

Institutional Capacity Strategies in Implementing Basic Education Policies in the Border Region

By

Aty Susanti

E.mail: aty.susanti@stiabandung.ac.id

Wahidin Sinaga

E.mail: wahidin.sinaga@stiabandung.ac.id

Slamet Gunawan

E.mail: slamet.gunawan@stiabandung.ac.id

Abstract

This study aims to 1) analyze the implementation of basic education policies; 2) analyze institutional capacity in implementing basic education policies; and 3) formulating appropriate institutional capacity strategies in implementing basic education policies in border areas in Sanggau Regency, West Kalimantan. The research was conducted at the Education Office, the National Border Management Agency (BNPP), and the Regional Personnel Agency (BKD) Sanggau Regency, West Kalimantan. This research uses a qualitative approach with a case study approach. Data collection techniques with questionnaires and in-depth interviews and FGD techniques. The data analysis techniques used are (1) qualitative and quantitative SWOT Matrix techniques, (2) Institutional Capacity scoring techniques refer to the Presidential Decree Number 59 of 2012 concerning the National Framework for Regional Government Capacity Development. The results show that the policies that have been implemented in Sanggau Regency include related to the improvement and distribution of teaching staff and teacher education through the GGD program. Findings related to the problems of implementing basic education in Sanggau Regency include problems of shortage, inequality, allowances, and mismatches in teaching subjects. The findings of Institutional capacity are good with a percentage of 83.4%, but still low in the aspect of organizational structure (the minimum number of human resources and large workloads), then Management SOPs and Public Service SOP are due to lack of understanding and low levels of compliance in implementing work according to SOP.

Keywords: Implementation, Institutional Capacity, Basic Education Policy

Introduction

Sanggau is one of several regencies located in the border area. Based on the Sanggau District Regulation No. 8 of 2011 it is explained that Sanggau is a district that borders Sarawak Malaysia. As an area on the border, Sanggau has various challenges that must be faced (Sanggau District Border Management Agency, 2011). Among them is the low level of Human Resources (HR) in the area. This is indicated by the low level of education and the low quality of community welfare as indicated by the uneven distribution of the population (Laili, 2018). The development of education for border areas leads to the sovereignty of the nation to be independent, resilient, and further to be more competitive with neighboring regions. Development efforts can touch aspects of human resources, as an important element of development actors and targets, because education is one aspect of development efforts for humans (Yovinus, 2017).

Published/ publié in *Res Militaris* (resmilitaris.net), vol.13, n°2, January Issue 2023

The development of education at the basic level requires more focused and serious handling, because at the basic education level it is a level to foster interest, hone thinking, body, and instinct skills. Sanggau Regency as a border area based on the essence of the FGD on the Implementation of Basic Education Policies in Sanggau Regency (Entikong, 21 March 2018) has several problems of lack of availability and equity-related to educational human resources such as teachers, school principals, and operators, as well as availability related to facilities. Educational support, such as classrooms, tables, chairs, religious facilities, library rooms, laboratory rooms. In addition, the problem of affordability of access to educational places is constrained by poor road infrastructure conditions or geographical conditions as well as the results of educational evaluations that are within the standard or even below national education standards, even though the graduation rate reaches one hundred percent.

Based on the problems and phenomena that appear in the realm of education, it is necessary to have a strategy through local government policies that are adapted to the national development priority agenda (Stensaker, 2021). One of the important points of the policy set by the government is through institutional capacity. Through its institutional capacity, an institution will be able to ensure the availability of quality basic education by minimum standards. It is based on the development of organizational resources such as facilities and financial domains (Rozikin et al., 2021).

Related to this, institutional capacity in implementing education policies, especially in basic education, needs to be supported by the right strategy. Having the right institutional capacity strategy is a prerequisite for the absence of a policy that is implemented but does not achieve optimal targets and results (Ratnasari, 2019). Based on the explanation above, the researcher is interested in analyzing and reviewing the capacity strategy of educational institutions in implementing a policy, especially for remote areas. The focus of this research is to examine institutional capacity strategies in implementing basic education policies in remote areas. Therefore, the title of this research is "Institutional Capacity Strategies in Implementing Basic Education Policies in the Border Region".

Literature Review

Public Policy Concept

Public policies are policies developed by institutions and government officials. There are five things related to public policy, namely (1) activities carried out have a goal orientation (2) policies are models and patterns of actions taken by government officials regarding policies that are at their discretion (3) policies should contain concrete actions taken by the government (4) the form of the policies set can be positive or negative (5) positive public policies are based on legal provisions and authorities (Ramdhani & Ramdhani, 2017). The ultimate goal of public policy carried out by the government is to achieve public welfare through the provisions implemented by the government (Wahab, 1991).

Basic Education Policy

Basic education policy is part of the policy made by the government, in making and deciding a policy there are many factors in it so that at the implementation stage the policy can be implemented properly, along with an explanation of the policy. Basic education is the initial level of education from the first nine years of schooling. In the final period of basic education, students must follow and pass the National Examination (UN). In other words, the UN is a graduation requirement used to continue to a higher level of education.

Various efforts have been made to achieve the goals and targets of quality education. Basic education in Indonesia is still dependent on educational institutions that are formal, conventional, and non-formal, both under the auspices of the government or the private sector. However, the problem that arises is the limited ability of these educational institutions considering the wide and diverse geographical and cultural conditions in Indonesia (Pramono, 2020). Therefore, as an effort to complete the nine-year compulsory education program in Indonesia, it is necessary to empower and utilize various social institutions as a forum and vehicle for education in the nine-year basic education program.

Concept of Educational Capacity and Institutions

Capacity building is defined as a process used to increase the ability of a person, group, organization, group, or the general public. The objectives are to conduct environmental analysis, identify problems, issues, and opportunities, design formulas, and strategies used to overcome problems and take advantage of opportunities, design an action, collect and use effectively on the basis of sustainable resources for implementation, monitoring, and evaluation and use of learning feedback (Nugroho Riant, 2008).

The purpose of capacity building is learning, starting with the flow of the need to experience things, reducing ignorance and uncertainty in life, and developing the skills needed to adapt to change. There are many factors that influence the implementation and success of capacity-building programs including joint commitment, leadership, regulatory reform, and institutional reform.

Research Methods

The research method used is a qualitative method because qualitative research is suitable for exploring a problem. The object of this research is the role of the education unit including the Principal, Teachers, School Supervisors, School Committees, and Students as well as the contribution of the roles of stakeholders (National Border Management Agency, Ministry of Education and Culture, and Sanggau District Government in West Kalimantan). This exploration is needed to study problems that are not easily measured. Explorative methods and content analysis are research methods used by researchers. This method was chosen to study a phenomenon in a real case (Creswell, 2015). The following are the stages of research conducted by researchers.

Discussion and Result

Overview of Sanggau District Basic Education Policy Implementation

Sanggau Regency is one of the regencies directly adjacent to the State of Sarawak, East Malaysia so the Sanggau Regency is the foremost area of the Unitary State of the Republic of Indonesia. Various problems related to the geostrategic aspects pose a challenge for the Sanggau Regency government in carrying out its development agenda. The strategic issues for regional development in Sanggau Regency are based on the education problems above, namely:

- a. Accelerating the achievement of 9-year compulsory education and pioneering 12-year compulsory education.
- b. Increasing accessibility, quality of health services, and community independence.
- c. Improving the quality of infrastructure for roads, bridges, irrigation, water resources, and energy.

- d. Acceleration of development of border areas and strategic areas.
- e. Acceleration of development and empowerment of district capital areas, sub-district capitals, and villages.
- f. Poverty alleviation, unemployment reduction and improvement of people's economic empowerment.
- g. Improving the quality and reach of social services and gender equality
- h. Increasing food security.
- i. Creative economy development.
- j. Cultural preservation with tourism development.
- k. Implementation of Good Governance and strengthening bureaucratic reform.
- l. Management and utilization of natural resources that pay attention to harmony with the environment.
- m. Enforcement of applicable laws and regulations.

Table.1 *General Strategy Formulation*

No	Education System Components	General Strategy
1	Education and Education Personnel	Provision of competent educators that are evenly distributed in districts and sub-districts. Provision of competent education unit management that is evenly distributed in districts and sub-districts.
2	Learning and Assessment	Provision of a learning system in accordance with the National Education Standards. Provision of reliable data and information as well as educational accreditation.
3	Facilities and infrastructure	Provision and improvement of quality formal education facilities and infrastructure that are evenly distributed in districts and sub-districts. Provision of subsidies to increase the affordability of quality formal education services that are evenly distributed in districts and sub-districts.
4	Funding	Provision of financing subsidies for the implementation of quality non-formal and informal learning systems that are evenly distributed in districts and sub-districts. Structuring the Organizational Structure to ensure the achievement of educational strategic goals and objectives.
5	Governance	Strengthening financial system accountability within the District Education Office. Strengthening accountability for the management of state-owned assets within the District Education Office. Strengthening the accountability of the district education office's internal control system.

Source: *RPJMD Kabupaten Sanggau Tahun 2014-2019*

From the education problems above, the Sanggau Regency education policy is directed as follows:

- a. Accelerating the achievement of 9-year compulsory education and pioneering 12-year compulsory education.
- b. Improvement of Early Childhood Education (PAUD)
- c. Increasing the eradication of illiteracy.
- d. Prevention of dropouts and improvement of student sustainability rates.
- e. Providing quality and affordable education for the community.
- f. Accelerating the availability and quality of educational facilities and infrastructure at all levels of education.
- g. Increasing and equitable distribution of teaching and educational staff.
- h. Higher education facilitation.
- i. Fulfillment of basic services (education, health, clean water, and energy) is the third priority program for Sanggau Regency until 2019.

The interrelated components of the education system also require attention to align the achievement of educational development strategies. The following is the formulation of the Sanggau Regency general strategy in the field of education.

The implementation of basic education policies in the Sanggau Regency is also faced with various problems. The following is a summary of basic education problems in Sanggau Regency based on the results of the FGD conducted by researchers:

Table 4.2 *Summary of Problems in Basic Education in Sanggau District*

No.	Temuan Masalah	Problem Finding
1.	SMPN 1 Sekayam (Kecamatan Sekayam)	<ul style="list-style-type: none"> • The area of Sekayam is quite wide, there are 6 public junior high schools, 10 state MTs in the Sekayam sub-district. • Policy from the center. Although most are in locations within the city. UNBK and UNBK are not all schools ready for national-based test center policies. • Previously, SMP 1 of the same class was going to propose as a model for the UNBK School, electricity was smooth, access was smooth. • 171 students, there are 32 computers, at least 62 units, so they don't carry out UNBK. The school's unpreparedness in implementing the UNBK is due to the limitations of the computer unit.
2	SDN 1 Semanget (Kecamatan Entikong)	<ul style="list-style-type: none"> • Basic education, especially elementary school in Entikong sub-district, is still not optimal in terms of output. The average national exam score is still low/below the standard. • Schools in rural areas are fragmented, affecting the effectiveness of learning.
3	SMPN Suruh Tembawang (Entikong)	<ul style="list-style-type: none"> • Order Tembawang to rank first in the most remote school in Sanggau District. • Student test scores are still below the standard • Still using the KTSP curriculum • The new school year inevitably runs

		Photographing education based on SNP and MSS references
4	SMPN 4 Satap (Entikong)	<ul style="list-style-type: none"> • Distance • Number of students, lack of space/ local. The amount does not meet the minimum amount. There are only 19 grade 9 students, only 14 grade 8 students, only 20 grade 7 students. • Infrastructure: laboratory. Not all have science labs • SMP3 don't have it, SMP4 doesn't exist • All libraries are available • Access communication • Educational allowance issues • Education Personnel Problems • Problems with educational facilities • Education is not evenly distributed, unlike neighboring
5	SDN 09 Lubuk Sabuk (Entikong)	<p>areas, especially in terms of information, we find it difficult to access information.</p> <ul style="list-style-type: none"> • Kecamatan Sekayam can compete nationally. • Constraints: • Urban education is advanced because of the cooperation of all parties. • We look at the culture of the community's orientation towards education. • The distance from Entikong to here is about 45 km. • The school participation rate/student school interest is still low. Education awareness is still lacking. • Expectation of synergy between schools, government, and the community.
6	SDN 11 Tapang Sebeluh	<ul style="list-style-type: none"> • Infrastructure facilities, less than 2 local. • There is no teacher housing, there is 1 GGD (still on contract). • Teachers are quite lacking in students. • Special allowances for 2 years have not received special border allowances. Those who are lazy even get allowances, even though the location is still far away.

Source: *(processed by myself based on FGD results)*

Based on the information in table 4.2 above, it is known that the problem of education policy in schools in Sanggau Regency is very complex, covering various aspects such as educators and education staff, problems with facilities and infrastructure, curriculum, accessibility, student problems, and others.

Implementation of Basic Education Policy in Sanggau District

The implementation of basic education policies in Sanggau Regency as one of the border areas has so far been faced with several basic problems. Let alone to achieve national standards, achieving the minimum service standards of education alone, there are still shortcomings from various sides. So in this case, research with a focus on the implementation of basic education policies in Sanggau Regency refers to the Minimum Service Standards for Basic Education. The most basic problem in Sanggau District is related to the difficulty in supplying teachers. Some teachers teach not by their fields, there is also a shortage of science and English teachers. Geographical reasons are one of the obstacles that are poor road

conditions, long distances to reach schools. There is very little chance of success in recruiting teachers from outside the province of West Kalimantan.

Second, related to curriculum issues. As we know that from 2015 until now, K13 has been confusing in its implementation, as well as in Sanggau Regency that elementary schools and junior high schools in Sanggau Regency have not all implemented the thirteenth curriculum (K13). As in Sekayam Sub-district, out of all schools, only 1 SMP has implemented K13, namely SMPN 1 Sekayam, so this school is used as a pilot for the implementation of K13. Not to mention the student learning outcomes assessment system at K13 that uses information technology systems, making it difficult for teachers who are less proficient in applying computers to become an obstacle in the overall curriculum system.

Third, related to the number of study groups or the indication of the class's capacity for several students. Like the conditions at SDN 1 Semanget and at SDN 09 Lubuk the class belt accommodates more than 32 students, this is certainly not by the education MSS which requires that at the elementary school level, the capacity for each class is not more than 32 students. This is an indication that the two schools lack local classrooms, this was also conveyed by the school in an interview session conducted by the researcher based on observations that additional classrooms were an urgent need for them.

Fourth, the condition of facilities and infrastructure is arguably the second crucial problem after complex problems related to teachers in Sanggau Regency. How not to refer to the SPM for basic education, most of which are not equipped with science, language, and computer laboratory for SMPN 1 Sekayam and SMP 4 Entikong, while SMP Suruh Tembawang has a science laboratory, but there are no science teachers and no practical tools are available. Furthermore, the library is a repository for the availability of books for reading, the average condition is not suitable for function, there are no chairs and tables for students to read, and the narrow room is also less representative, with shabby room conditions. In addition, the condition of the worst classrooms, namely SDN 1 Semanget and SDN 09 Lubuk Sabuk, was in a shabby condition and there were holes in the roof of the classroom, the condition of the student's desks and chairs were partly fragile. The same thing happened at SDN 11 Tapang Sebeluh, but for the past 2 months the school has received assistance from 3 local classes of course with new tables and chairs, but the other 3 classes are in shabby condition. The principal's office and teacher's room are all available in schools, although with varying conditions.

Fifth, related to the psychological condition of students in learning. The children are suspected to be less motivated in learning, less enthusiastic in welcoming lessons and doing assignments. This is caused by the lack of parental support for education. The orientation of the parents there towards their children is directed at helping their economic activities such as gardening/helping the fields, rather than going to school with a long travel time. The point is that economic factors urge parents not to involve their children in further education. In certain hamlets, the environment is not very supportive because the customs of the people who like to drink and gamble, set a bad example for children. Some of them are even threatened by the environment of adults with drug trafficking activities. There are school-age children, even those who are currently studying in junior high school, who are involved in drug trafficking activities.

Sixth, it is related to the problem of poor access to education services. This is felt well by all educational resources, especially for students whose schools are located at the far end of the border. As previously explained in the findings, the distance between settlements and

schools is that at SMP Suruh Tembawang several children spend up to 4 hours walking time to reach schools. The same thing is felt by teachers who are not accommodated in official residences provided by the government which is located not far from the school. At least for the teachers of SMP Suruh Tembawang and SDN 11 Tapang Sebeluh, it takes at least 2 hours of travel time to get to school, and even then when the road access conditions are good. However, when the weather is unfavorable, such as the rainy season, the road conditions are severe, muddy, and slippery, the travel time for SMP Suruh Tembawang teachers can increase up to 6 hours or more, while SDN 11 Tapang Sebeluh teachers have to look for alternative roads with longer distances. Long of course.

Seventh, the problem of educational supervision carried out by education supervisors is still lacking. With a very large area of Sanggau Regency, there are only 4 supervisors for basic education levels, and even then 2 of them are approaching retirement age. With these conditions and geographical constraints, it is difficult to reach schools for supervision. Even based on the results of interviews, some schools have never received a visit from the school supervisor. Supervision and guidance for school education resources should be important as a reciprocal for improving the quality of school education.

Educational Institutional Capacity

Of the ten aspects of measuring institutional capacity, aspects of organizational structure, organizational culture, regional financial capacity, financial ratios to population, financial ratios to regions, organizational management SOPs, public service standards, government work facilities and infrastructure, application of organizational management technology, and aspects of technology application. In public service management. The result of measuring the institutional capacity of the Education and Culture Office of Sanggau Regency is 83.4 percent. Despite this extraordinary achievement, there are still aspects that show low results and need to find solutions for capacity building/building. Indicators of organizational structure and SOPs for management and public services, in this case, education services, are the indicators that get the lowest score.

With the existence of the Sanggau Regency Education and Culture Office in its capacity to manage educational affairs in the region, it is important to have a solid capacity to realize educational goals. Referring to the description above related to the weak value in the organizational structure and SOPs for management and public services based on the results of the measurement of the Capacity of the Education and Culture Office of Sanggau Regency, it is necessary to focus attention on capacity building/development of the 3 aspects above. If strengthening institutional capacity is one of the methods used to achieve the goal, the participating institutions must state it explicitly so that it can be used as a comparison of options and evaluation results.

Capacity Strategy in Basic Education Policy Implementation in Sanggau District

Based on the findings, the problem of education in the Sanggau Regency is very complex, affecting all aspects starting from the problem of human resources education, educational support facilities, and infrastructure, accessibility problems, curriculum problems, low school participation rates, problems with the average length of schooling. However, as a border area, Sanggau Regency is also faced with other problems such as economic conditions. Socio-cultural conditions of the community, and are vulnerable to the smuggling of illegal goods, which disrupts the defense and security system. Institutional capacity strategies related to the education sector in this case are:

- a. Increasing the quantity and quality of education services.

- b. Attention to the development of educational infrastructure / improving the quality of infrastructure through a stable economy.
- c. Increasing education support financing and optimizing the management of operational costs and personal education costs
- d. Preparation of policies related to national curriculum standards and character education as a concern for the stability of nationalism and public morals

In its capacity to optimize the implementation of basic education policies in the Sanggau Regency, the local government in this case the Sanggau Regency Education and Culture Office has the right to cooperate with the community and various parties that can support the smooth running of basic education in Sanggau Regency. Knowing that there are several hamlets with customs or habits that have a negative impact on children's psychology, the Office needs to enter into an agreement or involve the community's active participation to prevent possible adverse impacts.

Thus the context of capacity associated with the above problem is the need to pay attention to the procurement or provision of professional and technical personnel. Activities carried out include training, salary/wages, setting conditions and working environment, and proper recruitment system (Keban, 2000). As has been done by the Department of Education and Culture, to boost compliance and work discipline of employees is carried out by paying attention to their welfare in the form of salaries and allowances.

The provision of salaries and allowances for employees is intended as an effort to maintain the moral values and ethos of workers. As Riyadi (2006) argues that the dimension of institutional capacity building related to human resources is a strategy to realize Good Governance to increase efficiency and effectiveness in maintaining moral values and work ethic. The efforts above are nothing but to ensure that the level of employee participation in a series of work is maintained with a strong commitment.

Conclusion

Based on the results of research conducted related to institutional capacity strategies in implementing basic education policies in Sanggau Regency, it shows that at the level of implementation of basic education policies in Sanggau Regency, they are still faced with complex problems and even touch all important aspects of basic education. In general, the basic education policies that have been implemented in Sanggau Regency are based on the RPJMN. The Sanggau Regency education sector policies to at least achieve the Minimum Education Service Standards include; 1) policies related to the improvement and distribution of teaching staff and teacher education; 2) policies related to the curriculum; 3) policies related to the Acceleration of the availability and quality of educational facilities and infrastructure; and 4) the creation of a special control book for schools that are far away by the Regional Government.

References

- Badan Pengelola Perbatasan Kabupaten Sanggau. (2011). Peraturan Daerah Kabupaten Sanggau Nomor 8 Tahun 2011 tentang Badan Pengelola Perbatasan Kabupaten Sanggau. BPPK Sanggau. <http://eprints.uanl.mx/5481/1/1020149995.PDF>
- Creswell, John W. (2015). *Penelitian Kualitatif & Desain Riset*. Yogyakarta: Pustaka Pelajar.
- Laili, N. A. (2018). *Pengelolaan Kawasan Perbatasan Dalam Pendekatan Kesejahteraan (Studi Di Kecamatan Entikong, Kabupaten Sanggau, Perbatasan Kalimantan Barat-Malaysia)*.

- Universitas Brawijaya.
- Keban T. Yermias. (2000). "Good Governance" dan "Capacity Building" sebagai Indikator Utama dan Fokus Penilaian. *Jurnal Perencanaan Pembangunan*, Jakarta.
- Nugroho, Riant. (2008). *Public Policy: Teori Kebijakan – Analisis Kebijakan – Proses*. Jakarta: Elex Media Komputindo.
- Pramono, J. (2020). *Kebijakan Publik*. In *Kebijakan Publik*. UNISRI Press.
- Ramdhani, A., & Ramdhani, M. A. (2017). Konsep Umum Pelaksanaan Kebijakan Publik. *Jurnal Publik*, 11(1), 1–12. <https://doi.org/10.1109/ICMENS.2005.96>
- Ratnasari, J. (2019). Pengembangan Kapasitas (Capacity Building) Kelembagaan Pada Badan Kepegawaian Daerah Kabupaten Malang. *Jurnal Administrasi Publik Mahasiswa Universitas Brawijaya*, 1(3), 103–110.
- Riyadi Soeprpto. (2006). Pengembangan Kapasitas Pemerintah Daerah Menuju Good Governance. *Jurnal Ilmiah Administrasi Publik, Volume IV (1)*, FIA UNIBRAW, Malang.
- Rozikin, M., Sofyan, M., Riyadi, B. S., & Supriyono, B. (2021). Institutional capacity as prevention of abuse of power of national standard policies for private Universities in Jakarta. *International Journal of Criminology and Sociology*, 10, 281–292. <https://doi.org/10.6000/1929-4409.2021.10.34>
- Stensaker, B. (2021). Building institutional capacity for student competencies: An organizational perspective. *International Journal of Chinese Education*, 10(1). <https://doi.org/10.1177/22125868211006200>
- Undang-Undang Dasar Tahun 1945.
- Undang-Undang Nomor 23 Tahun 2014 tentang Pemerintahan Daerah.
- Undang-Undang Nomor 20 Tahun 2003 tentang Sistem Pendidikan Nasional.
- Wahab, Solichin Abdul. (1997). *Analisis Kebijaksanaan Negara dari Formulasi ke Implementasi Kebijakan Negara*. Edisi Kedua. Jakarta: Bumi Aksara.
- Wahab, Solichin Abdul. (1991). *Analisis Kebijakan dari formulasi ke implementasi kebijakan Negara*. Jakarta: Bumi Aksara
- Yovinus. (2017). Model Pembangunan Kawasan Perbatasan, Kejahatan transnasional, Ancaman Keamanan dan Pelanggaran Hukum. *Jurnal Cakra Prabu*, 01(01), 86–105.
- Zajda, J. (2013). Globalization and Neo-Liberalism as Educational Policy in Australia. *Neo-liberal Educational Reforms: A Critical Analysis*, 107, 164.