

MODEL OF INSTITUTIONAL CAPACITY STRENGTHENING OF CIREBON CITY EDUCATION COUNCIL

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ABSTRACT

This research is based on a problem, namely the ineffectiveness of strengthening the institutional capacity of the Cirebon City Education Council. This causes the Cirebon City Education Council to not be able to play an effective role as an advisory agency, supporting agency, controlling agency and mediator agency. The research was conducted using qualitative methods with a case study strategy. Data collection was carried out through literature study, observation, interviews, documentation studies, and focus group discussions. Checking the validity of the data was carried out using triangulation techniques, while data analysis used qualitative analysis and modeling analysis. The results of the research are: (1) Strengthening the institutional capacity of the Cirebon City Education Council has not been effective as seen from the four dimensions of institutional strengthening, namely individuals and teams, institutions, environment and facilitation that have not been fulfilled properly, especially in the environment and facilitation dimensions. (2) The factors that cause the strengthening of the institutional capacity of the Cirebon City Education Council to be ineffective are the emergence of symptoms of formalism, the lack of optimal political will of the Mayor and the Cirebon City Government, the leadership of the Mayor of Cirebon not being optimal, the lack of harmony in the relationship between the Mayor of Cirebon and the Cirebon City Education Council, and the lack of socialization regarding the Cirebon City Education Council. (3) The design of an effective model in strengthening the institutional capacity of the Cirebon City Education Council is a hybrid model that combines the theory of the Framework for Holistic Capacity Building, the author's research novelty, and other aspects related to the existing conditions at hand.


Keywords: capacity building, strengthening institutional capacity, education board

INTRODUCTION

The fourth paragraph of the Preamble to the 1945 Constitution of the Republic of Indonesia emphasizes that one of the national goals or objectives of the state is to make the nation's life intelligent. This constitutional mandate means that the state and the central and regional governments are obliged to make various systematic, planned and programmed efforts to make the nation's life more intelligent. This effort is carried out, among other things, through the provision of formal education from PAUD/TK/RA to tertiary institutions by the central or regional government in accordance with its authority.

In order to educate the life of the nation through education, then in the 1945 Constitution of the Republic of Indonesia Article 31 Paragraph (1) to (5) it is emphasized regarding the rights and obligations of citizens and the obligations of the government in education, namely:

- (1) Every citizen has the right to education.
- (2) Every citizen is obliged to attend basic education and the government is obliged to pay for it.
- (3) The government seeks and implements a national education system, which increases faith and piety as well as noble morals in order to educate the nation, which is regulated by law.
- (4) The state prioritizes an education budget of at least twenty percent of the revenue budget as well as regional revenue and expenditure budgets to meet the needs of national education implementation.
- (5) The government advances science and technology by upholding the values and unity of the nation for the advancement of civilization and human welfare.



In the implementation of education, quality education services must be realized in order to produce quality graduates. Efforts to realize the quality of educational services are not only the obligation of the central/regional government and educational units, but also require community participation. Therefore, Law Number 20 of 2003 concerning the National Education System regulates community participation. In Article 56 Paragraph (1) of the law, it is emphasized that the community plays a role in improving the quality of educational services which includes planning, monitoring and evaluating educational programs through education councils and school/madrasah committees.

The education board is one of the institutions that plays a role in improving the quality of education. In Article 56 Paragraph (2) of Law Number 20 of 2003, it is emphasized that the education council as an independent institution is formed and plays a role in improving the quality of educational services by providing consideration, direction and support for personnel, facilities and infrastructure, as well as supervision of education at the national level. provinces, and districts/cities that do not have hierarchical relationships.

Further provisions regarding education councils are further regulated in Government Regulation Number 17 of 2010 concerning Management and Implementation of Education in Article 192. In this article it is emphasized that the education council consists of the National Education Council, Provincial Education Council and Regency/City Education Council . The education council functions to improve the quality of educational services by providing consideration, direction and support for personnel, facilities and infrastructure, as well as supervision of education at the national, provincial and district/city levels. The education board carries out its functions independently and professionally. The education council is tasked with collecting, analyzing and providing recommendations to the Minister, governor, regent/mayor regarding complaints, suggestions, criticism and community aspirations regarding education. The education board reports the implementation of its duties to the public through print, electronic media, websites, meetings, and/or other similar forms as public accountability. Members of the education council consist of figures from education experts, education providers, entrepreneurs, professional organizations, education based on religious or socio-cultural characteristics, international standard education, education based on local excellence, and/or social organizations.

The Cirebon City Education Council is an educational community organization that has commitment and loyalty and cares about improving the quality of education in the City of Cirebon. The city of Cirebon was a pioneer, namely being the first district/city to form an education council, which was then followed by other districts/cities in various regions in Indonesia. To date, the Cirebon City Education Council has gone through five management periods. So far, the Cirebon City Education Council has shown its contribution in supporting the improvement of the quality of education services in Cirebon City. This can be seen from the quality of education services in Cirebon City which is increasingly improving even though there are still several crucial problems being faced.

In accordance with statutory provisions, the Cirebon City Education Council has the function of improving the quality of education services in Cirebon City. This function is carried out by providing consideration, direction and support for personnel, facilities and infrastructure, as well as supervision of education in Cirebon City. The Cirebon City Education Council is tasked with collecting, analyzing and providing recommendations to the Mayor of Cirebon regarding complaints, suggestions, criticism and community aspirations regarding education.

Based on the author's research, there are several problems that indicate the institutional capacity of the Cirebon City Education Council has not been effective, so that the implementation of the three functions of the institution has not been optimal, including:

1. The Cirebon City Education Council has not been optimal in carrying out its advisory function. This can be seen from the considerations and directions given by the Cirebon City Education Council which are often not responded to and followed up by the relevant parties.
2. The Cirebon City Education Council has not been optimal in carrying out its supporting functions. This can be seen from the lack of optimal support for personnel, facilities and infrastructure from the Cirebon City Education Council due to limited resources such as personnel, funds and infrastructure.



3. The Cirebon City Education Council has not been optimal in carrying out its controlling and mediator functions. This can be seen from the lack of optimal supervision and mediation carried out by the Cirebon City Education Council through mediation between the community and the Cirebon City Government cq Cirebon City Education Office.
4. In the environmental dimension, namely the not optimal political will and commitment of the regional head (Mayor of Cirebon) to utilize the Education Council, so that many parties consider the existence of the Cirebon City Education Council to be only a formality and complement to comply with statutory provisions, namely in each district/district The city must form a board of education.
5. In the facilitation dimension, namely the unclear budget allocation for the Cirebon City Board of Education, especially for the procurement of facilities (infrastructure), thus hindering the Board of Education in carrying out its functions.

Apart from that, in the implementation of education in Cirebon City there are still several crucial problems regarding the quality of educational services, such as in the Admission of New Students (PPDB), the management and use of the School Operational Assistance (BOS) budget, the implementation of the 12-year Compulsory Basic Education Program. , and the concept of graduation. Cirebon City Regional Regulation Number 1 of 2020 must also be reviewed regarding the Implementation and Management of Education in Cirebon City, as well as the Cirebon Mayor's Regulation regarding PPDB which is stipulated every year because it has caused a lot of dissatisfaction among the community (parents of prospective new students).

Furthermore, based on previous research, the institutional capacity of Education Councils in several regions in Indonesia shows results that are not yet effective. This can be seen from:

1. The implementation of the role of the Education Council is not yet optimal. For example, considerations from the Education Council are often not considered and followed up by local governments.
2. The existence of the Board of Education is more as a complement to comply with statutory provisions. For example, the regional head does not place the Education Council as a regional government partner in the education sector.

The aim of this research is to analyze the strengthening of the institutional capacity of the Cirebon City Education Council, to analyze the dimensions that cause the strengthening of the institutional capacity of the Cirebon City Education Council to be ineffective and to design an effective model for strengthening the institutional capacity of the Cirebon City Education Council.

METHOD

This research was conducted using qualitative methods. The qualitative method according to Bogdan and Taylor (Moleong, 2006:4) is a research procedure that produces descriptive data in the form of written or spoken words from people and observable behavior. Meanwhile, according to Creswell (2014: 4), "Qualitative methods are used to explore and understand the meanings that a number of individuals or groups of people ascribe to social or humanitarian issues. The qualitative research process involves important efforts, such as asking questions and procedures, collecting specific data from participants, analyzing data inductively from specific themes to general themes, and interpreting the meaning of the data.

The informants in this study were information from the Mayor of Cirebon, the Chairman and Deputy Chairperson of the Cirebon City DPRD and the Chairpersons of the Commission, Heads and Heads of Sections at the Cirebon City Education Office, Chairmen and members of the Cirebon City Education Council, Heads of Elementary, Middle, High School and Vocational Schools in Cirebon City, Chair of the Elementary, Middle School, High School and Vocational School Committees in Cirebon City, Academician/education observer.

The data collection technique used in this research is (1) library/literature study, namely the technique of collecting data from various written sources related to the problem under study, namely from books, journals, previous research reports, statutory regulations, and internet, (2) Observation, namely data collection by making direct observations at the research location, (3) Interview, namely

a data collection technique by conducting questions and answers with informants, namely parties who know a lot about strengthening the institutional capacity of the Education Council Cirebon City, (4) Documentation study, namely collecting data from various documents, archives, photos, videos and newspapers related to the problem being studied, (5) Focus Group Discussion (FGD), namely a discussion between informants that focuses on the problem being studied.

Checking the validity of the data used is the triangulation technique. According to Moleong (2006:330), triangulation is a data validity checking technique that utilizes something other than the data for checking purposes or as a comparison of the data.

RESULTS AND DISCUSSION

Strengthening the institutional capacity of the Cirebon City Education Council was analyzed based on the Framework for Holistic Capacity Building theory proposed by Rondinelli & Cheema (2003) which consists of four dimensions of capacity building, namely:

1. *Individuals and teams, including championing, knowledge enhancement, skills building, attitude change and motivation, team building/networking, and numbers.*
2. *Institutions, including creating institutions, system design and development, organizational structuring, job design, networking institutions, and procedures and processes.*
3. *Environment, including political will, support policies, legal framework, and overall governance practices.*
4. *Facilitation, including materials, equipment, facilities, logistics, infrastructure and finance.*

In the following, the author will analyze one by one the implementation of these four dimensions and their parameters.

1. *Individuals and Teams*

The first dimension of strengthening the institutional capacity of the Cirebon City Education Council is individuals and teams. In this dimension, strengthening the institutional capacity of the Cirebon City Education Council is focused on strengthening the capacity of individual administrators and strengthening the team capacity (team/group/organization) of the Cirebon City Education Council itself.

This dimension consists of six parameters, namely numbers, championing, knowledge enhancement, skills building, attitude change and motivation, and team building/networking.

a. *number*

number What is meant here is the number of administrators of the Cirebon City Education Council. In this case, the number of administrators must be sufficient, so that the Cirebon City Education Council can carry out its main duties, roles and functions optimally in helping to improve the quality of education in Cirebon City.

b. *Championing*

Championing means that the Cirebon City Education Council is able to become the winner or champion. This is demonstrated by the optimal performance of the Cirebon City Education Council in carrying out its main tasks, roles and functions.

c. *Knowledge Enhancement*

The third parameter of the individuals and team dimension is knowledge enhancement. Knowledge enhancement, namely strengthening institutional capacity to increase the knowledge/understanding of members of the organization, namely the management of the Cirebon City Education Council. By increasing this knowledge/understanding, the performance of the Cirebon City Board of Education will be optimal in carrying out its main tasks, roles and functions.

d. *Skills Building*

The fourth parameter of the individual and team dimensions is skills building. Skills building is an effort to improve the skills of Cirebon City Education Council administrators in accordance with their respective positions in the Cirebon City Education Council. The main skills that Cirebon City Education Council administrators must have are skills as analysts, planners, communicators, collaborators and problem solvers in the field of education.



e. Attitude Change and Motivation

The fifth parameter of the individual and team dimension is attitude change and motivation regarding changes in attitude and motivation of the Cirebon City Board of Education administrators after they were appointed as administrators. This change in attitude and motivation is very important so that administrators can adapt personal and group (team) attitudes to the main tasks, functions and roles of the Cirebon City Education Council.

f. Team Building/Networking

The seventh or final parameter of the individuals and team dimensions is team building/networking. This is an effort to build a team and network within the internal environment of the Cirebon City Education Council. With this team building/networking, a solid team and good networking will be built between the management of the Cirebon City Education Council.

2. Institutions

The second dimension of strengthening the institutional capacity of the Cirebon City Education Council is institutions. This dimension relates to the institutional strengthening of the Cirebon City Education Council from an institutional aspect. This dimension consists of six parameters, namely: (1) Creating institutions. This takes the form of activities to form or establish an institution, namely the Cirebon City Education Council and create this organization in its development, (2) System design and development (system design and development). This is an effort to design or design the system and its development. The system design referred to here is the organizational system of the Cirebon City Education Council which includes position activities, main duties, roles, functions and objectives of the council, (3) Organization structuring (creating an organizational structure). This is intended so that the Cirebon City Education Council that has been formed has an adequate organizational structure that reflects the organizational structure in carrying out its main tasks, roles and functions optimally, (4) Job design (job/task design). This is done by dividing tasks by establishing job descriptions for members of the organization, (5) Networking institutions. This is external networking, namely between an institution and other institutions, (6) Institutions, namely procedures and processes. This includes various procedures and processes carried out within the Cirebon City Education Council organization in order to carry out its main tasks, roles and functions.

3. Environment

The third dimension of strengthening the institutional capacity of the Cirebon City Education Council is the environment. This environmental dimension consists of four parameters, namely: (1) Political will (political intentions), (2) Support policy (policy support). Support policy (policy support) in the form of the stipulation of various policies by the Cirebon City Government which supports the existence, position, main duties, roles and functions of the Cirebon City Education Council optimally, (3) Legal framework (legal framework). This relates to the formal legality of the Cirebon City Education Council, (4) Environment is the overall governance practice.

4. Facilitation

The fourth or final dimension of strengthening the institutional capacity of the Cirebon City Education Council is facilitation. This dimension is very important because through facilitation it will cause the Cirebon City Education Council to have adequate facilities (facilities and infrastructure) and budget, so that the Cirebon City Education Council can carry out its main tasks, roles, functions and objectives optimally.

This facilitation dimension includes six parameters, namely: (1) Finance. This finance is very important for the Cirebon City Education Council because with finances in the form of an adequate budget, it will enable the Cirebon City Education Council to carry out its main tasks, roles, functions and objectives optimally, (2) Materials (ingredients) . The materials referred to here are materials in the form of various kinds of Office Stationery (ATK). These materials are very important in order to realize the optimal implementation of the main tasks, roles, functions and objectives of the Cirebon City Education Council, (3) Equipment. This equipment is in the form of air conditioning, furniture, computers, printers, and others. Based on research, the existence of this equipment is inadequate. The six fields in the Cirebon City Education Council should have this equipment. For example, AC is only available in three rooms. This is due to inadequate operational funds for the



Cirebon City Education Council, (4) Facilities. This facility is in the form of facilities and infrastructure needed by the Cirebon City Education Council. Based on research, the existence of these facilities is inadequate. This is due to insufficient operational funds for the Cirebon City Education Council, (5) Logistics (logistics). Based on research, the existence of these logistics is inadequate. This is due to inadequate operational funds for the Cirebon City Education Council, (6) Infrastructure. This infrastructure is in the form of infrastructure, namely buildings and rooms. This is due to inadequate operational funds for the Cirebon City Education Council, (4) Facilities. These facilities are in the form of facilities and infrastructure required by the Cirebon City Education Council. Based on research, the existence of these facilities is inadequate. This is due to inadequate operational funds for the Cirebon City Education Council, (5) Logistics. Based on research, the existence of these logistics is inadequate. This is due to inadequate operational funds for the Cirebon City Education Council, (6) Infrastructure. This infrastructure is in the form of infrastructure, namely buildings and rooms. This is due to inadequate operational funds for the Cirebon City Education Council, (4) Facilities. These facilities are in the form of facilities and infrastructure required by the Cirebon City Education Council. Based on research, the existence of these facilities is inadequate. This is due to inadequate operational funds for the Cirebon City Education Council, (5) Logistics. Based on research, the existence of these logistics is inadequate. This is due to inadequate operational funds for the Cirebon City Education Council, (6) Infrastructure. This infrastructure is in the form of infrastructure, namely buildings and rooms. the existence of these facilities is inadequate. This is due to insufficient operational funds for the Cirebon City Education Council, (5) Logistics (logistics). Based on research, the existence of these logistics is inadequate. This is due to inadequate operational funds for the Cirebon City Education Council, (6) Infrastructure. This infrastructure is in the form of infrastructure, namely buildings and rooms. the existence of these facilities is inadequate. This is due to inadequate operational funds for the Cirebon City Education Council, (5) Logistics. Based on research, the existence of these logistics is inadequate. This is due to inadequate operational funds for the Cirebon City Education Council, (6) Infrastructure. This infrastructure is in the form of infrastructure, namely buildings and rooms. the existence of these facilities is inadequate. This is due to inadequate operational funds for the Cirebon City Education Council, (5) Logistics. Based on research, the existence of these logistics is inadequate. This is due to inadequate operational funds for the Cirebon City Education Council, (6) Infrastructure. This infrastructure is in the form of infrastructure, namely buildings and rooms.

Dimensions that Cause Strengthening the Institutional Capacity of the Cirebon City Education Council to Not Be Effective

The Cirebon City Education Council has so far shown a good role in helping to advance the quality of education in Cirebon City. The Cirebon City Education Council was the first to be formed in Indonesia, which was then followed by other regions. Various breakthroughs have also been made by the Cirebon City Education Council. However, there are problems in strengthening the institutional capacity of the Cirebon City Education Council, so that the existence of Cirebon City Education is often 'underestimated'.

Based on the author's research, the ineffectiveness of strengthening the institutional capacity of the Cirebon City Board of Education is caused by several dimensions, namely:

1. In the environmental dimension:
 - a. The prominence of symptoms of formalism (formality) in the formation of the Cirebon City Education Council where its formation was merely to abort the obligation, namely to fulfill the mandate of the laws and regulations that in every district/city an Education Council must be formed. This formalism is the first novelty of the author's research.
 - b. The political will of the Mayor and Cirebon City Government has not been optimal for the existence of the Cirebon City Education Council, so that its existence is still 'underestimated'.
 - c. The Cirebon Mayor's leadership has not been optimal in supporting the institutional strengthening of the Cirebon City Education Council. The leadership of the mayor of Cirebon is the second novelty of the author's research. This support is not only support in the form of political will, budget and facilities (infrastructure), but what is much more important is moral support for the Cirebon City Education Council, so that its administrators feel appreciated and recognized for their existence.



d. The lack of harmony between the Mayor of Cirebon and the Cirebon City Education Council where the two parties only met when the Mayor appointed the administrators of the Cirebon City Education Council.

e. There is a lack of socialization about the Cirebon City Education Council, so that the existence of this institution is not widely known by the public at large.

2. In the dimension of facilitation facilitation is marked by its inadequacy materials, equipment, facilities, logistics, infrastructure, and finance needed by the Cirebon City Board of Education to be able to carry out its role optimally.

Design of an Effective Model for Strengthening the Institutional Capacity of the Cirebon City Education Council

In the design model for strengthening the institutional capacity of the Cirebon City Council of Education consists of several elements, namely:

1. The role of the Cirebon City Education Council is as:

- a. Adviser (advisory agency) in determining and implementing education policies.
- b. Supporting agency, whether in the form of finance, thought or energy in providing education.
- c. Controller (controlling agency) in the context of transparency and accountability in the implementation and output of education.
- d. Mediator between the government (executive) and the Regional People's Representative Council (legislative) and the community.

2. Strengthening the institutional capacity of the Cirebon City Education Council to optimize the role of the Cirebon City Education Council.

3. The dimensions of the Framework for Holistic Capacity Building theory proposed by Rondinelli & Cheema (2003: 187) consist of four dimensions, namely:

- a. *Individuals and teams*, consisting of numbers, championing, knowledge enhancement, skills building, attitude change and motivation, team building/ networking.
- b. *institutions*, consisting of creating institutions, system design and development, organizational structuring, job design, networking institutions, procedures and processes.
- c. *Environment*, consisting of political will, policy support, legal framework, overall governance processes.
- d. *Facilitation*, consisting of finance, materials, equipment, facilities, logistics, infrastructure.

4. *novelty* The author's research is:

- a. *Formalism* (as an obstacle in strengthening the institutional capacity of the Cirebon City Education Council).
 - b. The leadership of the regional head is the Mayor of Cirebon City (as the main supporting actor in strengthening the institutional capacity of the Cirebon City Board of Education).
5. *Networking institutions* in the form of collaboration between the Cirebon City Education Council and other organizations, namely:
- a. Mayor of Cirebon (as well as the main supporting actor in strengthening the institutional capacity of the Cirebon City Education Council).
 - b. Cirebon City Council.
 - c. Cirebon City Education Office.
 - d. Cirebon City Ministry of Religion Office.
 - e. Other organizations and stakeholders.

CONCLUSION

The results of the discussion regarding the Model for Strengthening the Institutional Capacity of the Cirebon City Education Council are: (1) Strengthening the institutional capacity of the Cirebon City Education Council is not yet fully effective. This can be seen from the four dimensions of strengthening institutional capacity consisting of individuals and teams, institutions, environment, and facilitation, there are two dimensions that have not been effective, namely the environment and facilitation dimensions, (2) Dimensions that lead to strengthening the institutional capacity of the Education Council Cirebon City, especially the environmental and facilitation dimensions.

Environmental dimensions originating from outside the Cirebon City Education Council are the prominent symptoms of formalism, the non-optimal political will of the Mayor and the Cirebon City Government, the non-optimal leadership of the Cirebon Mayor, lack of harmonious relations between the Mayor of Cirebon and the Cirebon City Education Council, and a lack of socialization regarding the Cirebon City Education Council. Meanwhile, the facilitation dimension is characterized by inadequate materials, equipment, facilities, logistics, infrastructure and finance required by the Cirebon City Education Council to be able to carry out its role optimally, (3) Effective model design in strengthening the institutional capacity of the Cirebon City Education Council, namely The draft model for strengthening the institutional capacity of the Cirebon City Education Council is to effectively strengthen the institutional capacity of the Cirebon City Education Council

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