The Implementation of School Operational Assistance Program Policy at Primary School Levels

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Abstract—**The primary school fund of School Operational Assistance in Sampang in 2018 that has been managed in various way is Rp. 55,347,200,000. The purpose of this resarch is to describe the interpretation process, organization, and application of School Operational Assistance program policies by using qualitative research approach with a case study design. Data collection technique used by the researcher are interviews, observation, and documentation. Research data analysis with condensation data, presentation, and conclusion. In checking the validity data, the researchers use the credibility data with triangulation method and triangulation sources, transferability, dependability, and conformability.**

Keywords: education policy, policy implementation, School Operational Assistance

I. INTRODUCTION

School operational assistance program or know as school operational assistance, is actuality intended to reduce the burden of poor people who cannot send their children to school so that compulsory education program targeted by the government will be achieved. As contained in the minister of education and culture regulation no. 1 of 2018 concerning technical guidelines for school operational school operational assistance which lists the objectives of school operational assistance. One of them is "providing equal opportunities for students whose parents/ guardians cannot afford to get affordable and quality education service".

The presence of the government program (school operational assistance) at every level of education, especially primary school, is very helpful in the process of managing education in school. For example, the management of school facilities and infrastructures, it is expected that with the funding of school operational assistance fund can meet the needs of school facility and infrastructure such as learning tool and media, tables and chairs of teachers and students. Minister of education and culture regulation number 1 of 2018 concerning technical guideline for school operational assistance fund are allocated for the provision of education at primary school, junior high school, senior high school, vocational school, etc. The existence of a school operational assistance program is expected to meet the educational needs in schools to help them in providing regular in school personnel so that the educational process in a school can be carried out as well as possible.

Technic of implementations school operational assistance program is managed by an education unit independent to support all school needs in improving the quality of school learning needs by referring to the regulations that have been made by central government. The school operational assistance program is given to the school where basic or secondary education data is registered in the central education office data in the form of giving a sum of money based on the number of student. Level of Primary School of Rp. 800,000/ student/ year, school level of junior high school/ high school/ peer/ junior high school is Rp. 1,000,000, - / student/ year.

In Sampang, the school operational assistance program in the 2018 at Primary School reached Rp. 55,347,200,000. The use of school operational assistance is for personnel expenditure of Rp. 29,430,000, for instance. Expenditures for goods and services Rp. 55,317,770,000. Expenditures for goods and services consist of expenditure on school operational assistance funds amounting to Rp 55,275,051,500. Expenditures of funds for funds School operational assistance is provided to 618 institutions in 14 sub-districts throughout Sampang. On average, Primary School per subdistrict receives Rp 1.5 billion to Rp 8 billion. Primary School in Kedungdung received Rp 4,589,415,735, Banyuates Rp 5,231,674,765, Camplong Rp 5,341,469,374, Jrengik Rp 2,522,244,875, Karang Penang Rp 2,250,514,159, Ketapang Rp 4,678,775,345, Omben Rp 4,749,138,446, Pangarengan Rp 1,961,152,811, Robatal Rp 2,713,146,636, Sampang Rp 8,263,856,466, Sokobanah Rp 4,565,290,807, Sreseh Rp 1,590,605,296, Tambelangan Rp 3,915,646,609, and Torjun Rp 2,901,720,176. The head of

Sampang education office primary school said that the 55 bilion budget could go up and down. The reason is that the report in accordance with the number of student can go up and down as well. The budget could rise to 60 bilion.

II. METHOD

The purpose of this study is to analyze and describe the process of implementing program policies for operational assistance at primary school level in Sampang. This study uses a qualitative research method with case study design. Data collections are done through interviews, observations, and documentation. Research analysis with data conversation, presentation, and conclusion. Checking the validity data using credibility data with triangulation method and triangulation source, transferability, dependability, and conformability.

III. RESULT AND DISCUSSION

A. Implementation Policy Proces

1. Policy Interpretation

Sampang district education office uses only School Operational Assistance technical instructions as a guide in implementing School Operational Assistance program policies. The process of elaborating the School Operational Assistance technical instructions was carried out through a socialization meeting of School Operational Assistance technical guidelines for various sub-districts in Sampang. The purpose of the meeting to socialize or explain the contents of School Operational Assistance technical guidance. The meeting was attended by district School Operational Assistance team, School Operational Assistance treasurer regional coordinator, school principals and school treasurers in each sub-district. In accordance with Widodo (2012, p. 92) said, explaining the standard operating procedure that every policy implementation requires the existence of a standard operating procedure (SOP) as guidelines, instructions, demands, and references for policy actors to find out what must be prepared and carried out, who is the target, and what things are to be achieved from implementing the policy.

In line with the statement above, the importance of the SOP in a policy implementation is explained by [1]in an IOSR Journal of Pharmacy journal describing sops are necessary to achieve quality performance and quality products / preparations. a standard operating procedure (sop) is a routine or repetitive activity which is followed by employees in an organization.

The process of describing the School Operational Assistance program policies carried out by the service to the policy targets went well and was carried out well because it was supported by the first communication factor of School Operational Assistance program policies carried out through

the utilization of the existence of the School Operational Assistance treasurer Regional Coordinator per sub-district as a connector or channelling information from the office to school with social media such as WhatsApp, facebook, etc. The things that are communicated are everything that is related to the School Operational Assistancepolicy that is carried out intensely from the Office to the policy target (School). This is in accordance with [2][3] in a journal IOSR Journal of Business and Management describes the first requirement for responsible implementation of a decision must know what they are supposed to do. Orders to implement a policy must be consistent, clear and accurate in specifying the aims of the decision-makers.

The same thing about the importance of communication disagreed by Agustino (2008, p.151) gives an explanation that knowledge of what they will do will work if communication is going well, so that each policy decision and implementation regulation must be transmitted to the appropriate personnel section. In addition, policies that are communicated must be precise, accurate, and consistent. About good communication Kholis (2009, p. 105) explains that poor communication with employees will cause the work to not be done properly.

The two factors of human resources are understanding the contents of the School Operational Assistance program. The purpose of these conditions is to expedite the process of managing School Operational Assistance funds at school. This statement is in accordance with what was explained by [2][3] in an IOSR Journal of Business and Management explains no matter how clear the implementation of orders are, if the personnel responsible for carrying out policies lacking effective resources, policymakers will be disappointed in the results. And [4] explains the importance of human resources by saying that human resources are what make other resources work. When human resources are competent and professional but not being supported by available funding, this will hinder the implementation of policies.

The process of describing School Operational Assistance program policies by School Operational Assistance program policy targets was carried out through a meeting on the preparation of School Work Plans and Budgets attended by all school resident, committees, and including inviting representatives of one from parents. The purpose of meeting to explain and the use or utilization of School Operational Assistance fund that had been received by the school to all school members, parents, so that transparent and open policy was explained by the school to the community. This is in line with what was said by Dye [5]that the implementation of policies carried out through the bureaucracy, public budget, and organized executive agent activities. In line with this statement, [6] in a Public

Administration journal mentions the form of policy implementation including activities such as through education and skills, capital assistance or revolving funds, improvement programs, and through mentoring activities by related apparatus.

The process of elaborating policies by policy objectives (schools) is also supported by the communication process carried out by policy objectives to reach the community. The communication of the School Operational Assistance program by school, the first was carried out through the School Activity And Budget Plan meeting of School Operational Assistance funds by explaining the use of School Operational Assistance funds to all members of the meeting consisting of school residents, school committees, and parents representative. The aim is that there is openness in the use of School Operational Assistance funds. *The second* is through a teacher meeting, which is to mention all forms of expenditure from School Operational Assistance funds for school need. The third is done through daily conversations with the principal or teacher regarding the use of School Operational Assistance funds. This is in accordance with that described by [5] explained, public policy information needs to be conveyed to policymakers so that policy actors can know, understand what is in the content, objectives, direction, policy target groups so that policymakers can prepare correctly what must be prepared and done to carry out public policy. In line with this opinion, Hanney [7]states that the organization consists of a number of people; it involves interdependence; interdependence all for coordination; and coordination requires communication.

2. Policy Organizing Phase

The organization of the School Operational Assistance program at the District Education Officeconsisted, the first steering team which was held by Head of the Sampang District Education Office. The second responsible teams are held by the head of Primary School Development. The third implementing teams are held by the Head of Institutional Development Section, Students, Elementary Funding. The fourth are responsible for the data held by the program and planning sub-section staff. And the fifth, there is a monitoring and evaluation unit and service and handling of public complaints that are held by staff in the field of primary education. In addition, the district School Operational Assistance management team also has the School Operational Assistance treasurer Regional Coordinator outside the official structure of the district School Operational Assistance management team. The Regional Coordinator is formed by the function as a distributor or linking information regarding the School Operational Assistance program policy from the Office to

the school.[5]explains that the management of policy implementers in this case is emphasized in determining the pattern of leadership and coordination in implementing a policy. If the policy implementer involves more than one institution, it must be firm and clear the pattern of leadership which is used, whether using a collegial pattern, or one of the institutions appointed as coordinator.

In line with this, Edward III [8]In a journal of Public Administration Journal, states that the bureaucracy structure includes aspects such as organizational structure, division of authority, relationships between organizational units that exist in an organization that concerned, and organizational relations with outside organizations and so on. The same thing expressed by Galbraith and Greenberg [9] in an International Journal of Scholarly, Academic, Intellectual Diversity said that the term organizational structure of the formal configuration between individuals and groups regarding the allocation of tasks, responsibilities, and authority within the organization.

The organization of the School Operational Assistance program's policy work in the school as the target of School Operational Assistance program,consisted the first being responsible for implementing School Operational Assistance program policies held by the principal. The principal is fully responsible for the management and budgeting of School Operational Assistance funds at the school. The second, School Operational Assistance treasurers are schools that are held by teachers as managers and those responsible for collecting School Operational Assistance funds. The Third, there are parents' representatives outside the school committee as members or part of the School Operational Assistance program implementation at school. And the fifth it is the data collection responsibility held by the school treasurer. Especially, there is an assistant treasurer held by the teacher whose function is to assist the school treasurer in recording all income and expenses that exist in the school as well as the money holder of School Operational Assistance funds. [5] explains this stage is more directed to the process of regulating and determining who is the implementer of the policy; determination of budget; determining what infrastructure and facilities are needed to implement policies work procedures; and the determination of the management of the implementation of policies including the establishment of leadership patterns and coordination of policy implementation.

In line with the statement, Edward [10]in a Policy and Public Management journal, gave an explanation regarding the bureaucratic structure, with saying that the bureaucratic structure was seen as the existence of a standard operating procedure (SOP) that regulates the workflow and program implementation or routine

procedures that govern the working mechanism of the policy implementation process. In this SOP, it is necessary to avoid the appearance of "fragmentation" which often occurs in organizations, but this can be overcome through coordination mechanisms.

The same thing was also explained by Mintzberg [9] in an International Journal of Scholarly, Academic, Intellectual Diversity describes the function of organizational structure for organizations by stating that organizations can be differentiated along three basic dimensions: (1) the key part of the organization, that is, the part of the organization that plays a major role in determining its success or failure; (2) the prime coordinating mechanism, that is, the major method of the organization uses to coordinate its activities; and (3) the type of decentralization used, that is, the extent to which the organization involves subordinating in the decision-making process.

Organizing or division of tasks is created because of the need for bureaucratic structure factors in a policy implementation. The bureaucratic structure factor is the process of implementing the School Operational Assistance program policy in schools as well as the school Operational Assistance management team with the appointment or appointment of human resources teacher as managers of school Operational Assistance funds through a decree from the school principal as School Operational Assistance school treasurer. Edward III[5]said that this structure includes aspects such as organizational structure, division of authority, relations between organizational units, and organizational relations with outside organizations, and so on .

In line with the statement, [5]gave a similar explanation regarding the determination of the management of policy implementers by writing that the management of policy implementers in this case emphasized the establishment of leadership and coordination patterns in implementing a policy. If the policy implementer involves more than one institution, it must be firm and clear the pattern of leadership used, whether using a collegial pattern, or one of the institutions appointed as coordinator.

The same thing also explained in anInternationalJournalof Business and Social Science explains that organizational structure is the construction or shape and determines the internal structure of relationships prevailing in the organization, it illustrates the divisions or units of the play and branch are required to achieve the objectives of the organization.

3. Application / Policy Implementation Phase

The implementation of School Operational Assistance program policies is related to the utilization or use of School Operational Assistance for library development; new student admission; learning and extracurricular activities; learning and extracurricular evaluation; honoraryteacher professional development, as well as the development of school management; power and service subscriptions; school facilities and infrastructure maintenance and care; and is used for payment of honorarium for educators and education staff. [5]that the application stage is a manifestation of the implementation of each activity in the stages mentioned earlier. [3]in an IOSR Journal of Business and Management said that implementation is just as important as the decision itself since during the implementation stage contending views of various actors, including public officials, are carefully worked out. The subject matter of the dispute which could have been postponed during the initial stages of policy-making must now be resolved methodologically and practically.

The implementation of the School Operational Assistance program policy was supported by several factors, including *the first* factor of human resources namely understanding the contents of the School Operational Assistance program. Other requirements that HR must understand about IT, can operate a laptop or computer and Microsoft word and Microsoft Excel programs because the management of School Operational Assistance funds uses the School Activity And Budget Plan application provided by the service using the Microsoft Excel program. This is in accordance with Rivai by saying that human resources are someone who is ready, willing and able to contribute efforts to achieve organizational goals. HR involves humans who are able to work to provide the service or business. The same thing was also conveyed by in an International Journal of Academic Research in Business and Social Sciences saying Human resource refers to the capabilities of human persons to perform task this means that those who are not capable of performing tasks will not be regarded as human resources.

The second, factors of financial resources are an incentive system for School Operational Assistance program managers already in the Office budget which is disbursed once a year. Whereas in the School Operational Assistance program policy target the incentive system for managing School Operational Assistance funds for public schools with student numbers 0-200 honoraria is Rp. 200,000, - / month. Whereas for private schools amounting to Rp. 250,000, - / month in accordance with the technical guidelines that 50% of the School

Operational Assistance budget for the honorarium costs of education personnel and education in schools. In accordance with what was said by Edward [11] in a journal of Government Science, by saying other resources that also have sufficient influence on the implementation of policies are budgetary resources. The limited budget will hamper the implementation of the program, the limited budget available will also affect the quality of servants given to the community.

The statement was clarified by Matocchio in a journal the European Scientific Journal explaining the concept of incentives defining it as compensation, other basic principles and salaries that are according to employees' attainment of some standards, such as determined benchmarks, individual or group goals or organizational earnings. The level of motivation received by an employee as reflected in the satisfaction with the base pay package and other incentives goes toinfluencingthe employees' attitude to work, loyalty, performance and job satisfaction.

The third, factor of facilities and infrastructure.The process of implementingSchool Operational Assistance program policy islaptops, computers and printers to manage programs or applications related to School Operational Assistance program policies both in the Office and at school. In accordance with what was said by Edward III [11] in a Government Science journal, it said facility resources were one of the supporting successes of policy implementation. Equipment resources such as buildings, land and facilities will all facilitate service delivery in policy implementation.

The Fourth, The disposition factor or attitude shown by the school is an attitude that immediately performs tasks quickly and well, can operate IT devices, be honest, deft or responsive, open-minded, etc[3]in an IOSR Journal of Business and Management (IOSR-JBM) journal explaining that the natural tendency of public officials is important because they should not know and have the capacity to implement a specific policy, but they must also desire to carry it out if the implementation is to proceed efficiently and economically.

B. Results of Policy Implementation

This use is applied in the application document for the use or utilization of School Operational Assistance funds, which is referred to as the School Activity and Budget Plan. The School Activity And Budget Plan contains the 1 year School Budget and Activity Plans, School Budget and Activity Plans per Quarter, School Activity And Budget Plan Per Quarterly Recapitulation, Per-Component Recapitulation Per School Activity And Budget Plan Quarterly, Recapitulation of Plan for Use of School Operational Assistance Funds, Minutes of School Operational Assistance Fund Usage Agreements, and Proposed Use of School Operational Assistance Funds. This is in accordance with what is mandated in the Minister of Education and Culture Regulation of the Republic of Indonesia number 1 year 2018 regarding Technical Guidelines for School Operational Assistance, which states that the objective of the School Operational Assistance program is to help provide funding for non-school personnel operating costs, but there are still some personnel payments that can still be paid from School Operational Assistance funds; freeing school operating fees for primary school / extraordinary elementary school / Junior high school / extraordinary junior high school students organized by the central government or regional government; ease the burden of school operating costs for elementary / elementary / junior high school / junior high school students organized by the community; and / or free the levies of students whose parents / guardians cannot afford at primary school / extraordinary elementary school / Junior high school / extraordinary junior high school held by the community.

The results of the implementation of the School Operational Assistance program policy by school funds including: the development of a library of Rp. 16,080,000 / year; new student admissions amounting to Rp. 399,000 / year; learning and extracurricular activities amounting to Rp. 4,048,200,-/year; learning and extracurricular evaluation activities Rp.3,144,200/ year; school management amounting to Rp. 36,097,738.56 / year; power and service subscriptions of Rp. 1,920,000 / year; maintenance and care of school facilities and infrastructure of Rp. 7,762,000 / year; and is used for payment of honorarium for educators and educators of Rp. 11,000,000, - / year.

The second school, funds are used for library development in the amount of Rp. 9,440,000 / year; new student admissions amounting to Rp. 117,400,-/year; learning and extracurricular activities amounting to Rp. 720,000,- / year; learning and extracurricular evaluation activities of Rp.1,438,600/year;honorary teacher professional development, as well as school management development of Rp. 96,000,-/year; power and service subscriptions of Rp.120,000,-/year; school facilities and infrastructure maintenance and care Rp. 3,000,000 / year; and is used for payment of honorarium for educators and education staff of Rp. 19,800,000, - / year. Accordance with mandated in the Minister of Education and Culture Regulation of the Republic of Indonesia Number 01 Year 2018 concerning Technical Guidelines for School Operational Assistance that the use of School Operational Assistance funds that must be considered is that schools are obliged to use part of School Operational Assistance

funds to buy the main textbooks for lessons and teacher guidance in accordance with the curriculum used by schools; the use of funds whose activities are in the form of activities, costs that can be paid from School Operational Assistance include office stationery or multiplication of material, the cost of preparing the place of activity, honorarium of local resource persons according to the standards of local general costs, and/ or transportation/ consumption of the committee and resource persons if needed and in accordance with the provisions legislation; etc.

IV. CONCLUSION

1. Interpretation Stage

The Education Office only uses School Operational Assistance technical instructions as a guide in implementing the School Operational Assistance program in Sampang. The process of elaborating the contents of the School Operational Assistance technical guidelines was carried out through a socialization meeting of School Operational Assistance technical instructions to various sub-districts in Sampang district attended by the district School Operational Assistance team, School Operational Assistance treasurer regional coordinator, school principals and school treasurers in each sub-district.

The process of describing School Operational Assistance program policies by school was carried out through a meeting on the preparation of School Activity and Budget Plan attended by all school residents, school committees, and including the invitation of representatives of one from parents. The process was also supported by the process of communicating policies by policy objectives conducted through teacher meetings, and daily communication.

2. Organizing Phase

The organization of the School Operational Assistance program at the district level consisted of the steering team, responsible teams, implementing teams, responsible for the data, monitoring and evaluation unit and service and handling of public complaints, and treasurer regional coordinator was outside the official structure of the district School Operational Assistance management team.

The organization of School Operational Assistance program policies in the school consisted: charge of implementing the School Operational Assistance program policies, School Operational Assistance treasurers, there are parents' representatives outside the school committee, there is the person in charge of data collection held by the school treasurer, and there is an assistant treasurer.

3. Application Phase

The implementation of School Operational Assistance program policies in school used for library development; new student admission; learning and extracurricular activities; learning and extracurricular evaluation; honorary teacher professional development, as well as the development of school management; power and service subscriptions; school facilities and infrastructure maintenance and care; and is used for payment of honorarium for educators and education staff.

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