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## The Implementation of Participation Principle in Providing Free Education in Gowa Regency, Indonesia

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### ABSTRACT

Autonomy paradigm has independence in regulating and managing household affairs. In fact, elaboration of transparency, accountability, and participation principles in local government administration has not yet been implemented properly, including in education sector. This study aimed at examining the implementation of participation principle including perception, trust and level of participation in providing free education in Gowa Regency, Indonesia. Through in-depth interviews supported by descriptive data, this study indicated that participation principle had not been implemented optimally in providing free education in Gowa Regency. There were no firm and clear regulations governing procedures, mechanisms and methods for involving community participation in providing free education. In addition, the Education Office, as a technical provider of free education, should be able to minimize inhibiting factors in carrying out its duties and functions by increasing capability and professionalism of its human resources through increasing discipline and responsibility, education, and training that is relevant to its duties and functions so that it is more optimal and able to support its realization of good governance in Local Government of Gowa Regency.

**Keywords:** participation, free education, Gowa, Indonesia

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### Introduction

Increasing and equitable distribution of community welfare in all regions in Indonesia is a demand that must be carried out by the government.<sup>1,2</sup> Support from all existing local governments is needed by the central government to achieve this goal, including for health and education problems<sup>3-15</sup>. In the unified state government administration system, local governments are given the widest possible authority by granting rights and obligations to implement Regional Autonomy.<sup>16-19</sup> An important point is that education is a right of every citizen.<sup>20-27</sup>

Autonomy paradigm has independence in regulating and managing household affairs<sup>28-30</sup>; in order to make sure that duties and authorities of local government can bring services closer to the community; in order to involve local communities in policy process and regional development; in order to realize democratization, empowerment,

transparency and accountability in the administration of local government; and in order to realize a shift in prosperity from center to regions.

In fact, in terms of implementation of local government, elaboration of transparency, accountability, and participation principles has not yet been implemented properly. It is because of the following issues: 1) there are still local government policies that are not fully oriented towards interests of community empowerment, but prioritize regional cash income; 2) there are many local government activities or programs that require large amounts of funding, but community has not felt the benefits; 3) there are many local government policies that are not disclosed transparently to public; and 4) supervision implementation has not fully implemented principles of good governance so that it has not run optimally.

Importantly, increasing public access to higher quality education is a mandate that must be

carried out by Indonesian people, as stated in Preamble to the 1945 Constitution of the Republic of Indonesia. It is stated that state of Indonesia shall protect all the people of Indonesia and all the independence and the land that has been struggled for, improve public welfare, educate life of the people, and participate toward establishment of a world order based on freedom, perpetual peace and social justice. Moreover, Article 28 paragraph (1) of the 1945 Constitution of the Republic of Indonesia mandates that every person shall have the right to develop him/herself through fulfilment of his/her basic needs, the right to get education and to benefit from science and technology, arts and culture, for the purpose of improving quality of his/her life and for the welfare of human race.<sup>31</sup> The mandate is then confirmed in Article 31 paragraph (1) which states that every citizen has the right to receive education.<sup>32-35</sup>

Article 10 of Law No. 20 of 2003 on the National Education System mentions that “central government and local governments have the right to guide, supervise, assist, and monitor the implementation of education in accordance with regulations, which are in force.” Additionally, Article 50 paragraph (5) Law No. 20 of 2003 emphasizes that “regency/city governments are obliged to manage primary and secondary education, as well as education units based on local excellence.”

Development agenda of Gowa Regency in the form of increasing human resources has been implemented by several provisions in the form of Regional Regulations and Regent Regulations, including: Regional Regulation of Gowa Regency Number 4 of 2008 on Free Education; Regional Regulation of Gowa Regency Number 09 of 2013 on Amendment of Regional Regulation of Gowa Regency Number 12 of 2009 on Compulsory Education Program; Regional Regulation of Gowa Regency Number 10 of 2016 on Sustainable Complete Class System; and Regulation of the Regent of Gowa Number 8 of 2008 on the Implementation of Regional Regulation of Gowa Regency Number 4 of 2008 on Free Education. Referring to Regional Regulation of Gowa

Regency Number 4 of 2008 on Free Education, Gowa Regency can be said to be the first region in Indonesia to officially organize Free Education. As a new and first policy, there is definitely no example for its technical implementation which results in deficiencies or problems as in implementation of education throughout the Republic of Indonesia which also faces many problems/issues. Fortunately, as time goes by, there must be significant improvement efforts as a follow-up to monitoring and evaluation carried out simultaneously and continuously by Gowa Regency Government with various forms of approaches. Based on the aforementioned explanation, the researcher intended to examine further how Gowa Regency Government implemented principles of good governance in providing free education.

This study aims to examine the implementation of participation principle in providing free education in Gowa Regency, Indonesia.

### Materials and Methods

This research was a qualitative research supported by quantitative data. Interviews were conducted with members of Regional People’s Representative Council (*Dewan Perwakilan Rakyat Daerah/DPRD*) of Gowa Regency, community leaders, local governments and entrepreneurs. The results of the interviews, which were supported by quantitative data on 145 respondents, were analyzed using content analysis. Measurement scale was divided into 'implemented', 'poorly implemented' and 'not implemented'. Quantitative data analysis was carried out descriptively.

### Results and Discussion

#### Public Perception towards the Implementation of Participation Principle by Local Government of Gowa Regency in Providing Free Education in Gowa Regency

One of the indicators that community participation principle has been implemented by Government of Gowa Regency in implementation

1 of Free Education in Gowa Regency is the reaction showed by community in the form of perceptions of implementation of Free Education by Local Government of Gowa Regency. Public perception as an indicator of community participation principle is based on the theoretical basis of a systems approach in law enforcement. More importantly, an involvement of community perceptions is closely related to functional relationship between duties of Local Government administrators of Gowa Regency and fulfillment of rights of Gowa community in education, whether they have been served.

The importance of providing Free Education in Gowa Regency was also recognized by 2 members of DPRD of Gowa Regency who were successfully interviewed by the researchers: “St. Hasnah Restu” and “Hj. Syamsuharni Daeng Taco”. They affirmed, “Gowa community is the

most competent party in assessing whether Local Government of Gowa Regency has been able to carry out its duties and functions in meeting the needs which become the rights of every member of Gowa community in education sector as regulated in existing statutory provisions” (interview on December 1, 2016). However, Abd Rasyak, a member of DPRD of Gowa Regency, strongly advocated that he does not agree if community participated in implementing Free Education, by a reason that community involvement in providing free education in Gowa Regency is through DPRD of Gowa Regency. Thus, he stated, the community does not need to be involved directly in providing free education (interview on December 1, 2016).

Moreover, Gowa community perception 12 vards providing free education in Gowa Regency can be seen in Table 1.

**Table 1. Respondents' Responses on Community Perceptions towards the Implementation of Participation Principle by Government of Gowa Regency in Providing Free Education Program in Gowa Regency**

No.	Respondents' Answers	Respondent Category				Total
		Community	DPRD	Entrepreneur	Local Government Official	
		n	n	n	N	N
1	Implemented	24 16.55%	10 6.89%	22 15.17%	14 9.65%	70 48.27%
2.	Poorly Implemented	19 13.10%	7 4.82%	19 13.10%	7 4.82%	52 35.86%
3.	Not Implemented	7 4.82%	3 2.06%	9 6.20%	4 2.75%	23 15.86%
Total		50 34.5%	20 13.8%	50 34.5%	25 17.2%	145 100%

Table 1 shows respondents' responses on community perceptions towards the implementation of participation principle by Local Government of Gowa Regency in providing free education. There were 70 respondents (48.27%) stated that participation principle had been implemented by Local Government of Gowa Regency in providing free education; 52 respondents (35.86%) stated that participation

principle had been poorly implemented by Local Government of Gowa Regency in providing free education; and 23 respondents (15.86%) stated that participation principle had not been implemented by Local Government of Gowa Regency in providing free education.

14 Based on data on distribution of respondents' responses in table 1, the percentage of respondents who answered that Local Government

of Gowa Regency has implemented participation principle in providing free education is quite high (48.27%). It shows that community perception of the implementation of participation principle by local government officials in Gowa Regency in providing free education is good. In other words, the community believes that local government officials of Gowa Regency have implemented participation principle in carrying out their duties and functions in providing free education. This is in line with an idea put forward by respondent "AS" (one of work unit heads in Gowa Regency Government). He pointed out, "currently the majority of Gowa community have a perception that Local Government of Gowa Regency has implemented participation principle in government administration, especially in providing free education; although there are also some people who think that Local Government of Gowa Regency still does not involve community in providing free education so that community does not know the output of Free Education", (interview on December 8, 2016).

Besides data in Table 1 and results of interview above, the researchers also succeeded in interviewing several members of DPRD of Gowa Regency as a component of respondents in this thesis research. Based on results of interview, the answers obtained are basically the same as the answers stated by 2 Chairmen of the DPRD Commission ("Syamsuharni Daeng Taco" and

"Muh Kasim Sila") and 2 members of DPRD ("H.A.M. Yusuf Harun" and "Mappaudang Daeng Lingka"). They claimed, "local government officials of Gowa Regency do not implement participation principle in providing free education in Gowa Regency (interview on December 8, 2016).

**Community Trust in the Implementation of Participation Principle in Providing Free Education in Gowa Regency**

As an attempt to see the extent to which the implementation of community participation principle in providing free education in Gowa Regency, one of the indicators used in this study is high and low level of community trust in providing free education by local government officials of Gowa Regency as the institution in charge. It is based on theoretical basis of a system approach in good governance which requires the involvement of three main pillars including state, private sector, and society. Additionally, it can be said that indicators of community trust are closely related to community response to the performance of Local Government of Gowa Regency, and especially to assess local government administrators in Gowa Regency. This is because in a concept of a democratic country, the highest assessment is left to the community (the people) as the holder of the highest sovereignty.

**Table 2. Respondents' Responses on Community Trust in the Implementation of Participation Principle in Providing Free Education in Gowa Regency**

No.	Respondents' Answers	Respondent Category				Total
		Community	DPRD	Entrepreneur	Local Government Official	
		n	n	n	n	N
1	Believe	28 12.4%	10 4.5%	27 13.8%	13 9.7%	78 53.79%
2.	Not Really Believe	17 20.7%	7 7.6%	18 17.9%	7 4.8%	49 33.79%
3.	Not Believe	5 12.4%	3 5.5%	5 13.8%	5 9.7%	18 12.41%
	Total	50 34.5%	20 13.8%	50 34.5%	25 17.2%	145 100%

Table 2 above shows respondents' answers regarding community trust in the implementation of participation principle in providing free education by Local Government of Gowa Regency. There were 78 respondents (53.79%) who stated that the community believed that participation principle had been implemented in providing free education in Gowa Regency; 49 respondents (33.79%) stated that the community did not really believe that participation principle had been implemented; and 18 respondents (12.41%) stated that the community did not believe that participation principle had been implemented.

Based on above descriptions, it can be said that in general the community believes that participation principle has been implemented in providing free education in Gowa Regency. The Gowa community trust is influenced by their knowledge of an existence of **Regional Regulation of Gowa Regency Number 3 of 2004 on Transparency of Government Administration**.

Respondents' answers are in accordance with results of interviews with four categories of respondents in this study. It can be seen as follows:

The researchers conducted an interview with one of community leaders "H.Mallingkai Maknum". He stated, "the community finds it difficult not to believe that participation principle has been implemented by **Local Government officials of Gowa Regency in the implementation of free education** since the community has seen and experienced directly benefits of free education (interview on December 9, 2016).

Furthermore, this paragraph describes results of an interview with one of local government officials of Gowa Regency within the scope of legal bureau work unit in Gowa Regency Government, named "Subair". He claimed, "honestly, we should admit that there is still a small part of community that do not believe that participation principle has been implemented by local government officials in the implementation of free education in Gowa Regency. This attitude arises due to the fact that some of organizers of free education have been less active in involving the community, especially in terms of planning. For

instance, we have never heard or read any kind of news about an existence of a dialogue forum or public consultation forum which is routinely organized by Education Office of Gowa Regency. Thus, some people do not know what the planning is like, results or findings as well as follow-up of results or findings in providing free education, especially regarding its evaluation process". (interview on December 9, 2016)

Besides, results of an interview with a respondent from a category of NGO community leaders "H.Hasniati Hayat" provide an information that she stated, "to the best of my knowledge, there has never been a meeting, invitation, or announcement in mass media such as newspapers, radio or television to attend a meeting from organizers of free education in Gowa Regency to the community whether in terms of planning, implementation, results or evaluation or other processes. Accordingly, as an NGO activist and observer of education in Gowa, it can be said that I do not believe that participation principle has been implemented in providing free education due to the conditions that I have previously put forward". (interview on December 9, 2016).

Similar point of view was expressed by "Abd Rasyak" as a member of DPRD of Gowa Regency who claimed, "local government officials, in this case Education Office of Gowa Regency, do not really implement participation principle in providing free education. It can be seen from an absence of publication in printed or electronic media, especially in the form of dialogue forums or public consultations. Therefore, the impression we get is that free education providers in Local Government of Gowa Regency seem closed". (interview on December 10, 2016).

### **1 Level of Community Participation in the Implementation of Participation Principle in Providing Free Education in Gowa Regency**

In **this** case, community participation is a condition in which the community can use their rights in expressing their opinions both in planning process and in decision-making concerning their

own interests, either directly or indirectly. Community participation is intended to ensure that every policy taken and implementation of the policies of local government administrators in Gowa Regency, especially regarding free education, can reflect aspirations of community. Thus, it is then relevant if level of community participation is used as an indicator for assessing whether officials has implemented participation principle in providing free education in Gowa Regency.

In this study, one of the indicators used to assess whether principle of community participation has been implemented is community reaction in the form of participation in providing

free education by Education Office as a technical provider of Free Education in Gowa Regency. It is based on theoretical basis of a system approach in good governance which requires the involvement of three main pillars including state, private sector, and society. An involvement of community participation is closely related to duties and functions of local government administrators in Gowa Regency with fulfilling demands of rights of Gowa Regency community, whether they have been served.

Level of participation of Gowa Regency community in the implementation of participation principle in providing free education by Education Office can be seen in Table 3.

**Table 3. Respondents' Responses on Community Participation on the Implementation of Participation Principle by Local Government Officials of Gowa Regency in Providing Free Education**

Respondents' No.	Answers	Respondent Category				
		Community	DPRD	Entrepreneur	Local Government Official	Total
		N	n	n	n	N
1	Implemented	27	10	25	13	75
		18.62%	6.89%	17.24%	8.96%	51.72%
2.	Poorly Implemented	18	6	18	8	50
		12.41%	4.13%	12.41%	5.51%	34.48%
3.	Not Implemented	5	4	7	4	19
		3.44%	2.75%	4.82%	2.75%	13.10%
		50	20	50	25	145
	Total	34.5%	13.8%	34.5%	17.2%	100%

Based on data in Table 3 above, it is known that there were 75 respondents (51.72%) who answered that principle of community participation had been highly implemented by local government officials in providing free education in Gowa Regency. Furthermore, there were 50 respondents (34.48%) who answered that principle of community participation had been poorly implemented. Last but not least, 19 respondents (13.10%) answered that principle of community participation had not been implemented (low) by local government officials in providing free education in Gowa Regency.

Respondents' answers above are supported by results of interviews with several respondents as follows:

Results of interview with one of community leaders named "H.Sabir Mangaseng" found that he stated, "participation principle has been implemented by Local Government officials of Gowa Regency in providing free education since the opportunity has been quite open for community to participate in providing free education, especially in the form of reporting violations/irregularities committed by local government administrators either directly or via post box provided. Even though participation principle has been actually implemented, some

people still think that this principle has been poorly implemented since it is limited to community participation in the form of reporting violations. It indicates the community itself who has an initiative to participate in the form of reporting violations. Ideally, local government official, in this case functional supervisor, namely regional inspectorate or school inspector who should be pro-active in involving community in the implementation of supervision in providing free education by holding dialogues or public consultations, or actively asking for recommendations and input from the community, for example through institutions that have concerns about free education in Gowa Regency". (interview on December 10, 2016).

Additionally, results of an interview with an activist, named "Kaharuddin Muji" found that he claimed, "participation principle basically has been implemented, although it has not been fully implemented by Regional Government officials in providing free education in Gowa Regency. The basis of this argument is to state that some members of community still feel that there is no guarantee of protection and security that can be provided by Local Government of Gowa Regency for themselves and their families if these community members participate in providing free education, especially in the form of submitting/reporting/complaining occurrence violations committed by free education providers (for example, there are illegal fees by the school or other local government officials in Gowa Regency)". (interview on December 10, 2016).

Similar notion was stated by "St Hasnah Restu" and "Ramli Lewa" as members of DPRD of Gowa Regency who stated, "local Government officials, in this case Gowa Regency Education Office officials, have not fully implemented participation principle in the implementation of their duties and functions in providing free education. This is evidenced by the absence of any exposure or public consultation (public hearing) to community carried out by officials who provide free education in terms of planning, supervision, implementation, results/findings from supervision implementation, or follow-up on the

results/findings of supervision implementation in providing free education, especially regarding evaluation of free education that has been implemented in Gowa Regency". (interview on December 10, 2016).

Based on the aforementioned respondents' answers, government officials of Gowa Regency have not fully implemented participation principle in providing free education in Gowa Regency, as desired by the concept of good governance. It has consequences for hampering efforts to accelerate realization of optimal good governance, especially in providing free education in Gowa Regency.

### Conclusion

To sum up, participation principle in providing free education in Gowa Regency has not been implemented optimally since there is no clear and firm regulation governing the procedures, mechanisms and methods of involving community participation. Education Office as a technical provider of free education in Gowa Regency should be able to minimize inhibiting factors for the implementation of its duties and functions by increasing capability and professionalism of its human resources through increasing discipline and responsibility, education, and training relevant to their duties and functions by which, in the future, providing free education in Gowa Regency can be conducted more optimally and able to support realization of good governance in Local Government of Gowa Regency.

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