

THE FULFILLMENT OF THE BASIC EDUCATION MINIMUM SERVICE STANDARDS (SPM) OF JUNIOR HIGH SCHOOL IN PONOROGO 2015

Subangun¹, Diyah Atiek Mustikawati²
Muhammadiyah University of Ponorogo
pak.b.jozz@gmail.com

Abstract

This study aimed to describe the fulfillment of basic education minimum service standards for a public junior high school that receives BOS funds in Ponorogo. This research was conducted at the public junior high school in Ponorogo. The approach used in this research is descriptive qualitative. Data collection techniques were used: (1) interview, (2) observation, and (3) documentation. The data were analyzed descriptively to explain the fulfillment of minimum service standards for the basic education of public junior high school received BOS funds 2014 in Ponorogo. The process of data analysis begins by examining all the data that has been collected by questionnaires, interviews, observation, and official documents. The stages of data analysis were: (1) data reduction, (2) the display of data, (3) verification of data.

The results showed that 87% of public junior high school in Ponorogo meet the eligibility in the management of BOS funds 2014, but the provision of new facilities and infrastructure still reached 85%. The fulfillment of minimum service standards of education that has been achieved is as follows: (1) Provision of junior high school textbooks for 11 subjects for each student reached 75%; (2) Provision of teaching science and lab materials reached 79%; (3) The provision of enrichment books and reference books reached 76%; (4) Working hours of teachers in implementing the tasks reached 72%; (5) The number of instructional hours per week reached 93%; (6) Implementation of the *Kurikulum Tingkat Satuan Pendidikan* (KTSP) reached 100%; (7) The implementation of the lesson plans (RPP) in the learning achieved 100%; (8) The development of an assessment program achieved 100%; (9) the supervision reached 100%; (10) The submission of the evaluation report reached 100%; and (11) the application of MPBS reached 100%.

Keywords: basic education, minimum service standards, public junior high school

INTRODUCTION

In order to meet minimum service standards for basic education in secondary schools, the government provides *Bantuan Operasional Sekolah* (BOS). The government general objective of providing BOS is to alleviate the society burden in financing the 9 years compulsory education. In particular, the objectives of giving of BOS are (1) to exempt students from school operating costs; (2) to release any form of all charges for poor students, and (3) to ease the burden of operational costs for private schools (<http://bos.kemdikbud.go.id> accessed 11 September 2015). In addition, BOS is also expected to play a role in accelerating the achievement of minimum service standards (SPM) for schools that have not met the minimum standards and the achievement of National Education Standards (SNP) for schools that already meet SPM (<http://bos.kemdikbud.go.id> accessed 11 September 2015).

BOS Program is intended to increase the capacity of the school in compliance with minimum service standards for education because of the fact that until today the number of Junior High School which is accredited only reached 61% (Director General of Basic Education MONE and MORA Director General for Islamic Education, 2011: 9).

This research is expected to produce the data of basic education minimum service standards fulfillment for Public Junior High School in Ponorogo as the influence of the BOS funds acceptance. The results of this research are expected to be a suggestion for the government, especially the Ponorogo local government in formulating education policy forward.

LITERATURE REVIEW

Previous Research

Several previous studies (Karding, 2008; Erwantosi, 2010; Gutri, Hidayat, and Hayu, 2014; Herwin, 2014; Nugroho, Widi, Widowati, and Rihandoyo, 2013) have shown that the BOS

program is still not maximized so the results do not meet the basic education minimum service standards (SPM). Karding (2008) in his research entitled “*Evaluasi Pelaksanaan Program Bantuan Operasional Sekolah (BOS) Sekolah Menengah Pertama Negeri di Kota Semarang*”, concluded (1) the implementation of the BOS 2007 for SMP has been executed better although there still are a few notes; (2) the contributions BOS very significantly that was 31%, in addition to the contribution of the parents/ guardians of students was 42%, and Semarang city budget was 27%; (3) the impact of BOS was found to strengthen the ability of the school to provide additional learning materials and activities to the student.

Meanwhile, research conducted by Erwantosi (2010) with the title “*Analisis Efektivitas, Akuntabilitas, dan Transparansi Bantuan Operasional Sekolah pada Sekolah Menengah Pertama di Kota Padang*” conclude (1) the management of BOS has not been effective in improving access and quality of education at secondary school; (2) the accountability and transparency in the management of BOS funds are still very weak and inadequate; (3) the mechanism that ensures transparent management implemented yet sufficiently available.

Furthermore, Gutri, Hidayat, and Hayu (2014) in the study entitled “*Analisis Kualitas Layanan Penyaluran Dana BOS Tahun 2011 Dinas Pendidikan Kota Semarang (Studi Kasus Pelayanan Penyaluran Setingkat SMP)*” concluded that the level of service quality distribution of BOS funds 2011 in Semarang is still low. This was shown by the lack of punctuality in the process of distribution the BOS funds evidenced by the delay of transferring it to the school accounts

Meanwhile, research on minimum service standards of education conducted by Herwin (2014) “*Analisis Pencapaian Standar Pelayanan Minimal (SPM) Pendidikan Dasar (Studi Kasus: Kecamatan Sangir Kabupaten Solok)*” resulted that (1) classrooms and teachers have been excessive, if the distribution of students and teachers refer to SPM *Dikdas*; (2) qualifications of teachers and principals still do not meet the minimum standard; (3) support facilities, including textbooks, there are still shortcomings; (4) nonpersonnel budget allocation is too small; and (5) the budget allocation for school stationery and consumables not meet the standards.

Nugroho, Widowati, and Rihandoyo conduct research with the title “*Implementasi Kebijakan Penggunaan Dana Bantuan Operasional Sekolah di Kota Semarang (Studi Kasus di Sekolah Menengah Pertama Negeri Semarang Selatan Tahun 2011)*”. They concluded that (1) only two of the four schools junior high who meet the 13 components of the BOS funds; (2) despite receive BOS, Junior High School still collect a fee for buying the uniforms, additional subjects, and the class separation; (3) the BOS program further enhances the facilities and infrastructure that impact on improving school achievement and graduation rates; (4) the existence of a relationship between the program managers, communication, and implementation of the BOS program in 2011 in the city of Semarang.

From various studies on the above, it can be concluded that the BOS funds have a role and a positive impact on improving the quality of education in Indonesia.

Minimum Service Standards

Minimum Service Standards is a service type and level of minimum education service that should be provided by the unit or educational program, the organizers of units or programs, the provincial government and district/ city government as stipulated in Government Regulation No. 38 of 2007 on the Division of Government Affairs between the Central Government, Provincial government, and the government of Regency/ City.

Minimum Service Standards of Education is a benchmark of the performance of basic education services, as well as the reference in program planning and budgeting achievement of each target. Minimum service standards of basic education are the performance benchmark of basic

education services through formal education organized by District/ City (<http://dindikptk.net>, accessed on September 11th, 2015).

SPM set the type and quality of educational services provided by the district/city and school. SPM basic education regulates what should be available in schools, such as teachers, principals, staff, infrastructure, media, books. In addition, SPM also arranged things that should happen in schools, as teachers have to prepare lesson plans (RPP), the principal supervision, fulfillment of instructional hours.

In Permendiknas Number 23 Year 2013 concerning Amendment to Regulation of the Minister of National Education No. 15 of 2010 on Minimum Service Standards for Basic Education in the District/ City, there are eleven indicators of SPM fulfillment which are under the school's responsibility. At the junior level, these indicators are as follows.

1. Each junior high school provides textbooks that have been defined for feasibility by the Government covering all subjects with a ratio of one set for each participant learners;
2. Each junior high school has 200 titles of enrichment books and 20 reference books;
3. Each teacher continued to work 37.5 hours per week in the education unit, including planning lessons, implementing the learning, assessing learning outcomes, guiding or training learners, and carrying out additional tasks;
4. Unit of education organizes learning process for 34 weeks per year with 27 hours per week learning activities for class VII - IX;
5. Unit of education implement *Kurikulum Tingkat Satuan Pendidikan* (KTSP) according to applicable regulations;
6. Each teacher implements the lesson plan (RPP) which is based on the syllabus for each subject he taught;
7. Each teacher develops and implements an assessment program to help in improving the learners' ability;
8. The principal supervises lessons and provides feedback to teachers twice in each semester;
9. Every teacher submits evaluation reports on subjects as well as the assessment of each learner to the principal at the end of the semester in the form of learners' achievements report;
10. The principal submits a report the results of end semester test (UAS), class increasing test (UKK), and final test (US/ UN) to the parents of learners and delivers the recap to the Department of Education or the Office of Religious Affairs in the district / city at the end of the semester ; and
11. Each educational unit applying the principles of school-based management (SBM).

Bantuan Operasional Sekolah (BOS)

Permendikbud Number 76 Year 2012 on Technical Guidelines on the Use and Financial Accountability Block Grants School in 2013, explained that BOS is a government program which is basically the provision of funding for nonpersonnel operating costs for basic education unit, as the executor of compulsory education. Furthermore, according to Government Regulation No. 48 Year 2008 on Education Funding, nonpersonnel costs are costs for materials or equipment educational consumables, and indirect costs such as power, water, telecommunications services, maintenance of facilities and infrastructure, overtime, transportation, consumption, tax etc. However, there are several types of investment funding and personnel is allowed to be financed by the BOS.

Generally, the BOS Program aims to alleviate the society burden in financing the 9 years compulsory education. Especially, BOS program has aims to (1) exempt students from school operating costs; (2) release any form of all charges for poor students, and (3) ease the burden of operational costs for students.

The targets of BOS program at the junior level for Year 2014 was all SMP/ SMPLB/ SMTP, including SMP *Satu Atap* (SATAP) and *Tempat Kegiatan Belajar Mandiri* (TKB Mandiri) held

by the community, both public and private in all provinces in Indonesia. The amount of the fees received by schools is calculated based on the number of students with provision SMP/ SMPLB/ SMTP/ SATAP: Rp710.000,00 for each student/ year.

METHODS

The scope of this study the scope of the study includes 56 junior high schools. Ten schools were chosen as a representative from each region: north, east, south, west, and center. The objects of this research are 10 school principals and 100 teachers from each junior high school that was chosen as sample.

The data collected in this study was primary data that is a document compliance of minimum service standards for education. As for the secondary data obtained through official sources published by The Department of Education and Culture and The Central Bureau of Statistics of Ponorogo.

Data collection methods in this research were: (1) documentation, to obtain official documents as evidence that physical activity has been organized; (2) observation, to explore the possibility of missing information and to enrich the observation dimension of the existing analysis of phenomena; and (3) interview to obtain qualitative data and some information or explanation from informants.

The process of data analysis carried out before, during, and after the research. Before the research, the prior data collected from the preliminary study was analyzed. During the research, data collected and analyzed within a certain period. After the research, all the data collected was analyzed by reducing, presenting, and drawing conclusions.

RESULTS AND DISCUSSION

The results obtained from the research was the mapping of basic education minimum service standards that have been achieved by the junior high school in Ponorogo as follows.

The Management of BOS

Based on the results of the study, all schools (100%) has its own building. However, only 60% of schools with classrooms in accordance with the number of learning group (rombel). The infrastructure that supports including, (1) teacher's table and chair in each classroom teacher has been achieved in 70% of schools; (2) student' desks have achieved in 80% of schools; (3) students' chairs have achieved in 80% of schools; (4) whiteboards in each classroom has been achieved in 90% of schools; (5) the principal's office has been achieved in 70% of schools; (6) the principal's table and chair has been achieved in 80% of schools; (7) guest' tables and chairs in the principal's office has been achieved in 90% of schools; (8) the teachers' room has been achieved in 90% of schools; (9) the tables and chairs in the teachers' room has been achieved in 90% of schools; (10) administration staffs' room has been achieved in 90% of schools; (9) the tables and chairs in administration staffs' room have achieved in 90% of schools.

Based on these descriptions, the average of the provision of school facilities and infrastructure reached 85%. This means that the provision of facilities and infrastructure in junior high school in Ponorogo has not met expectations. In this regard, schools in the future should prioritize the fulfillment of school facilities and infrastructure as the support for the fulfillment of minimum service standards of basic education, especially to provide classrooms that are appropriate with the number of the learning group.

The Provision of The Junior High School textbooks for 11 Subjects Per Student

Textbooks in the Junior High School is crucial in deepening the mastery of the material for learners as well as useful in (1) providing more attractive material, (2) providing the additional material to expand knowledge, (3) repeating the study, and (4) controlling the learning outcomes that must be mastered. Provision of textbooks for eleven subjects in junior high

school in Ponorogo not meet minimum service standards for basic education. Based on the research, it can be revealed that the provision of Indonesian textbooks fulfilled in 80% of schools, Mathematics textbooks fulfilled in 77% of schools, Science textbooks fulfilled in 67% of schools, PPKn textbooks met in 70% of schools, Religion textbooks fulfilled in 83% of schools, Cultural Arts textbooks met in 73% of schools, Sports Education textbooks met in 80% of schools, Skills/ICT textbooks met in 73% of schools, and Local Studies textbooks met in 63% of schools.

Based on the description, the average achievement of compliance with new textbooks reached 75%. To that end, the school must prioritize the provision of textbooks so that each student gets the same service.

The Provision of Model and Science Props

Provision of the props in education aims to make the educational process more effective, learning spirit of students increases, the need for certain types of learning are met, and the learning can be more systematic. On the other hand, with the props, students can understand the material easily because the material is presented visually or audio-visually. However, junior high school in Ponorogo not entirely provide the props and the laboratory materials in accordance with the minimum service standards.

Based on the survey results revealed that

1. all public junior high school (100%) has been providing science laboratory, globe, instruments of optical experiments, at least 6 tripods, picture/ model of the human circulatory system, picture/ model of the heart, all is in good condition;
2. nine junior high school (90%) have provided the scales, roller meter, Celsius thermometer, measuring cups, experimental electric circuit, beakers, burners spirit, monocular microscope, genetics posters, human skeleton model, a model of the human body, and picture/ model of the human's ear, in good condition;
3. eight junior high schools (80%) have provided the table and chairs, metal mass, magnetic rod, inclined plane, wooden beams, evaporation cup, picture/ model of human digestion, picture/ model of the human respiratory system, and drawing/ model throat man, in good condition;
4. seven junior high schools (70%) have provided the ruler, vernier caliper, multimeter AC/ DC 10 kilo ohms / volt, fixed pulley, the pulley moves, the plate drops, and instructions for experiments in good condition;
5. six junior high schools (60%) have provided the appropriate standard tuning fork, the length expansion experiments, pipette and rubber and magnifying glass in good condition;
6. five junior high schools (50%) have provided the appropriate standard stopwatch and models of simple molecules; and
7. four junior high schools (40%) has been providing standards-compliant dynamometer in good condition.

The above data were the evident that most of the junior high school in Ponorogo has not met the minimum standards in the provision of educational aids and laboratory materials. The average achievement of compliance provision of teaching and lab materials was 79%. Therefore, in the future, the procurement of teaching and lab materials through the BOS funds is need to be done, especially the dynamometer, a stopwatch, a simple molecular model, a tuning fork, the instrument of expansion length experiment, pipette and rubber, magnifier, ruler, vernier caliper, multimeter AC/DC 10 kilo ohms/volt, fixed pulley, the pulley moves, the plate drops, and instructions for the experiment. Thus, students actually gain direct experience through experiment and practicum.

Provision Enrichment Books and Reference Books

Enrichment books or known as reading books serve to broaden the knowledge and skills for learners. Enrichment books in the form of a book of knowledge provides various articles of

knowledge, skills, and personality. The enrichment books is very important for students in basic education because the book provides fundamental information from various discipline to be developed in the future. Whereas, reference books as the book used to support in acquiring knowledge in field of science, technology, art, and culture more widely and deeply.

Because of such importance, every junior high school should be providing a collection of at least 40 titles of fiction books, at least 60 titles nonfiction books, and at least 10 titles reference books. From the above data, junior high school which provides a collection of fiction books of at least 40 titles reached 80%; collection of non-fiction books for at least 60 titles reached 70%; collection of reference books (dictionaries, encyclopedias, holy books, atlases, biographies) of at least 10 titles reached 70%; subscribe to newspapers reach 80%; and subscribe to the magazine reaches 80%. This means that the achievement of a minimum service standard for education has not been a good yet. The compliance average of the standards of providing enrichment and reference books was 76%. Therefore, each school needs to allocate the BOS funds for the procurement of books and book beferensi enrichment.

Teachers' Working Hours

In human resources management, every civil servant teachers are required to work for 37.5 hours per week (the Indonesian Government Regulation No. 74 Year 2008 on Teachers). These include 24-40 hours of face to face, including planning, implementing, assessing the results, guide and train students, and carry out additional tasks inherent in the implementation of the main activities according to the workload. The results of research showed that the entire junior high school in Ponorogo has satisfied the ratio of the number of permanent teachers and the number of students, 7 schools (70%), with all teachers certified S-1, only one junior high school in Ponorogo (10%), with all teachers have been certified educators, and 80% junior high school whose the teachers carry out the task of learning for 37.5 hours per week.

Based on the results of the study revealed that the average achievement of compliance with the standards of teacher qualification by 76%. This means that the problem of human resources, especially teacher in Ponorogo is a serious problem that must be addressed immediately, either through a proposal to the government or through the recruitment of temporary teacher to satisfy the right of every child to acquire a decent education.

Number of Instructional Hours Per Week

Based on data from the research, junior high schools in Ponorogo who have carried out 27 hours of lessons or more per week in class VII and VIII are as much as 90%. While in class IX, the entire (100%) junior high school have carried out 27 hours of lessons or more per week. The average achievement of compliance number of instructional hours per week by 93%. This means that the problem of the number of instructional hours per week in the junior high school needs to be considered by the Department of Education and Culture of Ponorogo so that every child gets the portion of instructional hours that appropriate with the standard.

The Implementation of Kurikulum Tingkat Satuan Pendidikan (KTSP)

KTSP has been conducted by 100% junior high schools in Ponorogo. This is showed by the complete KTSP documents, the independent KTSP drafting, the implementation in accordance with the provision, the monitoring process that involve external parties.

As the implementation of the curriculum, all teachers (100%) have implemented lesson plans in learning. It is indicated that all teachers (100%) has developed a lesson plan based on the syllabus and implement learning activities in accordance with the lesson plans. On the other hand, the entire junior high school in Ponorogo has developed an assessment program indicated that all teachers (100%) has been carrying out an assessment based on a complete lesson plan and report the results of UH, UTS, US, UKK to the principal.

Implementation Supervision

Based on the results of the study, all principal of junior high school in Ponorogo has conducted supervision (100%). It appears that in the entire junior high school (100%) the principal has executed supervision. The indicator is that the principal has supervised every teacher at least once a semester and always provide feedback on the results of supervision performed.

Report

As a form of transparency and responsibility, principals reported the results UKK, UAS, US/ UN, both to the parents and the Department Education and Culture of Ponorogo. Based on research data, the principal of the entire junior high school (100%) has reported the results of UKK, UAS, US/ UN to parents and to Department Education and Culture of Ponorogo.

The Implementation of *Manajemen Pendidikan Berbasis Sekolah* (MPBS)

Based on the research results, the entire junior high school in Ponorogo (100%) has implemented *Manajemen Pendidikan Berbasis Sekolah* (school-based education management). This shows that all the committee has had SK from the principals, involved in drafting school policies, involved in the preparation of Educational Work Plan; and involved in the preparation of the school budget and revenue plans.

CONCLUSION

Based on the results of the study as described in the previous chapter can be concluded that 87% of junior high school in Ponorogo meet eligibility in the management of BOS funds in 2014, but the provision of new facilities and infrastructure reached 85%. The fulfillment of minimum service standards of education that has been achieved is as follows: (1) provision of textbooks 11 subjects for each student in grade 7 reached 80%, grade 8 reached 67%, grade 9 reached 77% with an achievement average of 75%; (2) provision of the props and laboratory materials reached 79%; (3) the provision of enrichment books and reference books reached 76%; (4) the teachers' working hours in performing the task reached 72%; (5) the number of instructional hours per week reached 93%; (6) the implementation of *Kurikulum Tingkat Satuan Pendidikan* (KTSP) reached 100%; (7) the implementation of the lesson plans (RPP) in the learning achieved 100%; (8) the development of an assessment program achieved 100%; (9) the supervision has reached 100%; (10) the submission of the evaluation report reached 100%; and (11) the application of MPBS reached 100%.

Based on the above conclusions, there are some suggestions proposed: (1) in the distribution of BOS funds, each public junior high school should prioritize on allocating to satisfy the minimum service standard of education that has not been achieved yet and the standard of service that has been reached must be maintained; (2) The Department of Education and Culture should monitor the use of the funds in each public junior high school to ensure that the priority is to satisfy the minimum service standards that have not been reached.

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