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Introduction

The humanities are scholarly disciplines that study human society. The humanities use strategies that are essentially basic, or theoretical, and have a huge historical and metatextual component as recognized largely from the experimental methodologies of the natural sciences. Social science is a noteworthy class of scholarly disciplines, concerned with society and the connections among people inside a general public.

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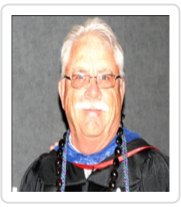

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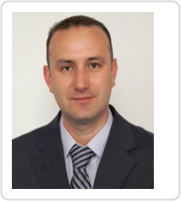

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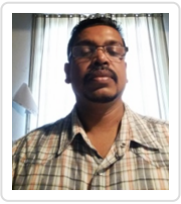

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The Implementation of PRODIRA (Education Programmer for People[1]) in Senior High Schools in Gorontalo Province

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Abstract

This research aims at exploring the implementation of Education Programme for People (Program Pendidikan Rakyat), or well known as Prodira, in senior high schools within Gorontalo province. The analysis emphasizes the aspects of the implementation of the program involve context, input, process, and product.
An evaluation approach was employed with a descriptive method based on these four aspects well-known as the CIPP model. Data were collected through techniques, such as documentation, interview, and observation. A descriptive qualitative method, which comprised of data reduction, data display, and summing up the analysis, was applied to explore the issue. The data were further validated through (1) measurements of validity, credibility, transferability, dependability, and confirmability; as well as (2) triangulation of the data.
The research results showed that (1) the overall score of the components of the context of the implementation of Prodira is at 62 percent. (2) The component of input is classified as a supportive category. The percentage for each element is at 76 percent, classified as a supportive category. (3) All the components of the process of the program implementation are at 82 percent, classified as a supportive category. This research urges an immediate action from the regional government to implement Prodira and prioritize the education program to raise both the net enrollment rate (APM) and gross enrollment ratio (APK) on all levels of education; these are to effectively conduct Prodira as well as promoting the continuity of the learning process. Therefore, disbursement of the funds must not be delayed.

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Keywords: *Program, Education, Society, People, School, Gorontalo*

1. INTRODUCTION

Gorontalo province sets out the Prodira (Education Programme for People) as the featured program of 2012 - 2017. Human resources are the facet of the advancement of a nation and thus significantly contribute to the progress of other sectors. Such a notion becomes the rationale behind the establishment of this program. According to the Act Number 20 of 2003, Article 5, every citizen has equal rights to receive a high-quality education. In other words, providing a better, affordable, and equal education services are required to the development of human resource; a better quality of citizens determine the advancement of a nation. Prodira aims at promoting a free education to students and parents; this includes education operating costs of the secondary education level and the community-oriented education, and quality costs range from the early educational attainment to the elementary education to the secondary education level. These are to live independently and to develop self-potential in advancing to a higher education.

Thereby, both the central and regional government are urged to promote and provide considerable opportunities for the innovation on the education at the regional level. This has been set out in the regulation of regional autonomy and the laws of financial balance. The notion is echoing to the statement seen in the Act Number 32 of 2004, Chapter 1 of Article 1 which states that "decentralization means the transfer of government authority by the Government to autonomous regions to govern and manage administrative affairs within the frame of the Unitary Republic of Indonesia."

[1] *Program Pendidikan Rakyat*

According to the context of regional autonomy, the educational policy is based on the decentralization whereas all the affairs of the regional government are accompanied by the source of funding, the transfer of facilities and infrastructure, officialdom based on the decentralized affairs. For these reasons, the government of Gorontalo province establishes a free education program as an effort to promote the program of the government particularly in the sector of education and as a conceptualisation of the featured program of the province in developing human resources. It is expected that this program contributes to the success of the advancement of the economic sector in Gorontalo province.

As the stakeholder, the National Education Office of Gorontalo Province (Dinas Pendidikan Nasional Provinsi Gorontalo) sets out the targets of the programme: (1) to elevate the number of education participation rates of the people in the early education level, elementary education level, and secondary education level; (2) to improve the education services at all levels to achieve a better quality of education and its relevance; and (3) to provide a free education for students' parents, except for students of Pilot International Standard Schools (RSBI).

The government's concern on the educational problem is illustrated in the amount of education budget spend from the State Budget (APBN). Concurrently, this also proves the government's desire to ensure that all the citizens get a decent and better education. This resonates to the efforts of the government of Indonesia in promoting a free education considering the role of education in the advancement of a nation.

The attempt of the government of Gorontalo province in establishing a free education programme inspired by the ideology of Indonesia stated in the Article 3 of the Act of the Republic of Indonesia Number 3 of 2003 Considering the National Education System: "The National Education functions to develop the capability, character, and civilization of the nation for enhancing its intellectual capacity, and is aimed at developing learners' potentials so that they become persons imbued with human values who are faithful and pious to one and only God; who possess morals and noble character; who are healthy, knowledgeable, competent, creative, independent; and as citizens, are democratic and responsible". Furthermore, through Prodira, the regional government want to establish a policy that is in favor of the citizens, and therefore, to reduce their expenditure on educational budget. The poor quality of educational system blames the insufficiency of the educational budget. According to the report of Human Development Index of 2004 (Jawa Pos, 2004), Indonesia is placed at the 111 of the index; this is under Malaysia at 58th, Thailand at 76th, and Philippine at 83rd. This condition is exclusive to the elementary education level reported by a study from International Education Achievement (IEA). It is reported that Indonesia is placed at the 38 rank among 39 countries of the elementary students' literacy rank (Hardiyanto, 2004).

The previous consideration indicates a gap between the expectation and the real situation of the implementation of the Prodira program. Consequently, a study to explore this program is required as one of the subsidies for the sector of education; these subsidies target poor people and are managed by schools. However, the budgeting is based on the population of the students; it does not consider total cost needed per student. Chances to get an education subsidy from Prodira between low-economy students and high-economy students are equal. An attempt in exploring the advantages of the program, based on the benefits that students obtained, is without question necessary to cope with the problems. This is also to compare the total grantees of Prodira, either for the high-economy or low-economy students. Ultimately, an in-depth study is required to investigate the issue.

2. LITERATURE REVIEW

The Implementation of the Policy of Regional Autonomy based on the Act Number 22 of 1999 and the Act Number 32 of 2004 states that the central government is no longer govern and manage administrative accounts of those in the local, and therefore, the regional government is the one in charge for those affairs. Such a grant of the autonomy is to promote independence and to empower an area in governing and implementing its authority on its own initiative. Principles, such as democracy, the role of society, equity, justice, and the idea of concerning the potential and uniqueness of an area must be embedded in implementing the broad and responsible autonomy; the focuses are regencies and cities, which closely relate to the citizen. The core of the regional autonomy is that of a greater responsibility for a region to cope with issues in the development of its society including the sector of

education (Jalal and Supriadi, 2001, p.32). Giving a greater opportunity to the regional government (regency or city) is also necessary for providing basic and intermediate services to the society.

The educational concern in the age of regional autonomy stimulates both the regency and city government to take this problem into account. This is because the sector of education is among four development pillars of Gorontalo province; the others are the sector of health, public economy, and infrastructure. The government of Gorontalo province has set out the sector of education as one of the two largest areas in the Medium-Term Development Plan (Rencana Pembangunan Jangka Menengah Daerah or RPJMD in short) of 2012 - 2017. This establishment considers the fact and the data the most. On top of that, deficiency in the condition of education of the people urges the government to address the problem immediately. Four pillars of the development of Gorontalo province is depicted in the following graph.

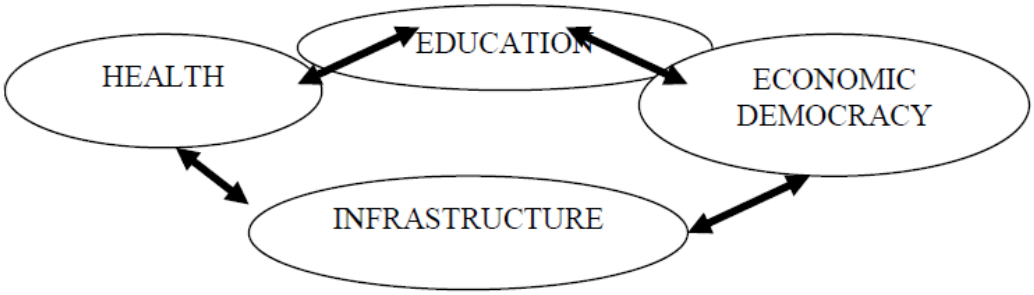

Figure1. *Four Main Development Programs in Gorontalo Province*

The educational policy in Gorontalo emphasizes the nine-years compulsory education which must be undertaken by the citizens and programs in shaping a better education ranges from the elementary to the senior high level. Considerations, such as unequal education for the elementary and secondary level, low education standards for the needs of learners, lack of competent educators, facilities, minimum operating cost, issues in the distribution of teachers, the problems of the government in understanding the role and responsibility of education, and the inability of the education office and school committee to promote a better education programme.

3. THE POLICY OF PRODIRA (EDUCATION PROGRAMME FOR PEOPLE)

Education plays a major role in the development and the shaping of a nation's welfare. A better grounding of a national education system indirectly leads to the advancement of other sectors of a nation. In this regard, education acts as a mean of human investment in which determines the quality of the human resources of a country.

The educational policy, from the context of regional autonomy, is based on the concept of decentralization. In other words, all the affairs of the local government are accompanied by the source of funding, the transfer of facilities and infrastructure, officialdom based on the decentralized affairs. By that, Gorontalo province establishes a free education program under the supervision of the Governor and the Vice-governor. This featured program aims to promote the educational sector program of the government in developing human resources. It is expected that this program will be fruitful towards the advancement of the economic sector in Gorontalo province.

The policy of the education sector, well-known as Prodira, is an agreement based on the results of the policy making process; it acts as the grounding of the implementation of the policy. On top of that, the implementation of the policy refers to the fourth line of The 1945 Consitution as well as The Act Number 20 of 2003, Article 34 which states that "The Government and local governments guarantee the implementation of compulsory education at least for basic education free of cost." The idea presented by the Governor of Gorontalo, Drs Rusli Habibie .M.AP and the Vice-governor Dr. Idris Rahim MM is providing a free and good quality education program.

The program, Prodira, is established by considering the fourth paragraph of The 1945 Constitution and The Act Number 20 of 2003; it exclusively regulates the elementary and secondary level as stated in the following acts:

a. The Governor Act Number 9A of 2012 Considering Free Education

b. The Gorontalo Province Regional Act Number 3 of 2006 Considering the Regional Financial Management
c. The Gorontalo Province Regional Act Number 7 of 2012 Considering the Implementation of the Education Programme for People
d. The Gorontalo Province Regional Act Number 16 of 2013 Considering the Regional Budget of Gorontalo Province

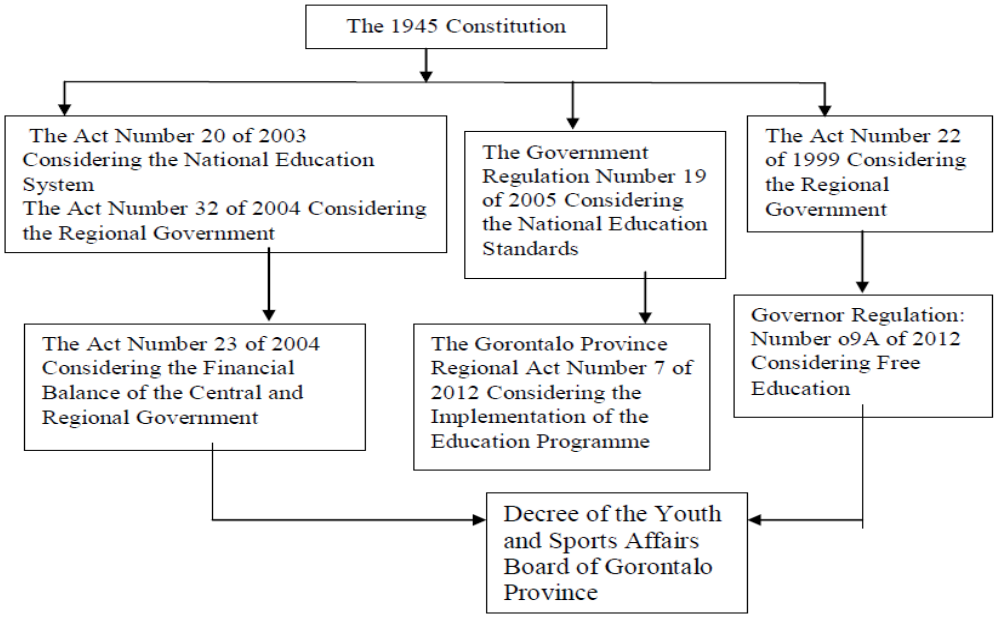

Diagram2. *The Implementation Policy of Prodira*

4. EDUCATION PROGRAM FOR PEOPLE (PROGRAM PENDIDIKAN RAKYAT/PRODIRA)

The Prodira refers to a featured program of 2012-2017 in Gorontalo province. A consideration of establishing the program is that of the necessity to develop an area starts from developing human resources. Since 2012, Prodira showed its significant roles to speed up the target of the nine-year compulsory education program as well as improving the management of the 12-years compulsory education pilot program. Prodira mainly concerns at encouraging a free education to students and parents; this ranges from education operating costs from the early childhood all the way to the secondary education level. This program expects that people can live independently and to develop self-potential in advancing to a higher education.

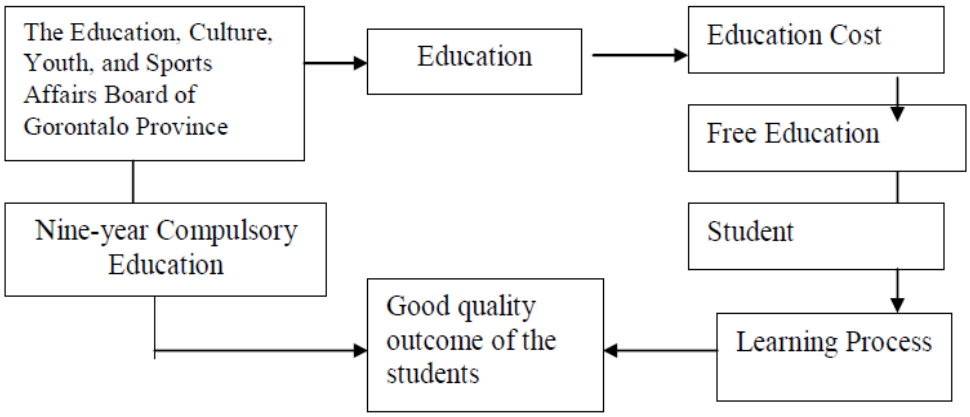

Figure3. *The Diagram of Education Programme for People (Program Pendidikan Rakyat/Prodira)*

This program is an integral part of the free education service program stated in The Act Number 20 of 2003 Considering National Education System, Article 46 Verse (1): "Financing of education shall be the shared responsibility of the Government, local governments, and community." Similarly, the encouragement to encourage a free education is stated in Article 34 of the same Act as well; in the

article, it is written that "The Government and local governments guarantee the implementation of compulsory education at least for basic education free of cost."

5. METHOD OF RESEARCH

An evaluation approach was employed with a descriptive method, well-known as the CIPP model, based on these four aspects. Data collection involved techniques, such as documentation, interview, and observation. Furthermore, a descriptive qualitative method, which comprised of data reduction, data display, and summing up the analysis, was applied to explore the issue. The data were further validated through (1) measurements of validity, credibility, transferability, dependability, and conformability as well as (2) triangulation of the data.

This analysis-oriented evaluative research is based on the program evaluation concerning the management of the procedures and the implementation of Prodira. CIPP (stands for *Context, Input, Process,* and *Product*) evaluation model was employed to analyze the assessment confirmed by the measurement of the effectiveness of Prodira. In other words, these four components are the targets of Prodira. Each component has its own aspects as explained as follows:

(1) The aspect of *context* evaluates whether the plan of funding distribution is in accordance with the targets of program implementation. It also clarifies whether the objectives of the program are in accordance with the situation in Senior High Schools in Gorontalo province; (2) the aspect of *input* explores the preparedness of the stakeholders in the implementation of Prodira; (3) the aspect of process refers to assessing the accountability of the budgeting of the programme; and (4) the aspect of *product* evaluates the targets of the Prodira. Finding possible causes of the unfulfillment on each aspect and its problem-solving are inevitable if the goals are not meet the standards.

6. RESULTS AND DISCUSSION

6.1. The Implementation of Prodira (Education Program for People) from the Aspect of Context

The evaluation of the implementation of Prodira employed the CIPP evaluation model by Stufflebeam (1983, p.128). It is one of the integral parts to measure the success rate of the implementation of Prodira throughout all senior high schools in Gorontalo province.

The evaluation results are displayed based on the four components and further summarised into five points, such as: the assessment of the implementation of the Prodira from the aspects of: (1) context, (2) input, (3) process, (4) product, and the summary of the results of evaluation of the implementation.

According to the table, the indicators of the condition of education, index of education, the net enrolment rate of students with elementary level equivalency (Paket A), are in the supportive category among nine indicators of 10 questions in the aspect of content. On the other hand, four indicators are in the sufficiently supportive category; these involve the net enrolment rate of early childhood students, the net enrolment rate of students with secondary level equivalency (Paket B), the net enrolment rate of students with senior high equivalency (Paket C) and economic status. Only the indicator of economic status is not in the supportive category. According to the data of four schools with 40 respondents in four different areas, almost all teachers, principals, vice principals, school committees, and parents give a positive feedback while a few of them is the opposite. In conclusion, the overall result of the evaluation indicates that the implementation of Prodira in all senior high schools in Gorontalo province is in supportive category; this is also because the implementation prioritizes education quality the most.

Table6.1. *The Implementation of Education Programme for People (Program Pendidikan Rakyat/Prodira) In Senior High Schools within Gorontalo Province from the Aspect of Context*.

Number	Indicator	Average Score	Category
1	Condition of the Education in Gorontalo Province	75%	Supportive
2	Index of Education	63%	Supportive
3	Total students based on the net enrollment rate (APM) of the early childhood education (PAUD)	57%	Sufficiently Supportive
4	Net enrollment rate of students with elementary school equivalency (SD/MI/ Paket A)	66%	Supportive
5	Net enrollment rate of students with secondary level equivalency (SMP/MTS/ Paket B)	53%	Sufficiently Supportive

6	Net enrollment rate of students with senior high equivalency (SMA/MA/ Paket C)	59%	Sufficiently Supportive
7	Featured Programme of Gorontalo Province	72%	Supportive
8	Regional Autonomy	74%	Supportive
9	Economic status	58% 40%	Sufficiently Supportive Not Supportive
Total Score		618	-
Average Total Score		62	Supportive

6.2. The Implementation of Education Programme for People (Program Pendidikan Rakyat/ Prodira) from the Aspect of Input

Table6.2.*The Implementation of Education Programme for People (Program Pendidikan Rakyat/Prodira) from the Aspect of Input*

Number	Indicator	Average Score	Category
1	Student placement	76	Supportive
2	Revision of the Student's Data	73	Supportive
3	Budget setting in accordance with unit cost	78	Supportive
4	Financing Programs	81	Highly Supportive
5	The Implementation of Prodira	77	Supportive
6	Budget setting according to the technical guidance	78	Supportive
7	The organization of the implementation of Prodira	65	Supportive
8	The completeness of document	78	Supportive
Total Score		**606**	-
Average Total Score		**76**	**Supportive**

The result of data analysis of eight indicators reports that all components within the aspect of input are in the supportive category with the average score at 76 percent. The indicators involve the student placement, revision of the student's data, budget setting in accordance with unit cost, financing programs, the implementation of Prodira, budget setting according to the technical guidance, the organization of the implementation of Prodira, and the organization of the implementation of Prodira.

Table6.3.*The Implementation of Education Programme for People (Program Pendidikan Rakyat/Prodira) in Senior High Schools within Gorontalo Province from the Aspect of Process*

Number	Indicator	Average Score	Category
1	Target accuracy	80	Supportive
2	User accuracy	87	Highly supportive
3	Accountability and transparency	78	Supportive
4	Financial management	85	Highly supportive
5	Forms of accountability	83	Highly supportive
6	Monitoring	83	Highly supportive
7	Project Implementation Time	86	Highly supportive
8	The Supervision on the Implementation of Prodira	82	Highly supportive
9	The evaluation of Prodira	78	Supportive
TOTAL SCORE		**742**	-
Average Total Score		**82**	**Highly Supportive**

Table6.4.*The Implementation of the Policy of Education Programme for People (Program Pendidikan Rakyat/Prodira) in Senior High Schools within Gorontalo Province from the Aspect of Product*

Number	Indicator	Average Score	Category
1	Improving learning achievement	80	Supportive
2	Increasing the net enrollment rate and gross enrollment ratio	75	Supportive
3	Prodira is able to diminish the dropout rate	80	Supportive
4	Provision of Facilities and Infrastructures	76	Supportive
5	Improvements of Academic Achievements	84	Highly supportive
6	Improvements of Non-academic Achievements	70	Supportive
TOTAL SCORE		**465**	-
Average Total Score		**76**	**Supportive**

Table6.5.*The Overall Information of the Context, Input, Process, and Product of the Prodira*

Number	Aspect	Average Score	Category
1	Context	62	Supportive
2	Input	76	Supportive
3	Process	82	Highly Supportive
4	Outcome	76	Supportive
Total Sum		296	-
Average Score		74	Supportive

The percentage of the overall evaluation component of the program implementation in all senior high schools within Gorontalo province is 74 percent, classified as the supportive category. Prodira promotes a free education to all level of students from the early childhood all the way to the secondary education level. This program aims at enabling people to live independently and to develop self-potential in advancing to a higher education.

7. DISCUSSION

The result of the analysis on the implementation of Prodira deduces that the program is beneficial to promote a better education system in Senior High Schools within Gorontalo Province. In other words, all the processes of the implementation are conducted in accordance to the guidelines. One of the four aspects, the aspect of the process, is in the very supportive category while the rests, such as context, input, and product are in the supportive category. The results of evaluation of the program implementation breaks into the five points as follows:

1. The aspect of context is at 62 percent. This encompasses some components, such as the condition of education, index of education, the net enrolment rate of early childhood students, the net enrolment rate of students with secondary level equivalency (Paket B), the net enrolment rate of students with senior high equivalency (Paket C) and economic status. To put it simply, the aspect of context is classified as the supportive category.

2. The aspect of input is classified as the supportive category with the percentage at 76 percent. This is from several indicators involve student placement, revision of the student's data, budget setting in accordance with unit cost, financing programs, the implementation of Prodira, budget setting according to the technical guidance, the organization of the implementation of Prodira, and other documents.

3. The percentage of the aspect of the process is at 82 percent, classified as the very supportive category. This is from the overall results of the nine components within the aspect, such as target accuracy, user accuracy, transparency, accountability, monitoring, supervision, and evaluation. In conclusion, the implementation of Prodira on senior high schools throughout Gorontalo province can support the development of the education system in this area.

8. CONCLUSION

The results report that (1) the overall score of the components of the context of the implementation of Prodira is at 62 percent. (2) The component of input is classified as the supportive category. The percentage for each element is at 76 percent in the similar category. (3) All the components of the process of the program implementation are at 82 percent, classified as the supportive category.

The recommendation of this research, based on the results and findings, are as follows: (1) an immediate regulation from the government of Gorontalo province to be committed to the implementation of Prodira; (2) the necessity for the government in the city and regency level to raise both the net enrollment rate (APM) and gross enrollment ratio (APK) on all levels of education; and (3) Education and Culture Affairs Office of the Gorontalo province should take a role to effectively conduct Prodira, to promote the continuity of the learning process, and therefore, to punctually provide the disbursement of the funds.

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