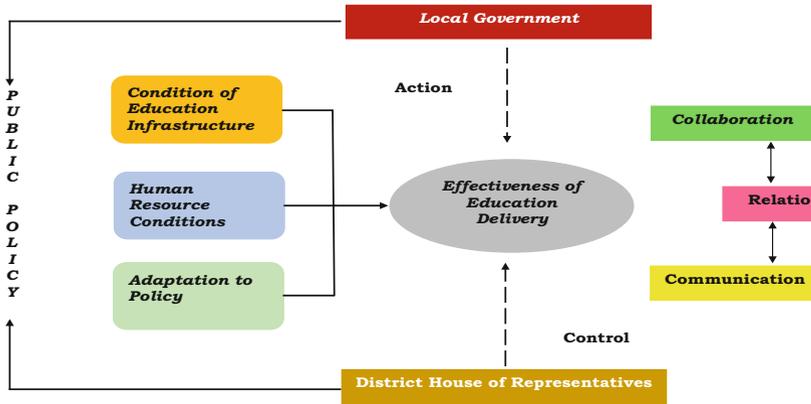


Fig. 2. The Concept of Effectiveness of Education Implementation (Processed Author, 2022)

the Regional People’s Representative Council, especially those in charge of education, function as a control in the implementation of education. The condition of infrastructure, the state of human resources and adaptation to policies largely determine the effectiveness of the implementation of education in schools. As stated in the results, a good relationship between the organizers and related actors in the field of education can determine the continuity of education implementation. At least this is a strong foundation for the organizers in maintaining the existence of education.

Another thing that is no less important is how coordination and collaboration are carried out. Policy synergy must be established in order to create harmonization between the organizers and actors. The role of evaluation in policy is important. The era of desentralization in the field of education is certainly the main capital for local governments in improving the condition of education in the regions. Every change that occurs certainly has a positive and negative impact. The era of decentralization of education certainly contains noble things, but the readiness of the regions in implementing it is still fairly firm in preparing schools according to the standards that have been determined by the center. The importance of participation between parties related to education to jointly realize the conception of ideal education is the main thing.

5 Conclusion

The effectiveness of the implementation of education at Elementray School Sungai Miai 8 has been running well, which can be seen from the condition of infrastructure, human resources interacting with each other and the response of education providers. Despite the limitations, the School must continue to run. The school factor that is in the lower middle economic environment turns out to determine the interests and choices of students in attending school.

Relations between education providers, be it those in the legislative institution (DPRD), the executive (Dinas Pendidikan) must actually continue to be maintained in order to improve the continuity of the process of providing education at Elementray

School Sungai Miai 8. Although the implementation of education can be seen from the condition of infrastructure, the human resources at Elementary School Sungai Miai 8 are sufficient, it's just that it needs to be improved every school year.

The discourse of merging schools is indeed a concern for all organizers at Elementary School Sungai Miai 8, the need to strengthen the socialization of admission of new students is the main thing by of course utilizing all the potential that exists including technology and media sosial.

The government through the Ministry of Education, Culture, Research and Technology has issued an independent curriculum base for elementary schools that can be implemented according to the needs and context of their respective elementary schools. This aims to strengthen students towards PANCASILA in order to create knowledge as a strengthening of character and learning from the environment.

Effective decentralization of education actually involves not only the process of granting large authority and funding from the Central Government to local governments, but decentralization must also touch on giving greater authority to schools in determining policies related to the implementation of education.

Acknowledgements. This article is presented for the common good and progress in the field of education, especially for the Sungai Miai State Elementary School 8 Banjarmasin City. To all education providers, continue to strive in advancing education. Even though it is in a state of shortage, education must continue.

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