

Effectiveness Of Bureaucracy In The Implementation Of Free Education System In The Department Of Education Makassar City

Muhammad Sawir, Rakhmat, Suryadi Lambali, Syahribulan

Abstract: This study aims to explain the effectiveness of the bureaucracy in organizing a free education system in Makassar City Department of Education. Deductive approach qualitative research through case studies. Data collected through observation, interviews, and documentation. Data were analyzed through data reduction techniques, presentation of data, conclusions, and verification. The effectiveness of the bureaucracy can be seen with the achievement of goals and objectives. Goals to be achieved, namely an increase in the quality of learners and students accepted in public schools as well as excellent schools higher education. While the targets are achieved, namely ease the cost burden of parents and educators to the addition of income and education in the implementation of free education system in Makassar City Department of Education. Based on the results of the research program of free education free education program in the Department of Education of Makassar achieve the look of; 1) the percentage of dropouts decreased, 2) continuing education enrollment rates increased, 3) grade repetition rate (learn remedial) is reduced, 4) increased student graduation rates, and 5) increased number of continuing education. With the achievement of these targets, the targets of free education in Makassar effective. In addition, the implementation of free education beneficial to the improvement of school facilities and infrastructure such as improved classrooms, leaking roofs and repair other means. Repair facilities and infrastructure for elementary school-high school showed a significant improvement.

Keywords: Effectiveness, Bureaucracy and Education Guide

1 INTRODUCTION

The National Education System Reform Era regulated in Law No. 20 of 2003 described in the indicators of the success or failure, it gives birth to Government Regulation No. 19 Year 2005 on National Education Standards are then described in the Regulation of the Minister of National Education. RI number 19 of 2007 on Education Management Standards By Unit Primary and Secondary Education. Quantitatively, the advancement of education in Indonesia is quite encouraging. However, the quality of education in Indonesia is still considered low and not able to meet the needs of the community will be a good quality of education services, mainly due to lack of education and the uneven and educators, both in quantity and quality, inadequate availability of learning facilities, especially books and tools props, and has not progressed quality control system and guarantee the quality of education, as well as the unavailability of operating costs required for the implementation of the quality of teaching and learning process. To be able to carry out the quality assurance of education is certainly the main basic capital is the desire to do so. In an effort to implement this need for a good system in order to guarantee this quality can be run properly.

This system should be based on the premise that correct the concepts and theories of quality assurance itself which then becomes the foundation that will lead to any kind of foothold in the right mindset based on proper academic study. On the basis of this mature concept, then the government can make regulations that provide guidance, reference and clear guidelines on how the quality assurance processes can be carried out properly. Likewise, the public can find out about how the actual process of education quality assurance will be given to them as user education. School as an educational institution which directly implement quality assurance, of course, also have to be able to stand on the right mindset to follow the regulations that have been issued by the government and implement with full rigor. The availability of adequate infrastructure is a vital factor for improving access and quality of education services. The more complete facilities and infrastructure, will be more effective teaching and learning processes implemented and students will more easily absorb any material being taught. Referring to the national standard for creating quality education, basic education service standards to be one part of the increase in the development of basic education in our country, starting measuring that performance of basic education services. So in essence it is the government officials especially those services Basic Education in Makassar City Department of Education is the key to the achievement of community development in the field of education. Effectiveness of education can occur due to various factors, educators, students, curriculum, teaching and learning programs, and facilities / infrastructure of education. Various components of the education system, namely: learners (raw input), instrumental inputs including educational personnel, and environmental inputs, from the perspective of educational management component of educational personnel is an important component in the implementation of the education system. Educational personnel, including personnel administrators, teachers, principals, is a very important component in the education system even though the concept adopted now is learner-centered education. The evidence suggests that although the quality of input raw but if there is a problem in educational personnel, both in quantity

- *Muhammad Sawir: Faculty Of Social Sciences and Political Sciences. Indonesia Timur University, Makassar Indonesia. Email: sawir.unhas@yahoo.co.id*
- *Rakhmat: Faculty Of Social Sciences and Political Sciences. Hasanuddin University, Makassar, 90245*
- *Suryadi Lambali: Faculty Of Social Sciences and Political Sciences. Hasanuddin University, Makassar, 90245*
- *Syahribulan: Faculty Of Social Sciences and Political Sciences. Hasanuddin University, Makassar, 90245*

and quality will lead to poor quality of output. From the perspective of educational management, educational problems can occur if the principal and the teachers are not able to become managers of a good education. These problems can occur due to: a) do not have sufficient knowledge of the concepts of management education, b) lack of understanding of the basic concepts of education, and c) no or less have the ability and characteristics as education manager, so it is not able to perform the role according to their status. The problem occurs because the quality of education managers errors in placement. A person who actually has not been or is not ready to be a leader because of certain factors he was appointed head of the school. Factors which cause management education does not work out as expected. Educational problems can also occur if the leaders of educational institutions more put himself at the head and not as a leader. As they head to act as a ruler, is accountable only to the boss, and perform tasks as request boss. If principals more acting as the head then he will empower all personal Difficulties that exist in order to Achieve educational goals.

LITERATURE REVIEW

A. The concept of effectiveness

Effective concept is derived from the English language that is effective, which means success, or something that is done successful. Effectiveness is derived from the word effective implies success at achieving the goals set. Effectiveness is always associated with the relationship between the expected results with the results that have been achieved. Effectiveness refers to the two interests that is both theoretically and practically, it means the existence of which is comprehensive thoroughness and depth of efficiency and goodness to obtain input on productivity. Effectiveness is a condition affecting a memorable thing, efficacy, business success, action or thing enactment. Effectiveness can be viewed from different angles (view point) and can be assessed in different ways and have a close connection with efficiency. As noted by Etzioni et al that the effectiveness, as follows: "As the level of success of the organization in an effort to achieve the goals and objectives" (Etzioni et al, 1985: 54). Effectiveness is the relationship between the output with the goal, the greater the contribution (contribution) output to the achievement of the goal, the more effective the organization, program or activity (Mahmudi 2005: 92). While Barnard (1938: 20) states that the effectiveness of an organization's proficiency in the specific objectives of the organization that is objective ("if it accomplished its objective specific aim"). In relation to the matters set forth above, then briefly understanding of the efficiency and effectiveness is, efficiency means doing or doing something right, "doing things right", while effectiveness is done or done something right on target "doing the right things ". The level of effectiveness itself can be determined by integration of the goals and activities of the organization as a whole, the adaptability of the organization to changes in its environment.

B. Concept of Bureaucracy

Etymologically the term bureaucracy derived from the bureau (in French) which means "desk" and Kratos (Greek) which means "rule". It is understandable that the bureaucracy is the people who work behind the desk in the office. And that sense

then growing. In the political context is defined as a form of bureaucratic apparatus of state government in implementing these policies through a series of stages or bureaus that each mandated or in determining the stage of policy adapted to the conditions and circumstances of the case at hand. According to Weber's ideal concept that can be used to compare the bureaucracy between the organization and other organizations in the world. Distinguish between actual events and the ideal concept of a particular organization, then we can draw an explanation of why it happened and what factors that distinguish it. Furthermore, according to him, the ideal concept would like to clarify that a bureaucracy or public administration that has a definite shape in which all of the functions carried out in a rational manner. The term "rational" it is the key concept of the ideal Weberian bureaucracy. Weberian bureaucracy has been widely interpreted as a function of a bureaucracy. A bureaucracy is a rational response to a series of objectives that have been set. It is a means to realize these goals. An official should not set goals to be achieved it. Goal setting is a political function becomes master. Any employee or officer in a government bureaucracy is the trigger and drive of a machine that does not have a personal interest. Weber (1947) discusses the concept of bureaucracy within the framework of authority and domination. The concept of the relationship of power that involves the ability of the people in power to impose their will on those who mastered. One question is the legal domination rational, ie the authority derived from a set of rules designed to achieve a particular goal. The concept of bureaucracy that is the essential element for the development of the organization. Different views expressed by Benveniste (1991), namely that the bureaucracy was imaged as something bad and should be eliminated even regarded as a disease. Bureaucracy is something the system of government in which power is on state officials organized in such a manner so as to endanger citizens. Beetham (1990) shows three main elements in the concept of bureaucracy. These three elements include:

1. The bureaucracy is seen as a technical instrument.
2. Bureaucracy is seen as an independent force in society, throughout the bureaucracy has a tendency inherent in the implementation of the function as a technical instrument,
3. The development of this attitude because the bureaucrats are not able to separate their behavior from its importance as a particular group of people.

Thus the concept of bureaucracy is limited to how the administration and organization into organized rationally (Thoha, 2003). The concept of a more moderate bureaucracy described, by Thompson (1976) which states that the ruling means for the government to carry out the mission of the organization. Bureaucracy was born as a reflection of the many kinds of needs that must be met so that we need a system administration and regulation systematic and well organized. Blau and Mayer (2000) calls the bureaucracy as the type of an organization that is intended to accomplish administrative tasks are great by the way systematically coordinate the work of many people within an organization. In theory, organizational changes within the framework of achieving the goal, not only because of the environment in which the organization is subject to change, but also the purpose of the organization itself also undergo changes. One of the basic assumptions developed in this view that the

organization is a rational institution with a view to achieving the goals set. The existence of a rational organization can be achieved with either through a clear rule with formal authority. The concept used is the bureaucracy as a organization and bureaucracy as the power that is run by officials. Thus bureaucracy is a concept that is usually used by a control system that is in the hands of officials who exercise power in an organization. In the development of the concept of bureaucracy are neutral in terms of understanding the bureaucracy should be neutral. Thoha (1987) argues that bureaucratic neutrality is cleaned bureaucracy of involvement in the political game. Bureaucracy is still required contribution in public policy-making, but the bureaucracy can not be justified for use executive leadership to achieve and maintain political power. Thus the need to instrument the State bureaucracy to meet the public interest. In addition, professional bureaucracy must (Widodo, 2001), meaning that the bureaucracy should have a sense of responsibility in carrying out the tasks, functions, and authority. Bureaucracy has an important role in the organization of government and development. In that connection, the role of the bureaucracy can be divided into three types (Widodo, 2001), ie as bureaucrats, political and professional. Bureaucracy as a mere bureaucrat in charge of carrying out what the policies that created the politicians. Bureaucracy as a politician, not just implement what the policies that created the politicians, but also come into play in determining the political in the sense that even dominate in determining what the direction, goals, objectives, and the substance of policy. Bureaucracy as a profession, refers to a particular occupation that demands special requirements like any other profession means bureaucratic positions can only be filled by those who have particular expertise in the field.

C. Concept System

System elements are interconnected to form an entity or organization (Amsyah, 2000: 4). While the system according Jogiyanto (2005: 1), is a network of procedures interconnected, gathered together to perform an activity or to accomplish a certain goal. In relation to this study the effectiveness of the bureaucracy in the implementation of free education system, the authors promoted several expert opinions are as follows:

- a. According Indrajit (2001: 2) argues that the system implies the sets of components owned by the element linkages between each other.
- b. According Jogianto (2005: 2) argues that the system is a collection of elements that interact to achieve a certain goal. This system illustrates the events and real unity is a real object, such as places, objects, and people who really exist and occur.
- c. According Murdick (1991: 27) A system is a set of elements that make up the collection or procedur-procedure / treatment charts are looking for a destination or a part of a common goal by operating data and / or goods at a certain reference time to generate information and / or energy and / or goods.
- d. By Jerry (1981: 5) System is a network of procedures interconnected, gathered together to perform an activity or to accomplish a certain goal.
- e. According Sidhartha (1995: 9), "The system is the set of parts which are interconnected together to achieve the same goal"

Thus the system is a collection of some of this part which is connected and work together and form a unity to achieve a goal of the system. The intent of the system is to achieve the goals and objectives within the scope of which has been determined.

RESEARCH METHODS

The approach used in this study is a deductive approach, while the approach is based on the research paradigm is selected qualitative paradigm. This type of research is a survey method, interviews and documentation that is to analyze the effectiveness of the bureaucracy in the implementation of free education system in Makassar City Department of Education. Thus it will be known how successful implementation of free education program and will give birth to new findings related to the effectiveness of the bureaucracy, especially regarding the implementation of free education. While the source of the data or research informants are as follows:

1. Members of the Commission C Education Regional Representatives Council (DPRD) of Makassar.
2. Head of Education Department of Makassar.
3. Head of Primary and secondary education in Makassar City Department of Education.
4. Control Team Free Education of Makassar.
5. Supervision of elementary and junior high schools.
6. Institute of Education Observer Makassar.
7. Teachers Elementary and Secondary School of Makassar.
8. Beneficiary Education Programme Guide in Makassar.
9. Community leaders who are actively involved in the implementation of free education in the city of Makassar.

Data obtained from informants and analyzed using an interactive model. In this model, there are three components of the analysis, ie reduction, data presentation, drawing conclusions (Miles and Huberman, 1992: 20).

RESULTS AND DISCUSSION

The effectiveness of the bureaucracy in the free education program in Makassar City Department of Education is the goal and objectives by bureaucratic South Sulawesi Provincial Government and the Government of Makassar in human resource development, especially primary education compulsory nine years. Primary education is compulsory nine-year program of the central government and local governments. Nine-year compulsory education is the intended primary and secondary education. In the implementation of free education program in the Department of Education of Makassar, includes input, process, and output in order to improve the quality of education. Input education is everything that should be provided in the learning process. Something that is meant in the form of resources, and software as well as expectations in the ongoing process of learning. Resource inputs include human resources (principals, educators and education, as well as learners). Other resources include; building facilities, equipment, funding, and so on. Input software includes organizational structure of the school, legislation, job descriptions, planning and programs. Another thing is input their expectations to be achieved in the form of a vision, mission, goals and objectives of free education in Makassar City Department of Education. The process of education is something that affects the learning takes place in

schools. In the free education program in question is the process of decision-making process by bureaucratic apparatus, the process of institutional management, program management process, the learning process, and the process of monitoring and performance monitoring bureaucracy. If the process can be implemented optimally, the free educational goals and objectives achieved. This is realized with maximum coordination between the Department of Education of Makassar, the controlling team of Makassar free education, school supervisors, educators and education, as well as other stakeholder Output free education is the result of an employee's performance in school bureaucracy. Employee performance is generated through the achievement of the learning outcomes expected target. The achievement of target learners say if student performance meets quality standards of academic grades in each subject, the semester and achieve the target of the national exam and school exam (final exam). In addition, the output of graduates can be accepted in public schools as well as featured on higher education. With the increase in graduates who received at public schools and superior schools, it can be said the quality of primary and secondary education has increased. It means free education goals and objectives achieved. If the goals and objectives achieved, then the effectiveness of the bureaucracy in the implementation of free education materialized. Effectiveness is part of the concept of efficiency due to the level of effectiveness is closely related to the achievement of objectives. When linked with the implementation of free education, then an efficient educational programmes tends to be characterized by patterns of distribution and utilization of educational resources that have been laid out efficiently. Efficient education programme is a programme that is able to create a balance between supply and demand for education resources so that efforts to achieve the objectives are not an obstacle. Effectiveness and efficiency of an engineering concept adapted from the private sector, which was then in its development applied in the public sector in the government bureaucracy. When discussing the effectiveness and efficiency must be connected with the goals and objectives of the activity. The purpose of free education in the implementation of free education system is as follows:

1. Improving equity of learning opportunities for all children of school age;
2. Improving the quality of implementation and graduates;
3. Improving the relevance of competency-based education to keep pace with global developments;
4. Improving the efficiency and effectiveness of the implementation of free education to meet the quality and productivity of superior resources.

Intended use of the funds for free education is very effective seen from the results of the national exam and exam schools has increased, before the BOS funds and fund free education average value both results UAN and UAS average of 7.5 while after the BOS and additional funds for education free first 40% of the budget and the budget II 60% increased the average value of 8.5. In addition, alumni of the average received in school High School / Middle School State Vocational and even accepted in some top schools. Free education to motivate students to study harder seen from the number of students accepted into the High School / Vocational High School country and even received some excellent schools both in the scope of Makassar and in other

areas. Once students are accepted in the Upper Middle School / Vocational Middle School in the country as well as excellent schools, students can compete from different origins previous school. The target system is the organization of free education in Makassar City Department of Education include:

A. Elementary School, include:

1. Public and Private Elementary Schools;
2. Elementary School (MI) Public and Private;
3. Boarding Salafiah Ula (PPS Ula); and
4. Outstanding Primary School (SDLB).

B. Junior High School, include:

1. Junior High School and Private;
2. MTs (MTs) public and private;
3. Boarding Salafiah Wustha (PPS Wustha); and
4. Outstanding Junior High School (SDLB).

C. High School, include:

1. High School (SMA) public and private;
2. Vocational High School (SMK) public and private;
3. Madrasah Aliyah and Private.

Free education in Makassar City Department of Education show that students drop out of school less and less can be seen from the data in 2009 = 0.16%, 2010 = 0.12%, 0.10% in 2011 = 2012 = 0.05% and year 2013 live = 0.001%. These developments indicate that every year students drop out of school has declined significantly. In addition, the net enrollment rate (NER) at an early age to continue the increase seen in the development of education ranging from 98.27% in 2009 = 2010 = 98.29%, 2011 = 99.06%, 2012 = 99.45 and in 2013 increased to 99.61%. From this development appears that enrollment at an early age to continue their education is increasing with the free education programme. Then the grade repetition rate (MCA) were studied remedial diminishing, due to increasing student motivation to learn in the presence of free education, the average student successfully meets the standards previously set value. While remedial is for a student who does not meet standard grades in each subject.

CONCLUSION

Some stakeholders assess the free education program run effectively seen on; net enrollment rate increased continuing education, dropout rates decreased, passing rate increased, and the numbers continue to rise education. In addition, the implementation of free education beneficial to the improvement of school facilities and infrastructure such as improved classrooms, leaking roofs and repair other means. Repair facilities and infrastructure for elementary school-high school showed a significant improvement. Free education program in the Department of Education of Makassar achieve the look of; 1) the percentage of dropouts decreased, 2) continuing education enrollment rates increased, 3) grade repetition rate (learn remedial) is reduced, 4) increased student graduation rates, and 5) increased number of continuing education. With the achievement of these targets, the targets of free education in Makassar effective. The target implementation of free education can be seen in the parents

that the average declared free education can help and reduce the cost burden of parents and school-age children can continue their education equivalent to the upper middle class economy. Since the implementation of free education there is no difference between students with a weak economy to upper middle class students, it means equally entitled to a free education funds. Unless students are fully subsidized for students obtained a weak economy (poor) based on a certificate from the local government. In addition, educators earn extra income with the incentive overtime hours compulsory teaching of predetermined and remedial fees.

REFERENCES

- [1] Amsyah, Zulkifli, 2000, Manajemen Sistem Informasi 2, PT Gramedia Pustaka Utama, Jakarta.
- [2] Barnard, C.I, 1938. The Functions of The Executive. Harvard University Press, Cambridge, Mass.
- [3] Beetham David, 1990. Birokrasi. Rajawali Pers. Jakarta.
- [4] Benveniste, Guy, 1991. Birokrasi. Rajawali Pers. Jakarta.
- [5] Blau, P.M, dan Marshall, W.M. 1996. Birokrasi Dalam Masyarakat Modern (edisi II) terjemahan Gari R. Jusuf. UI – Pers, Jakarta.
- [6] Etzioni, Amitai, 1985.,Organisasi-Organisasi Modern, UI Press, Jakarta.
- [7] Indrajit, R.E, 2001. Manajemen Sistem Informasi dan Teknologi Informasi. PT. Elex Media Komputindo, Jakarta.
- [8] Jogiyanto. 1999. Analisis dan Desain Sistem Informasi. Yogyakarta: Penerbit Andi.
- [9] Mahmudi, 2005. Manajemen Kinerja Sektor Publik, Edisi I. UPP AMP YKPN, Yogyakarta.
- [10] Thoha, Mifta, 2003. Kepemimpinan Dalam Manajemen. PT. Raja Grafindo Persada, Jakarta.
- [11] Thompson, Ann, Simonson, Michael. 1991. Educational Computing Foundations, Third Edition: Merrill/Prentice Hall.
- [12] Weber, Max. 1947. The Theory of Social and Economic Organization, diterjemahkan A. Henderson & T. Parsons. Oxford Univ. Press, New York.
- [13] Widodo, Joko, 2001, Good Governance – Telaah dari Dimensi :Akuntabilitas dan Kontrol Birokrasi pada Era Desentralisasi dan Otonomi Daerah, Insan Cendekia, Surabaya.