

## **ANALYSIS OF SCHOOL OPERATIONAL ASSISTANCE ACCESSIBILITY OF OPPORTUNITY SOCIETY IN OBTAINING EQUALIZATION PRIMARY AND SECONDARY EDUCATION**

Priyono\*

**Abstract:** *The purpose of this study was to analyze the impact of educational policy school operational assistance program on community access to opportunities basic education and secondary education policy in the region Gerbangkertosusila through the school operational assistance program which should be implemented in order to expand access to the public in obtaining opportunities of primary and secondary education? , the steps that should be taken by the government to expand access to education for the community?*

*This research is a descriptive study, which is intended to give an overview of educational policy which should be implemented in the region in order to expand access Gerbangkertosusila public in obtaining opportunities of primary and secondary education. Population and Sample This study used purposive sampling, that the sampling technique with a specific purpose, namely the impact of educational policy school operational assistance program in urban areas. Results of this study, among others, : Those who are already enrolled as a student in a variety of primary and secondary schools, indeed benefited from the programs and educational opportunities BOS with relief or exemption from education donation*

**Keywords:** *School Operational Assistance Accessibility Community, Secondary Education.*

### **INTRODUCTION**

People as the legitimate holder of the sovereignty of the people, it is often not get adequate portion of their budget allocation. This is because people are often excluded from the arena of discussion of budget. Shadow everyone is rational, in the sense of trying to maximize its interests in competes to resources. Dream contested resource is the budget. Then people will do in a game that is free is trying to increase the budget allocation for its interests.

Bureaucrats will increase spending on personnel Regent / Mayor will spit money to buy popularity and vote in the elections next because the noise can be mobilized

---

\* Graduate Program Master of Management, University of Bina Darma Palembang Indonesia

through the organization, then he would have royal allocate funds to donate organization of Parliament with the reasons for the effective constituent relations will certainly enlarge communication costs. The grounds people would appreciate if legislators cut a dash, then board members need money for a vehicle allowance, and of course clothing, home, what about the community? (Duta, 2008) Of course, the public interest that the budget allocated to schools and health so that the funds are borne directly by the public to be cheap, if need not pay.

Some area express objection if 20% of the budget revenue and expenditure allocated to the education budget under the constitution, the reason is the limited budget that should be shared with other sectors. Some areas feel their budgets very limited so it appears those concerns. NTT for example in the budget allocation for education in the budget in 2009 is planned only 6% or approximately Rp. 47.3 billion (Kompas, 2008) with a budget of 6% of the total proposed budget is actually no significant change in the field of education in the province in 2009, "however, Parliament can not impose for other institutions would lack the budget (Billy M, DPRD NTT).

South Sulawesi government has also designed a budget allocation of 20% from Rp. 2.2 trillion total budget in 2009. "Do not disturb other sectors, as of 2007 there are remaining unused budget Rp. 208 billion", said head of public relations bureau of South Sulawesi (Rahman Jufri in Kompas, 2008).

In West Java, the education budgets in 2009 is projected at Rp. 1.6 trillion, double the previous year's amount of 20% of the budget. "It is very basic siring with our commitment in the field of education," said commission chairman E DPRD of West Java Compass Nur Suprianto in 2008.

Concern East Java Provincial Government to fund local budget allocation East java Education in 2009 is still the responsibility, so that Pj statement. Governor Setia Purwa on allocation of funds for education in East Java which will reach approximately 20% unquestionable seriousness. This is evident from the draft 2009 budgets of East Java which is currently discussed in Parliament East Java province, on the draft budget allocation for education was seen not clear value (Duta, 2008). Revo Hamandus member commission E of the Democratic Party has not explained justify the total education budget in 2009 budget upcoming East Java. Whereas the one hand the provincial government stating it is not yet certain. From the results of the meeting with the Regional Development Planning Agency, is for education budget is still unclear, we should be questioned because it concerns the future (Revo, the Ambassador, 2008).

Education is basically an effort to develop human resources (HR), despite the efforts of human resource development not only through education, especially formal education (school). But until this moment, education is still seen as the means and the primary vehicle for human resource development is done systematically, , pragmatic and tiered. In this context, education was increasingly demanded role, particularly in an effort to produce quality human Indonesia can play its role in accordance with the

parameters set forth in the Guidelines. National education should be implemented equitably, fair, relevant, qualified and efficient (Achmady, 1994: 71).

When the education system began inventoried and institutionalized, since that time education has never directed for the benefit of himself, or could be interpreted as an education that actually cater for the needs of others (Wahono, 2001: 9), citing Thomson (1951) While Rogers and Ruchalin (1971), said that education is essentially as an instrument (tool) for talents in the field of science. Therefore as a tool, it would make sense that education should be devoted to a destination that has a vision and mission. One of its vision and mission, among others, education is the best way (the best) to improve the standard of living, economy, scrape out of poverty, and can elevate the social status and dignity of life, such as it had been reported by Schumacher (1979). Furthermore Wahono explained that education also has tremendous potential in the framework of the mastery of technology and as a tool to unlock the secrets of the universe and man, Scheffer (1985). In conjunction with the distribution of education, Ruwiyanto version (1994), including educational activities are closely connected with the procession of humanity, social justice community and can be used as a tool of liberation.

At a rate of implementation of some of the arguments about education, it turns out education as the horizon, illuminating lamp, and is still believed to be a catalyst to broaden access and social mobility in society, both vertically and horizontally. And the proudest, education is manifested as the ultimate weapon to fight poverty, as far as what is obtained by the participants of the students that are relevant to their daily lives (Achmady, 1994: 77 and Smith (1979).

Further Achmady, since 1979, social scientists have stressed the need for serious efforts to address structural poverty, that poverty is caused by a condition that no longer possible for the poor (low income) to have access to social and economic order to alleviate the level of life. (Suyono, 2002) in a one day seminar on "empowering the poor", reveals that only about 11% of 30% of Indonesia's population of school age who had the opportunity to sit in college at higher education level. The problem is how the shape of particular concern for poor children and disadvantaged as a form of the so-called compensatory education it?

Expressing a thought (Achmady, 1994: 24), there are two possibilities, first, to ease the burden of school fees so there is no longer any reason for them (the poor) to no college or drop out of school because of financial difficulties. Second, special attention is manifested in the form of pedagogical interaction between teachers and students adjusted to the learners. Forms of this attention can indirectly touch the substance of the process and objectives of education. In Indonesia, the government's role in providing public services are explicitly mentioned in the 1945 Constitution (Preamble of the 1945 Constitution and in Article 31), emphasizing that education is guaranteed by the state. In the Guidelines, Education Act and the National Education System also mention when the problem of education is a state issue. As in Article 6 of Law No. 12

In 1989, includes the formulation of a slightly inferior to the formulation as follows: "Every citizen is entitled to the opportunity widest participate in education to acquire the knowledge, abilities and skills are at least equivalent to the knowledge, abilities and skills of graduates of basic education".

Messages that are enshrined in the 1945 Constitution is of course not only intended to be implemented at one level of education, educational equity is not just limited to the education of primary school should have realized the opportunity equalization start elementary school (SD) to the Higher Education (PT). Adequate understanding and translation of the messages is needed so that at least there was a spirit of community togetherness opportunities to participate in all levels of education.

The spirit is a source of energy to think and make efforts in education equity. With one statement, "..... at least equivalent to the knowledge, abilities and skills of graduates of primary education", in Law No. 2 of 1989 to reduce the vigor given the founders of the Indonesian state. Inferiority appeared on Law No. 2 In 1989 been carrying out the messages contained in the 1945 Constitution This reduction affects the levels of quality and breadth of spirit altitude level executives (stakeholders) are engaged in education in designing steps forward operational techniques. If this is the case, then a variety of reasons some people expressed doubts about the expansion of opportunity to enter primary and secondary education is very reasonable. Furthermore, Act No. 20 of 2003 on National Education System mandates that every citizen aged 7-15 years of compulsory basic education. The consequences of these conditions, the government is obliged to provide education for all students at the primary level (SD / MI and SMP / MTs and educational unit equivalent). In order to carry out the determination on the one hand, and the ability of people who continue decline as the impact of rising fuel prices, the Government is implementing and developing the School Operational Aid ..

## **THEORETICAL BASIS**

### **Policy Analysis: A Definition**

Conception of a broad range of policy analysis presented in this study emphasizes the practical nature of policy analysis as a response to the problems that arise and the crisis facing the government In this chapter we narrowed the conception of this spacious with presenting the definition of public policy analysis more concrete and characteristics as applied social science disciplines.

Figure below shows that the methods of formulation issues precede and take priority over methods of solving problems in policy analysis. Methods on one level is not enough, and not effective at the next level, because the questions are different at both levels. For example, the questions that the lower level of the net profit (profit minus costs) of some solutions to control industrial pollution have assumed that industrial pollution is a problem. On the question of the next higher level that must be

answered is concerning the scope and complexity of pollution, the conditions that contributed to the pollution, and potential solutions for moving and eliminate pollution. Here the analysts can find well that the most appropriate formulation of the problem associated closely with the driving habits of the American people where gas and fuel is cheaper and big heavily subsidized by the government. It is a question of formulation of the problem; while the first is the question of solving the problem. In short, it is an important thing to recognize the difference between process-related problems as showed by card in the figure below:

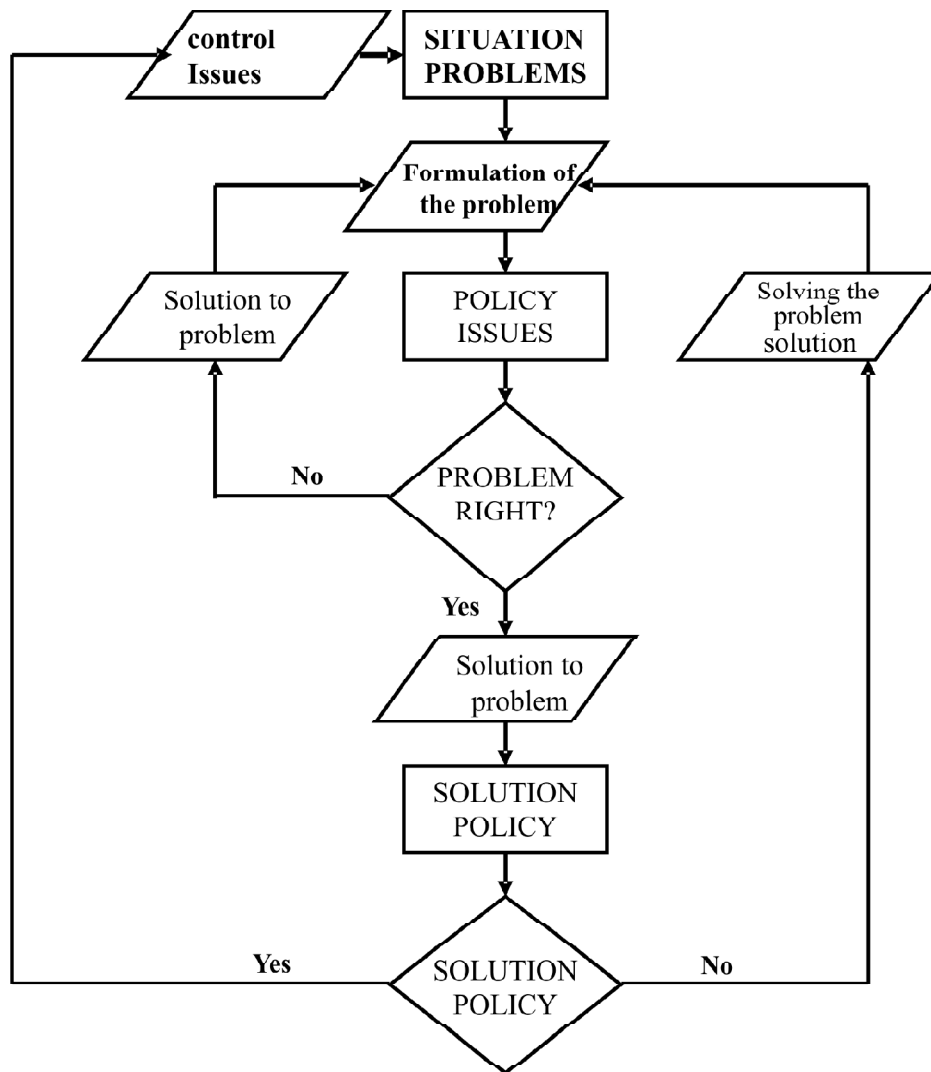


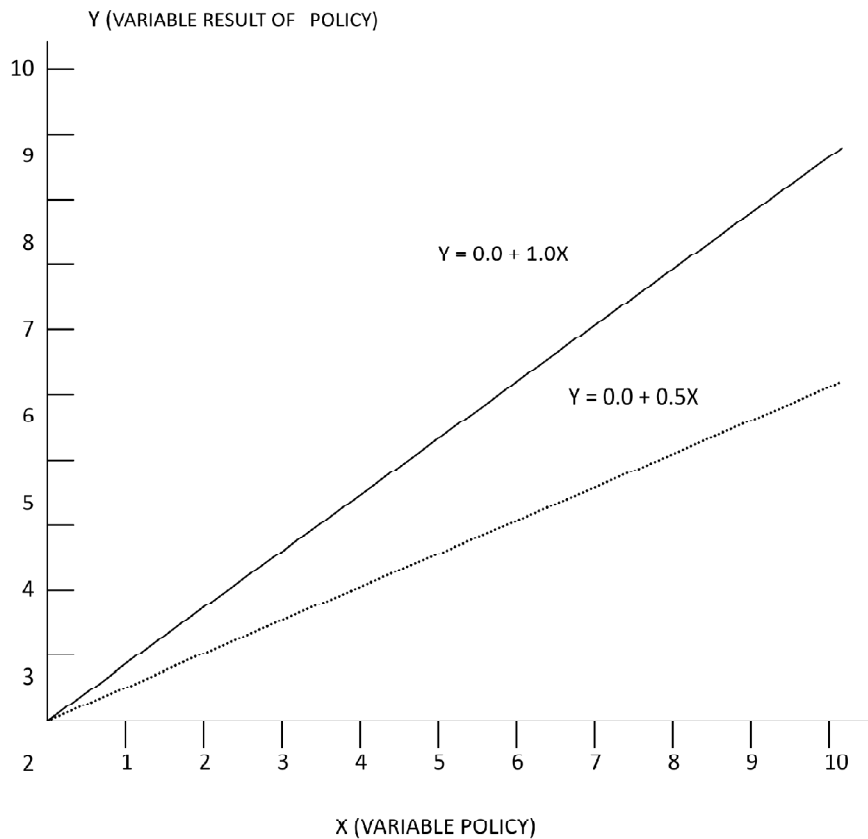
Figure 1: Priority Environment for the formulation of policy analysis

Although we have discussed a simple model of symbolic created for the purposes of normative (doubling of interest), there are many symbolic models whose main purpose is descriptive. Symbolic models are most often used is a simple linear equation

$$Y = a + bX$$

is a policy variable that can be manipulated by policy makers. The relationship between X and Y is known as a linear function, which means that the relationship between X and Y will form a straight line when plotted on a graph (see Figure 5-4). In this model symbol b shows the amount of change in Y so as a result of changes in the X, which is illustrated by the slope of the straight lines in the image (the steeper the slope, the greater the effect of X on Y). The symbol a (so-called intercept constant) indicates the point where the straight line cuts the vertical axis or Y or X is zero. In Figure 5-4 all grades Y is half the value of X along the dotted lines (ie,  $y = 0 + 0.5x$ ), while along the full line all the same (ie,  $y = 1, 0x$ ). This linear model allows the analyst to determine how large a change in policy variables (X) are needed to produce a certain value of the variable results (Y).

Picture. Symbolic Model



### **Concept of Public Policy Evaluation**

In the study of Public Policy Analysis, then one of the branches of the field of study is Policy Evaluation. Why Policy Evaluation done, because basically every state policies (public policy) pose a risk of failure. (Abdul Wahab, 1990: 47-48), cites the opinion of Hogwood and Gunn (1986), goes on to explain that the cause of the failure of a policy (policy failure) can be divided into two categories, namely: (1) due to "non-implementation" (not implemented) and (2) because of "unsuccessful" (implementation that did not work). Not implementation a policy that means that the policy was not conducted according to planned. While the implementation of which did not work usually happens when a particular policy has been carried out as planned, given the external conditions turned out to be extremely unfavorable, then the education policy can not succeed in realizing the impact or the outcome that has been desired. Usually policy at risk to fail due to factors such as: the implementation ugly (bad execution), its own policy that is bad (bad policy) or the policy itself which fared less well (bad luck). The evaluation study on the impact or policies are, for the purpose of assessing the effects of a policy or in other words to look for answers to what happened as a result of the "policy implementation" (Abdul Wahab, 1997: 62).

According to (Santoso, 1988: 8), while the (Lineberry, 1977: 104), analyzes the impact of policies intended to assess the consequences of the implementation of a policy and discuss "the relationship between means used and the results are going to be achieved". The signal is further clarified by (Cook and Scioli, 1975: 95), from one of the books written by (Dolbeare, 1975: 95) explains that: "Policy impact analysis entails an extension of this research area while, at the same time, shifting attention toward the measurement of the consequences of public policy. In other words, as opposed to the study of what causes policy". Thus, a brief analysis of the impact of policy "underlines" the problem what causes policy as opposed to a study of what causes policy. The concept of impact evaluations have the same meaning to the concept of the policies mentioned above, namely: As in what was once defined by (Dye, 1981: 366-367): "policy valuation is learning about the consequences of public policy".

As for the definition of more complex are as follows: "The policy evaluation is the assessment of the overall effectiveness of a national program in meeting its objectives, or assessment of the relative effectiveness of two or more programs in meeting common objectives" (Wholey, 1970, in dye, 1981). Policy Evaluation is an activity to assess the consequences or the impact of policies from a variety of government programs. Research policy is basically aimed to evaluate the impact of what is going on or over public policy, thus evaluated is implementation policies and programs and the impact of these programs. At policy evaluation studies have differentiated between "policy impact / outcome and output policy. Policy Impact / outcomes' are the effects and consequences caused by the implementation of a policy. As is the "policy output" is from what has been produced with the program of government policy formulation process (Islamy, 1986: 114-115). From that sense it refers to the impact of changes occur that result from a policy implementation.

## FRAMEWORK

Based on the problems described earlier with the existing theoretical basis, then formulated the framework as in Figure 2.1 below:

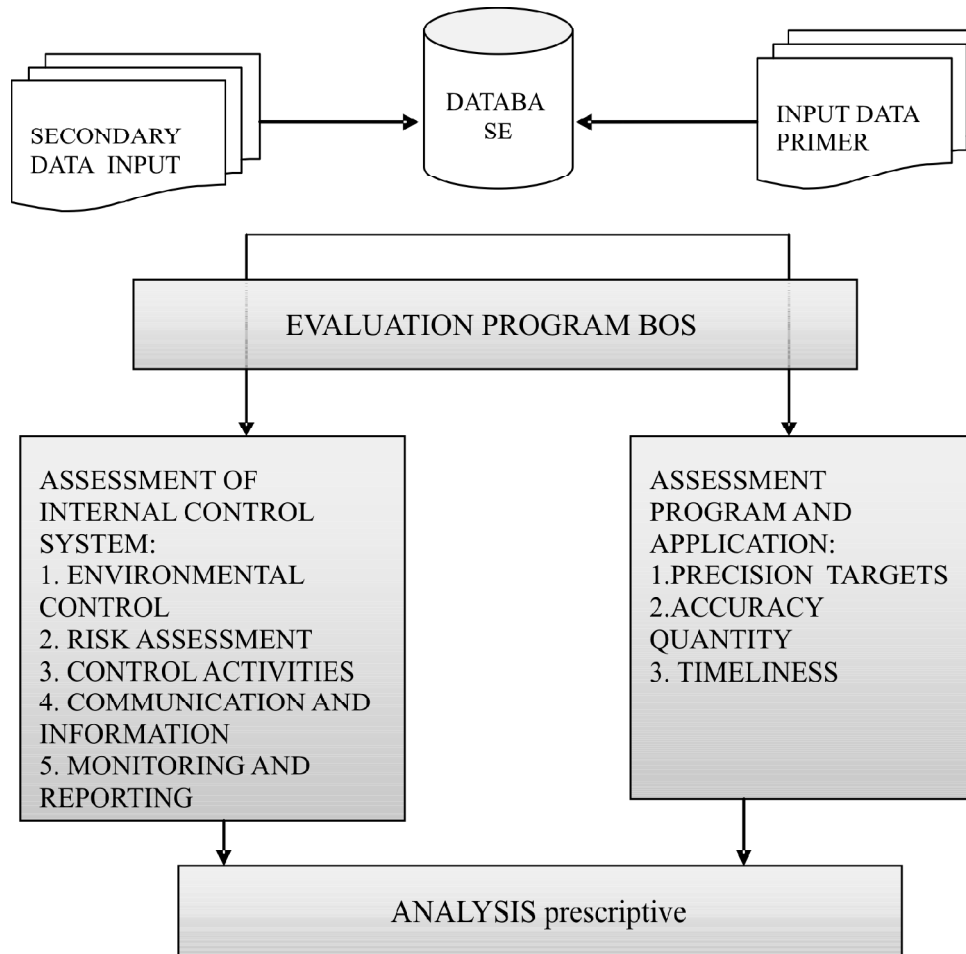


Figure 2.1: Framework

### 1. Elementary school assistance program operational

Law Number 20 Year 2003 on National Education System mandates that every citizen aged 7-15 years of compulsory basic education, which is known as the Compulsory Nine-Year Basic Education. The consequences of these conditions, the government is obliged to provide education for all students at the primary level (SD / MI and SMP / MTs and educational unit equivalent). Article 31 UUD 1945 mandates that education is a right for every citizen but basic education is an obligation that must be followed



by every citizen and the government is obliged to finance these activities. Furthermore, in Article 31 paragraph (4) states that countries prioritize education budget at least twenty percent (20%) of budget revenues and expenditures as well as on budget revenue and expenditure to meet the needs of national education.

## **RESEARCH METHODS**

### **Research design**

This research is a descriptive study, which is intended to give an overview of educational policy which should be implemented in the region in order to expand access Gerbangkertosusila public in obtaining opportunities of primary and secondary education.

### **Population and Sample Research**

This study using purposive sampling, that the sampling technique with a specific purpose, namely the impact of educational policy BOS program in urban areas.

## **ANALYSIS AND RESULTS**

### **RESEARCH FINDINGS**

With the reduction in fuel subsidies in 2005, and in connection with the completion of the Compulsory Basic Education 9 years, the government programs for the provision of the School Operational Assistance for SD / MI / SDLB / SMP / MTs / SMPLB state / private and Islamic boarding school Salafiyah and non-Islamic religious schools at the primary and junior high school. BOS Award aims to free education for poor students and alleviate the cost of education for other students, so that they acquire basic education better quality to finish in order to the completion of the Compulsory Basic Education (compulsory basic education) 9 years.

For the period from July to December 2005, the City of Surabaya obtain allocations of BOS funds at once for one semester at Rp48.672.718.250,00. Of these Surabaya City Department of Education receives BOS funds amounting to Rp 47,152,054,750.00 and has been distributed in their entirety to each recipient schools and so there were BOS funds that have not been disbursed. While for the period January to December 2006, the city of Surabaya get BOS funds allocated Rp 105,826,037,892.00 given bi-monthly. Until August 2006, BOS funds that have been received Rp 63,644,521,820.00 and has been distributed to each school recipient of Rp63.202.259.689,00..

### **RESEARCH FINDINGS**

#### **Schools Non-recipient of BOS**

As of the end of March 2006, the Central work unit not have any records the number of schools that accept and reject school operational assistance, but it is estimated that

only a few schools that rejected. school operational assistance In the city of Surabaya and Gresik, schools refused BOS is a private school that relatively well-off, and managed by religious foundations.

These schools have imposed school tuition is relatively large, more than Rp50,000 / student / month. In the city of Surabaya, in addition to private schools, there is a similar salafiyah 6 junior who also refused BOS. For private schools, the reason for rejecting school operational assistance was the school and foundation objections to several provisions of the implementation of the program, particularly with regard to the demands of financial management transparency and conditions of use do not allow the use of funds for the foundation and teachers. In addition, there are also schools that they still able and willing to be independent in their school's operating fund comes from student tuition. Lodging in Gresik, their appeal and emphasis on the socialization for schools does not impose any charge from students also become a reason for rejecting school operational assistance. As for salafiyah refused , school operational assistance the main reason is a matter of financial administration that is not understood by most managers. In all non- school operational assistance recipient schools visited, the decision to reject school operational assistance was made unilaterally by the school and the foundation management without requesting the parent or the school committee as stipulated in the operational guidelines. Most parents of students in these schools do not understand the reasons for refusal because there never was a special meeting to discuss the issue. In Gresik, some schools that rejected school operational assistance had participated in the socialization at the district / city. While schools that rejected school operational assistance in Surabaya are generally not included in socialization program. They also did not send the submission form as well as the name and number of students the school bank account numbers. school operational assistance rejection mechanism by different schools. In the city of Surabaya, for example, the school did not formally propose rejection letter as required by the operational guidelines. The schools are known to have rejected the f school operational assistance based on reports the disbursement of funds from the local post office, due to end in February 2006, these schools do not do disbursement of school operational assistance funds have been allocated and the school account prepared by PT Pos. In addition, there is one school that had disbursed the boss, but a week later to restore it to the post office. In Gresik, work unit District requested a letter of resignation from the school that refused school operational assistance funds.

### **Research Result**

Based on a general description of the object of research and evaluation of the performance of the BOS program that has been presented above, the results of research to answer the research question can be explained as follows:

1. The impact of educational policy of the BOS program on community access to opportunities of primary and secondary education can be divided into two groups that can be described as follows:

- a) Those who are already enrolled as a student in a variety of primary and secondary schools, indeed benefited from the programs and educational opportunities BOS with relief or exemption from education contributions.
  - b) Those who have not registered as students of primary schools and secondary schools, including school dropouts are not touched by the BOS program, it is given that for this target group only provides the facility in terms of operational assistance to the school, so this facility is only enjoyed by them or students who are in school , While the children in school or drop out are not accessible because it is outside the authority of the Department of Education.
2. Policies on education in the region Gerbangkertosusila through BOS Program implemented in order to expand access to the public in obtaining opportunities of primary and secondary education should be seen BOS program performance evaluation with the following parameters:
- a) Rating system
    - The control environment showed that the BPS program can be considered to be quite adequate. The BOS program is part of the Subsidy Reduction Compensation Program Fuel (BBM PPP) held since July 2005. The organization consists of the maintenance of the BOS funds PKPS BBM team at the central level, the Provincial Team PKPS BBM and BBM PKPS team at Regency / City. At each level of the organization, this team involving local government, the Ministry / Department of Education and Department / Office of the Department of Religion who have a duty and responsibility to safeguard (safeguards) distribution of BOS funds so that this program can be run effectively and efficiently as intended
    - The risk assessment showed a lack of understanding on the importance of accountability and reporting the use of BOS, besides technical guidance on the effectiveness of the accountability that still unwell
    - Control activities show that they have weaknesses, especially in terms of student data validation leading to high fluctuations shortage / excess of the actual distribution of BOS funds at some schools. This is evident from the number of refunds BOS by schools that excess BOS funds. Update student data as the basis for allocation of BOS funds can not be fully verified the truth considering the number of existing schools and the distribution of schools in the city of Surabaya is very broad. Thus seen that the control activities of the BOS program is still not fully adequate.
    - Communication and information indicates that the BOS fund manager is still found in schools that still do not fully understand the technical management of BOS funds. On the other hand some people gain an understanding that BOS funds then any form of tuition / school fees abolished, resulting in more and more difficult to collect money from parents for school investments. This

shows that the dissemination of information and technical program management of BOS funds are not yet fully effective.

- Monitoring and reporting on the implementation of the BOS program conducted by members of Team PKPS fuel to the attention of the public, NGOs, journalists, police and even the prosecutor who took part in monitoring and following up on complaints public on indications of irregularities use of the funds in schools and Tim PKPS BBM , Thus monitoring and evaluation system of the BOS program is considered to be adequate.

b) Assessment program and application

- The target precision, showing that administration of BOS funds have an impact on the achievement of goals and / or objectives that have been set, namely: Most schools received BOS funds have carried out reduction / exemption from school tuition.

Thus the BOS program has positive benefits for parents, as well as to encourage the acceleration of 9 year basic education program. This condition is a positive thing that needs to be maintained in the future. From the findings of the examination can be concluded that the administration had reached BOS targets.

- accuracy number, indicating that the BOS funds have been received by each beneficiary schools are not yet fully based on actual student data.
- Timeliness indicates that the BOS funds received by each beneficiary school behind schedule predetermined time.

Thus it can be concluded that the system has not worked optimally in view of the risk assessment, and control activities, information and communication has not been effective, although the control environment, adequate reporting and monitoring. Programs and applications rated indeed provide a positive benefit in terms of benefits for parents, as well as to encourage the acceleration of 9 year basic education program, but the number and the wrong time causes not yet reached the actual distribution of education.

Evaluation and Impact of the BOS Program summary it can be seen in Table 5.10:

Implications: Actually BOS program is beneficial to encourage the acceleration of 9 year basic education program, but has not completely evenly. It is given that the persons involved in the assessment of the BOS program is not ready, they only see the data based on the data written without seeing the process and the lack of communication and information causing control activities does not run properly.

We recommend: The program is implemented by looking at aspects of equalization because of what happened today waivers of tuition fees is given evenly to every student regardless of ability students. Thus, students are able to obtain the same relief to needy students, although there are exemptions for those who really can not afford. In addition

**Table 5.10**  
**Impact of BOS Program**

<i>Program</i>	<i>Activity</i>	<i>Criteria</i>	<i>Evaluation</i>	<i>Impact</i>
BOS	Rating System	environmental Control	Effective and efficient	BOS program had a positive impact, but equalization yet reached
		Risk assessment	less	
Help operational		activity control Communication & Information	Inadequate not effective	<sup>1</sup> The system is not good, although attempts were made environment
School	Assessment programs & applications	Monitoring and reporting target accuracy	adequate Right on target	<sup>2</sup> Programs and applications are less well, but indeed the target to ease the burden on schools achieved
		The accuracy of the number of Punctuality	Less precise Late	

there needs to be coordination of all parties involved in the implementation of the BOS program, so that control can work well and equalization can be achieved.

1. Measures that should be taken by the government to expand access to education for the community:
  - a) Cooperation and coordination with the Department of Social Affairs to obtain data on the number of school-age children are not in school and school children, so as to attract them to attend school.
  - b) To disseminate to the public in accordance with the data of Social Service, so as to achieve the desired goals.
  - c) Giving them the opportunity to be able to attend school through the program Packages A and B.

Thus it can be netted their school-age children are not in school and out of school to be educated in the sense of expanding access to education for the community.

Another issue that needs attention is the facilities and infrastructure; teachers for primary and secondary schools in the city of Surabaya inadequate. This condition is prevalent in all districts, facilities and inadequate infrastructure are shown in Table 5.2 where as much as 13.77% of classrooms minor damage and severely damaged 6.47%. While teachers are not worth teaching reached 42.03%, with the number of 5,344 people from the 12 714 primary and secondary school teachers. Thus not only people's access to primary and secondary education that need attention, but also the infrastructure and human resources educators need attention in order to achieve the fullest educational equity. Without adequate infrastructure, and without teachers who teach the deserved success of education in Indonesia is still questionable, because the

teacher is one of the most important sources of the science for primary and secondary education.

#### **5.4. Prescriptive analysis**

##### **Subsidy Award Based on Regional Minus and Distributive Justice**

Education reform in Indonesia has a fairly good chance of success, at least this is due to their shared passion for education affairs decentralize the authority area. But to watch out for are still many districts / cities that their local government is still minimal budget. Regional Income is still not sufficient to be able to cover the cost of education in the region if it is not subsidized specifically from the Provincial Government and the Central Government. Meanwhile, in the case of subsidies, how the subsidy that tends to be problematic. If it is not problematic because of the large, it is problematic because of its designation, because of lack injurious, because the corrupt bureaucracy and others. Including weak and collected data about who is entitled to the subsidy get. Subsidy mechanism with the concept of BOS (School Operational Assistance) does not actually reflect the sense of justice and a passion to educate. Imagine, BOS is given to all students in all elementary schools without exception. Elementary school students whose parents are wealthy and elementary school favorite super expensive must receive rations BOS same elementary school students whose parents are very poor and elementary schools in the periphery are not at all taken into account. The authors therefore suggested that the decentralization of education is more focused on services to create the spirit of distributive justice and not justice cumulative.

#### **2. Keep Local Government Reforms**

There needs to be new legislation governing the education of school-age children from poor families who are in the local government areas that do not have the ability to overspend. In such a way also needed repair (reform) government bureaucracy (the area) who specializes in the education sector. The target is to create a harmonious relationship between bureaucracy and solution-School-Community. It is now the relationship has been initiated, but tend not solution, because the relationship is formalistic. Education councils and school committees do not have great access to solve the problems of large-problem in their respective territories. Even the problems of high rates of Drop-Out elementary and junior high school, the institution is not enough toothed, let alone authoritative.

#### **3. Need to Develop Local Government Education and Master-Plan Presented to Public**

Finally, consideration may be given to make a regulation requiring all local governments, which have the authority and autonomous, prepare master plan of education in their respective regions and presented at the provincial level respectively,

so that the provincial government at an early stage can already know where the direction of education policy local governments in its territory and when and how the provincial government involvement in education policy and planning in the area. Also it is beneficial for local government is concerned, because they know each presentation among those expected to enhance mutual planning. Furthermore, the provincial government to plan and identify environmental factors that could have intervened so it is conducive to the planned policy.

## **CONCLUSIONS AND RECOMMENDATIONS**

### **Conclusion**

Based on the background and objectives of the problem as well as the research results can be summarized as follows:

Impact of educational policy of the BOS program on community access to opportunities of primary and secondary education can not be explained here. It is given that for this target group only provides the facility in terms of operational assistance to the school, so this facility is only enjoyed by those who are in school or students. While the children in school or drop out are not accessible because it is outside the authority of the Department of Education.

Policies on education in the region Gerbangkertosusila through BOS Program implemented in order to expand access to the public in obtaining opportunities of primary and secondary education should be seen BOS program performance evaluation with the following parameters:

### **Rating system**

- The control environment showed that the BPS program can be considered to be quite adequate.
- The risk assessment showed a lack of understanding on the importance of accountability and reporting the use of BOS, besides technical guidance on the effectiveness of the accountability that still unwell
- Control activities show that they have weaknesses, especially in terms of student data validation leading to high fluctuations shortage / excess of the actual distribution of BOS funds at some schools.
- Communication and information indicates that the BOS fund manager is still found in schools that still do not fully understand the technical management of BOS funds.
- Monitoring and reporting on the implementation of the BOS program is considered to be adequate.

### **Assessment program and application**

- The target precision, showing that administration of BOS funds have an impact on the achievement of goals and / or objectives that have been set, namely: Most schools received BOS funds have carried out reduction / exemption from school tuition.
- Accuracy number, indicating that the BOS funds have been received by each beneficiary schools are not yet fully based on actual student data.
- Timeliness indicates that the BOS funds received by each beneficiary school behind schedule predetermined time.

Thus it can be concluded that the system has not worked optimally in view of the risk assessment, and control activities, information and communication has not been effective, although the control environment, adequate reporting and monitoring. Programs and applications rated indeed provide a positive benefit in terms of benefits for parents, as well as to encourage the acceleration of 9 year basic education program, but the number and the wrong time causes not yet reached the actual distribution of education.

The steps that should be taken by the government to expand access to education for the community:

Cooperation and coordination with the Department of Social Affairs to obtain data on the number of school-age children are not in school and school children, so as to attract them to attend school.

To disseminate to the public in accordance with the data of Social Service, so as to achieve the desired goals.

Giving them the opportunity to be able to attend school through the Package A, B and C.

Thus it can be netted their school-age children are not in school and out of school to be educated in the sense of expanding access to education for the community.

### **Suggestion**

Subsidy Award Based on Regional Minus and Distributive Justice

The concept BOS (School Operational Assistance) using the decentralization of education, so it is more focused on services to create the spirit of distributive justice and not justice cumulative.

Need Reforms Local Government, which regulates the education of children of school age from poor families who are in the local government areas that do not have the ability to overspend. In such a way also needed repair (reform) government bureaucracy (the area) who specializes in the education sector. The target is to create a harmonious relationship between bureaucracy and solution-School-Community.LGs



Need to Develop Master-Plan Presented to Public Education, which has the authority and autonomous, so it is conducive to the planned policy.

### *References*

- Achmady, 1994 : 71, . Public policy and development, Publisher : IKIP Malang.
- Arikunto, Suharsimi, (2002), *Research Methods*. Jakarta, Rineka Reserved.
- Dye, Thomas R., (1975), *Understanding Public Policy*, Prentice-Hall, Englewood Cliff, New York.
- Dye, T.R. (1981), *Policy Analisis*. New Jersey : The University of Alabama Press.
- Dunn, William N., (1998), *Introduction to Public Policy Analysis*, Second Edition Gajah Mada University Press, Yogyakarta. (Duta, 2008).
- Dolbear, Kenneth M. (ed). (1975), *Public Policy Evaluation*. California : Sage Publication, Inc
- , (1995), *Public Policy Analysis*, Hanindita, Graha Widya, Yogyakarta.
- Eyestone, Robert, *The Threads of policy: A Study in Policy Leadership*, Bobbs Merrill, Indianapolis
- Description Accountability Reports Final Term Governor of East Java in 2003-2008.
- Islamy, M. Irfan. (2003), *Principles of State Policy Formulation*. Jakarta. Earth Literacy.
- Hogwood, B. W. & Lewis A. Gunn. (1986), *Policy Analysis For The Real World*. New York : Oxford University Press (Kompas, 2008), School Operational Assistance (BOS) Judged Ineffective, PT. GRAMEDIA.
- Lester, James P. & Joseph Stewart, (2000), *Public Policy: An Evolutionary Approach*, Second Edition, Wadsworth, Australia.
- Mahmudi, (2005), *Public Sector Performance*. Yogyakarta: UPP AMP YKPN.
- Milles, Nathew B and A. Michael Huberman. (1992), *Qualitative Data Analisis*. California: Sage Publications Inc.
- Moleong, Lexy J. (2000), *Qualitative Research Methods*. Bandung. Pt. Rosdakarya.
- Nazir, Mohammad, (1989), *Research Methods*. Jakarta: Ghalia Indonesia.
- Winarno, Budi, (2004), *Theory and Public Policy Process*, Second Edition, Media Pressindo, Yogyakarta.
- Nugroho, Riant D., (2003), *Public Policy: Formulation, Implementation, and Evaluation*, Elex Media Komputindo.