

Evaluation Study of Basic Education in Palu City Central Sulawesi Province

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Abstract

The stipulation of Law No. 23 of 2014 concerning Regional Government causes the implementation of basic education to be handed over to district/city governments. However, once this research was carried out, an evaluation model could only improve the quality of basic education delivery in Palu City, raising the question of how the Palu City Government could evaluate the implementation and maximize the quality of basic education. This study uses the CIPP Model because the CIPP model provides a comprehensive evaluation offer, including evaluation of Context, Input, Process, and Product, and can find where there are deficiencies to correct them. The method used in this study is qualitative, using triangulation techniques to obtain an overview and concept of basic education implementation, which is the authority of the government of Palu City. In addition, efforts were made to search through various sources, from official government documents and other media, to describe those related to implementing basic education in Palu City. The results of this study indicate that the context evaluation carried out by looking at the implementation of the strategic plan has yet to be optimally implemented due to the earthquake, tsunami, and liquefaction that hit Palu City on September 28, 2018, and the covid 19 pandemic. Input evaluation related to the condition of human resources (teachers) shows an increase in educational qualifications but has yet to be followed by an increase in teacher competence. Meanwhile, concerning the education budget, there have been inconsistencies in financing it because of budget politics in the DPRD, and in 2020 it still needs to reach 20% as per laws and regulations.

Keywords: Evaluation Context, Evaluation Input, Evaluation Process, Evaluation Product.

INTRODUCTION

The stipulation of Law No. 23 of 2014 concerning Regional Government brings a change in the perspective of government from centralized to decentralized, marked by the granting of central government authority to regional governments to regulate and manage their household affairs, manage various existing resources for the welfare of society (Setiawan, 2018)

One of the authorities granted by the central government to the regions is education affairs which is the right and authority of the autonomous region as part of efforts to improve the welfare of its people. In this context, the delegation of authority in handling education affairs from the central government to autonomous regions is called educational decentralization. In McGinn and Welsh's (Welsh & McGinn, 1999) view, the decentralization of education is a process of transferring authority in educational organizations from one higher level to another lower level which in the world of education is divided into four levels, central government, provincial government, district or district/city regional government, and schools or education units.

The decentralization of education gives authority to local governments to carry out various aspects of services in the field of education because they think that local governments are more aware of the conditions and needs of education in the regions so that the policies taken are by educational problems and their solutions are also by the problems at hand. The attachment to Law no. 23 of 2014 regarding decentralizing education to the regions is divided into two education affairs between the Province and Regency/City areas. The annex clearly states that education affairs are concurrent affairs divided into district/city government affairs which handle basic education (Elementary and Junior High School), Early Childhood Education (PAUD) affairs, and non-

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formal education. In contrast, the provincial government handles education affairs at the senior high school (SMA) and vocational high school (SMK) levels (Lampiran UU No. 23 Tahun 2014, 2014)

Decentralization cannot be separated from problems, especially in developing countries, as stated by Fiske (1996) (cited by Rohman & Wiyono, 2010) that the experience of developing countries, including Indonesia so far, autonomy in the field of education has the potential to raise various problems. The potential for this problem is evident by looking at the facts of the implementation of decentralization of education in the regional government of Palu City with indications of decreased inconsistency in the allocation of education management budgets, improvements in teacher qualifications are not followed by improvements in teacher competence, limited movement and space for community participation.

Budget inconsistencies in the management of education in Palu City can be seen in the education budget in the 2018-2020 APBD (Regional Revenue and Expenditure Budget). The portrait of the education budget originating from the pure APBD outside of regional transfers in 2018 is only Rp. 126.95 billion from the regional budget of Rp. 1,352.19 trillion, with a percentage of 9.39%. In 2019 the education budget was allocated Rp. 175.3 billion from the regional budget of Rp. 1,405.50 trillion with a percentage of 12.5% , and in 2020 the education budget reached Rp. 260.4 billion from the regional budget of Rp. 2,303.26 trillion with a budget of 11.3% (Pendidikan, 2018, 2019, 2020). Ideally, the education budget allocated by the regional government in the APBD should be greater than the regional transfer funds provided by the government through regional transfer funds. However, the fact is that most of the budget in the education sector relies more on regional transfer funds originating from the central government so that it is sufficient for 20% as stipulated in the 1945 Constitution of the Republic of Indonesia article 31 paragraph 4 (Indonesia, 2000).

In addition to budget inconsistencies, the increase in teacher qualifications has yet to be accompanied by increased teacher competence, as reflected in the regional education balance data in Palu City. Education Balance Year (Pendidikan, 2018) the qualifications of elementary school teachers below D4/S1 were 18.8%, and the qualifications of elementary teachers above D4/S1 were 81.2%, with a total of teachers both below and above D4/S1 who passed the competency exam 50.11%. For junior high school teachers under D4/S1, as much as 5.3% and above D4/S1, as much as 94.7% with a total result of junior high school teachers both below and above D4/S1 who passed the competency exam of 54.52% (Pendidikan, 2018). The number of teachers who pass the competency exams for both elementary and junior high schools looks anomalous because the numbers which pass the competency tests are stagnant at 50.11% for elementary school teachers and 54.42% for junior high school teachers even though in 2019, the qualification rates for elementary and junior high school teachers are either below or below on D4/S1 Increased(Pendidikan, 2019).

The implementation of space for movement and community participation can be traced by looking at the Regional Regulation (Perda) of Palu City Number 1 of 2012 concerning the Education Delivery System. In the regional regulation, Article 10 and Article 89 (P. K. Palu, 2012) give the community the right to play a role in planning, implementing, and supervising through the education board, school committee, or other similar names. Education board or school committee or other similar names. However, until now, this has yet to be regulated, giving rise to uncertainty and clarity about the role of society in education.

Based on the problems described earlier, it is important to evaluate basic education as an effort to assess the ability of local governments to carry out basic education and to assess the level of success or failure and the impact arising from its implementation. This evaluation research is an instrument used in solving problems because evaluation research will identify the problems that require solutions (Stufflebem, 2003 ; Stufflebeam & Coryn, 2014).

In evaluating basic education in Palu City, this study uses the evaluation model proposed by Stufflebeam and Corryn (Stufflebeam & Corryn, 2014). Evaluation needs to look at 4 (four) aspects, namely: context evaluation, input evaluation, Process evaluation, and Product evaluation. The evaluation model is illustrated in the figure as follows.

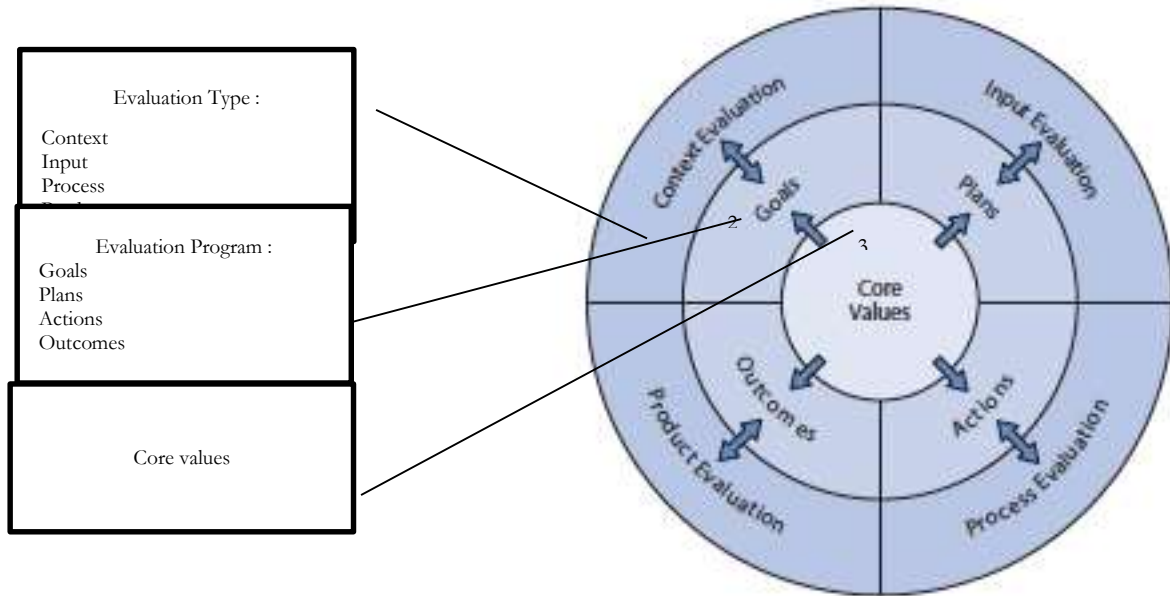


Figure 1. Key Components of the CIPP Model

In Figure 1, Stufflebeam depicts the basic elements of the CIPP Model in three concentric circles. The inner circle represents the core values on which the evaluation is based. The values around the wheel are divided into four evaluative focuses related to the program: goals, plans, actions, and results. The outer wheel shows the type of evaluation, which is divided into four evaluative focuses: context, input, process, and product evaluation. Each double arrow indicates a two-way relationship between a particular evaluative focus and the type of evaluation.

The basic elements of the CIPP model are three concentric circles that depict the importance of the values set. The inner circle indicates the core values that should be defined and used to base the evaluation given. The wheel surrounding the values is divided into four evaluative focuses related to the program in the form of goals, plans, actions, and results. The outer wheel indicates the type of evaluation that caters to each of the four evaluative focuses: context, input, process, or product evaluation. Each arrow, with two directions, represents a reciprocal relationship between a particular evaluative focus and evaluation type.

Stufflebeam and Corryn (Stufflebeam & Corryn, 2014) claim that this evaluation model can assist decision-making about programs or even work projects by examining the readiness of various resources needed to be used to increase performance and assess the feasibility of implementing activities. The evaluation also assists in providing progressive information related to problems and obstacles in implementing education. Evaluation helps to obtain information that shows the efficiency of the education budget and whether the education budget is by the objectives (Chinta, Kebritchi, & Ellias, 2016).

Research on the evaluation of education delivery was conducted by Natcha Mahapoonyanonta (Mahapoonyanont, Mahapoonyanont, & Samrit, 2012) while the research objective was to develop a project evaluation model and its impact on basic education institutions in Thailand. The theory used in analyzing project evaluation at basic education institutions is the CIPP evaluation model developed by Stufflebeam. The research results show that this evaluation impacts students, teachers, education staff, schools, and the community both positively and negatively.

Furthermore, research conducted by Said (Said Umar, 2013), this study aims 1. to determine the pattern of vocational education policies in Situbondo Regency. 2. to determine the evaluation of human resource development policies in Vocational High Schools in Situbondo Regency. The results of the study show that in the Situbondo district, no regional regulations specifically regulate SMK, but only based on the decision of the Head of the Education Office. Evaluation of local government policies needs to formulate regional regulations

regarding Vocational High Schools. Transformation strategy the resources used emphasize entrepreneurship in theoretical and practical academic activities to improve the quality of SMK students and teaching staff.

The two studies have yet to examine the substantive issues related to the holistic evaluation of education delivery as described by Chinta et al. (Chinta et al., 2016), that performance evaluation uses the CIPP model to evaluate and improve the performance of education delivery. In addition, in the research conducted by the two researchers above, Natcha Mahapoonyanonta and Umar Said have yet to study the policy aspects in the form of regulations implemented by the government in the administration of education.

Based on this background, this article examines in-depth and thoroughly the evaluation of the implementation of basic education which is under the authority of the Palu City Government, the basis of which has been outlined in the Palu City Regional Regulation (Perda) Number 1 of 2012 concerning the Education Delivery System, by raising the main question "How is the evaluation of basic education in Palu City when viewed from the perspective of the CIPP Model?".

METHOD

The method used to compile this paper is to use a qualitative approach. The researcher carried out the triangulation technique to obtain an overview and concept of basic education implementation, which is the authority of the Palu City Government and is relevant to the study of the evaluation of Palu City education.

Meanwhile, to obtain data, efforts were made to search through various sources, both in the form of official documents from the Palu City government and various reports in the mass media, both print and electronic, to describe practices related to the implementation of basic education in Palu City. Therefore the type of data obtained is secondary data which is then broken down into narratives and numbers according to the data displayed. Furthermore, the data is analyzed based on the theory and concept evaluation of the CIPP model and given meaning through the data interpretation process.

In addition, field observations and interviews were carried out to obtain primary data relating to the implementation of basic education. The data obtained is then processed and arranged systematically in a narrative. Furthermore, the data were analyzed using the theoretical framework of the CIPP model and interpreted to give meaning to the context (goals), input (plan), process (action), and product (outcome) of an education organization in Palu City.

RESULTS AND DISCUSSION

Evaluate the Context

Evaluation of the context is closely related to the prepared planning because it contains the goals and objectives of the program to be achieved, including in the implementation of basic education. Educational planning is very important in providing direction for the development and future of education.

Context Education policy in Palu City has been formulated in Palu City Regional Regulation No. 1 of 2012 concerning the Education Delivery System and the Palu City Education Office's Strategic Plan (Renstra) for 2016 – 2021, and it was found that the policy contained in the planning document is a series of action plans for activities that are result-oriented to be achieved in the next five years that are prepared based on the Palu City Regional Medium Term Development Plan (RPJMD) for 2016-2021.

In the Strategic Plan (Renstra) of the Palu City Education and Culture Office for 2016-2021 (D. D. K. Palu, 2016), several strategic problems and issues in the basic education sector in Palu City are formulated with the following details:

Table 1. Strategic Problems and Issues in the Basic Education Sector in Palu City

Number	Main problem	Problem	Root of the problem
1	The percentage of competent teaching staff is still lacking	The results of the Teacher Competency Test (UKG) are still low	Teachers' motivation is still lacking in the use of IT
2	Competent educators are not evenly distributed	There is a gap in the quality of education between regions	The distance between the place of teaching and domicile is very far
3	The 2013 curriculum has not been implemented evenly	The results of student exam scores are still low	Not all educators have received training in implementing the 2013 Curriculum
4	Lack of PAUD school infrastructure	The quality of PAUD is still low	The budget allocation for PAUD infrastructure is still low
5	There are still children who drop out of school	Work helps meet the needs of the family	There are still poor people and unfavorable environmental factors

Source: Palu City Education and Culture Office Strategic Plan for 2016-2021 (D. D. K. Palu, 2016)

The research results referring to the problems and strategic issues in table 1 show that the achievement of the program could have shown better results. The performance report of the Palu City education and culture office has yet to explicitly state what programs and activities were implemented and their achievements in overcoming the problem of a lack of competent educators and the uneven distribution of competent teachers and the implementation of the 2013 curriculum.

Stufflebeam's view (Stufflebeam & Coryn, 2014) states that a decision maker uses context evaluation to determine goals and set priorities and ensure that targeted program objectives can be used to address significant problems and needs.

According to the results of the research that has been done, the problems related to the need for more competent educators are due to the weakness of teacher resources in achieving the results of the Teacher Competency Test (UKG) conducted by the Government of Palu City. Meanwhile, regarding the distribution of competent teachers, it is due to the need for firmness in the City government, in this case, the Palu City Education Office, in distributing competent teachers according to their fields of study in each school.

Some schools, especially at the junior high level, need teachers in certain fields of study, such as at SMP Negeri 20 Palu; there is still a shortage of math teachers, so the school principal assigns a physics teacher to teach mathematics. On the other hand, SMP 1 Palu has an excess of teachers in various fields of study. This led to complaints from the school about the problem. If looking at the ratio of the number of teachers, both elementary and junior high school teachers, and the ratio of students in Palu City, it already shows a pretty good ratio.

Muluk (Muluk, 2006) states that the problem in staffing management still revolves around the phenomenon of understaffed and overstaffed, namely that at the same time, local governments experience an excess of employees whose qualifications do not match the job. However, on the other hand, it also needs more employees with suitable qualifications according to work. This is in line with what was conveyed by Prasojo (Prasojo, 2018), who stated that local governments generally lack qualified employees who can work effectively.

The performance report of the Palu City Education and Culture Office only mentions achievements in overcoming problems related to the lack of PAUD school infrastructure and dropout rates at the SD/MI/Package A level and SMP/MTS/Package B level. Can be seen in the following table:

Table 2. Performance Indicators of the Palu City Education and Culture Office Based on Goals and Targets

Number	Indicator	Annual Target Achievement (%)					
		2016	2017	2018	2019	2020	2021
1	Early Childhood Education (PAUD)	46,11	82,09	32,06	69,48	69,53	69,58
2	Elementary School/MI/Package A Dropout Rate	0,01	47	18	19	21	21
3	SMP/MTS/Package B dropout rate	0,03	21	42	11	10	10

Source: Palu City Education and Culture Office Strategic Plan for 2016-2021 (D. D. K. Palu, 2016)

Table 2 shows that the performance of the Education and Culture Office of Palu City on the Early Childhood Education (PAUD) indicator shows that the achievement could have been better because, in 2017, the percentage was very high at 82.09%. However, in 2018 it experienced a very significant decrease due to the large number of PAUD infrastructure destroyed by the earthquake, tsunami, and liquefaction that hit Palu City on September 28, 2018. From 2019 to 2021, it will slowly increase because the Education and Culture Office provides a large portion of the budget by rebuilding PAUD infrastructure.

On the other hand, the percentage fluctuates between the dropout rate at the SD/MI/Package A level and the dropout rate at the SMP/MTS/Package B level. For the SD/MI/Package A level, the highest percentage was in 2017 at 47%, then decreased in 2018 by 18% and increased again to 21% in 2021. Meanwhile, the SMP/MTS/Package B level showed an increase of 42% in 2018 and decreased by 10% in 2021. The increase in dropout rates at the education unit level was due to several things, such as school infrastructure which was destroyed by the earthquake, liquefaction, and tsunami that hit the city of Palu in 2018, the Covid-19 pandemic also triggered an increase in school dropout rates and reasons for helping the family economy as well as the lack of motivation and understanding from parents of the importance of education for their children.

Input Evaluation

In input evaluation, 2 (two) things are very urgent to do analysis, namely human resources (teachers) and education budget. The existence of human resources, especially teachers, is one of the determining factors in efforts to improve the quality and quality of education in the regions. Therefore, to measure the extent to which the quality of human resources can be seen, the teacher's level of education. The results showed that there was an increase in teacher education qualifications in Palu City at the Elementary School (SD) and Junior High School (SMP) levels in Palu City because the Palu City Government, through the Palu City Education and Culture Office, collaborated with Tadulako University to improve teacher education qualifications both Elementary School (SD) and Junior High School (SMP) through the Teaching and Education Faculty of Tadulako University, Palu.

In addition to the level of educational qualifications, the awarding of certification will also motivate teachers to provide educational services so that later it will impact the level of teacher welfare. The results showed a decrease in the percentage of certificate recipients at the elementary and junior high school levels. This decrease was because many teachers had retired and still needed teacher certification. Can be seen in the following table:

Table 3. Data of Recipients of Teacher Certification in Education Units in Palu City for 2018-2020

Number	Education units	Certification Recipients (%)		
		2018	2019	2020
1	Elementary School (SD)	57,8	57,4	55,3
2	Junior High School (SMP)	68,1	65,4	64,1

Source: Processed Data from NPD and Education and Culture Office, Palu City 2018-2020 (Pendidikan, 2018, 2019, 2020)

The policy of increasing teacher qualifications and certification is inversely related to improving teacher quality through the Teacher Competency Test (UKG) results. The data shows that the results of teacher competency tests in academic units, both Elementary Schools (SD) and Junior High Schools (SMP) in Palu City, have yielded little results. The absence of an increase in UKG results is due to the low motivation of teachers in using IT because UKG uses computer-based exams. The low UKG results show that the capacity and quality of teachers in providing education services still need to improve.

Table 4. Data on Teacher Competency Test Results by Education Unit In Palu City in 2018-2020

Number	Education units	Teacher Competency Test Results (%)		
		2018	2019	2020
1	Elementary School (SD)	50,11	50,11	50,11
2	Junior High School (SMP)	54,52	54, 52	54, 52

Source: Processed Data from NPD and Education and Culture Office, Palu City 2018-2020 (Pendidikan, 2018, 2019, 2020)

Theoretically, the importance of human resources, especially teachers, in efforts to improve the quality of education was put forward by Samuels and Farstrup (2011, p.3), stating that improving and maintaining teacher quality is an important component if you want to achieve predetermined educational goals. Furthermore, McKinsey and company (2007, p.15) even stated that teachers' quality greatly determines the education system's quality. If the quality of teachers is low, the quality of the education system will not be able to exceed it. In addition, to realize effective teaching practices, the quality of teaching staff must first be improved. Madjid's view (Majid, 2018, p. 96) is that the only way to achieve maximum educational results is through effective learning to produce quality teachers.

Meanwhile, the education budget, which is consistently needed, is caused by political and budgetary factors that are taking place in the DPRD because there are still many other sectors that also require funding other than the education sector. Regarding the education budget, the results of the research show that the regional government of Palu City in providing a basic education budget sourced from the APBD of 20% has been achieved from 2015 to 2019; it is just that most of the budget sources come from the Central Government through regional transfer funds for the education sector. If we expect pure APBD sourced from PAD, it is difficult for the local government to fulfill this. Shows that there is a structure of regional government dependency in financing regional development, including in the education sector, because most of the education budget is taken from regional transfer funds. Based on the data, the budget allocation for the education sector can be seen in the following table:

Table 5. Education Budget Allocation in APBD
Palu City 2015-2020

Number	Fiscal year	APBD	Education Budget				Total Education Budget	percent (%)
			APBD Pure	%	Regional Transfers	%		
1	2015	Rp. 1,210 T	Rp. 20,2 M	1,67	Rp. 462 M	38,18	Rp. 482,2 M	39,9
2	2016	Rp. 1,430 T	Rp. 197,2 M	13,8	Rp. 289 M	20,21	Rp. 486,2 M	34
3	2017	Rp. 1,277 T	Rp. 127,5 M	9,98	Rp. 240 M	18,82	Rp. 368 M	28,80
4	2018	Rp. 1,351 T	Rp. 126,9 M	9,39	Rp. 247 M	18,3	Rp. 373,9 M	27,7
5	2019	Rp. 1,405 T	Rp. 175,3 M	12,5	Rp. 201 M	14,3	Rp. 376,3 M	26,8
6	2020	Rp. 2,303 T	Rp. 260,4 M	11,3	Rp. 101,3 M	4,4	Rp. 361,7 M	15,7

Source: Processed Data of NPD and APBD of Palu City 2015 -2020

Table 5 above shows that in the 2020 fiscal year, the Palu City Regional Budget (APBD) increased by Rp. 2.303 Trillion. This increase was due to the large need for development spending after the earthquake, tsunami, and liquefaction that hit Palu City on September 28, 2018, and the Covid-19 pandemic that hit the world. These data show that the budget allocation for the education sector taken from the pure APBD experienced a significant increase, amounting to Rp. 260.4 billion or 11.3% of the total APBD, but regional transfer funds for the education sector decreased by only Rp. 101.3 billion or 4.4% of the total regional budget; thus, the total allocation for the education sector is only Rp. 361.7 billion or 15.7% of the total APBD of Palu City. Also, the budget allocation for the education sector has decreased and has yet to reach 20% as mandated by laws and regulations. This decline was due to the many other sectors outside the education sector, such as health, public works, transportation, and social affairs, which required immediate handling

Theoretically, an explanation of the limited budget, including the impact on the education sector, was put forward by Edwards (1980) who explicitly stated that the limited available budget caused policy implementation to be ineffective.

Reinforced by the view expressed by Purwanto and Suliyastuti (2012, p. 86), which states that adequate policy input (especially budget) in implementing a policy or program will not be able to achieve goals or objectives

without adequate budget support. The amount of the budget allocated to support a policy shows how much political will the government has for the problems that the policy will solve. Thus, the size of the budget can also be used as a proxy to see how much the government is committed to the policy.

Based on the analysis of the problems above related to the problem of teacher resources and education budgets, in line with the view of Stufflebeam and Coryn (2014, p. 312), which states that in input evaluation, an evaluator assists program planning by identifying and assessing alternative approaches and then assessing plans procedurally, employee needs, and the budget for feasibility and cost-effectiveness in terms of meeting needs, targets and achieving goals.

Process Evaluation

Process evaluation related to Socialization and Supervision is seen in 2 (two) aspects, namely Socialization and Supervision of the implementation of basic education. Regarding the socialization of basic education policies contained in Regional Regulation No. 1 of 2012 concerning the Education Implementation System, this research shows that socialization has yet to be done optimally because many parties still need to understand the Regional Regulations. The lack of understanding of these Regional Regulations is due to the lack of socialization carried out by the Regional Government, which impacts the understanding of some stakeholders in the education sector by not understanding the contents and objectives of these Regional Regulations.

Theoretically, the importance of socialization in an educational implementation process aims to ensure that implementation can run smoothly; before delivering various policy outputs to the target group begins, it needs to be preceded by delivering information to the target group (Purwanto & Sulistyastuti, 2012). Policy dissemination or information provision aims to make the target group understand the policies to be implemented so that they will not only be able to accept various programs initiated by the government but also actively participate in efforts to realize policy objectives. The information submitted in seeking support for this target group must at least include the following: a complete explanation of the objectives of the policy, the benefits and benefits that will be felt by the target group, as well as the stakeholders involved, and the mechanism of the activities of a policy or program.

Likewise, the views of Edward III (1980) put forward the importance of communication in transmitting or socializing in implementing a policy. Policy communication means conveying policy information from policymakers to policy implementers and the target group of the policy.

Concerning supervision of the implementation of basic education in Palu City, this research shows that the existence of the Education Quality Control and Monitoring Agency (BPPMP) functions as an institution that independently monitors, evaluates, and supervises the implementation of Regional Regulations concerning the Implementation of Education in Palu City until now there has been no was formed, even though the institution is mandated by Regional Regulation No. 1 of 2012. Supervising, monitoring, and evaluating the implementation of education is only carried out by the Department of Education and Culture through Elementary and Middle School Superintendents.

Indicates an impression of overlap between the Education Quality Control and Monitoring Agency (BPPMP) and the duties of the School Supervisor. When analyzing these regional regulations, the existence of the Education Quality Control and Monitoring Agency (BPPMP) is not wanted or desired because it will eliminate the functions and duties of the supervisor. The Education Quality Monitoring and Controlling Agency (BPPMP) is an independent and independent institution whose function is very strategic to improve the quality of basic education in Palu City. Thus the commitment of the Regional Government in order to improve the quality and quality of education services has yet to be fully implemented properly.

The phenomena found to show that when examined theoretically it shows that the importance of supervision is carried out by competent actors who are outside government institutions Dwiyanto (2018, p. 50). Furthermore, Dwiyanto (2018) shows the reality of the evaluation process with the times demanding the involvement of actors outside the state; the involvement of actors has an impact on the quality of policies which are increasingly higher because they may have information, observation of experience, and tacit knowledge owned by outside actors government is better than legitimate authority.

Furthermore, Dwiyanto (2018) quoted Mintrom's statement (2016), which stated that human rationality and the ability to produce information in decision-making are also very limited. Mintrom's opinion can justify opening the policy process involving a wider range of stakeholders. The more stakeholders involved, the better the rationality will be.

This problem is related to Stufflebeam and Coryn (2014, p. 326) opinion, which states that the evaluation process is a check on the implementation plan and is related to the process of documenting the activity or activities that have been carried out. In process evaluation, evaluators must distinguish activity and expenditure plans and budgets, describe implementation problems, and assess how well their staff is. They should also document and analyze the costs of this business. Finally, they should report on how observers and participants rated the quality of program implementation.

Product Evaluation

Product evaluation in this study can be seen from the quality of graduates based on the results of the national exams carried out through the Computer-Based National Examination (UNBK). Can be seen in the following table

Table 6. Data on Achievement of 2018-2020 National Examination Results

Number	Education units	National Exam Results *		
		2018	2019	2020
1	2	3	4	5
1	Elementary School (SD)	100	100	Canceled due to the Covid-19 pandemic
2	Junior High School (SMP)	48,33	53,13	

Source: processed from the Palu City Education Office and the Palu City Regional Education Balance 2018-2020

Elementary National Examination for 3 (three) Subjects: Indonesian Language, Mathematics and Natural Sciences.

Junior High School Level National Examination For 4 (four) subjects: Indonesian, Mathematics, Natural Sciences and English

Table 6 above shows that the graduation rate for education units in Elementary Schools (SD) has shown good results because from 2018 to 2020, the graduates are on target, namely 100% successful. In contrast to the junior high school (SMP) level, there was an increase in the graduation rate, but the percentage was still low. It was caused by several things, such as the enactment of the computer-based national exam (UNBK) and the National Examination Integrity Index (IIUN).

Scheerens (2000) views the product of education as a theoretical view of the production model in education, which includes input-process-output-outcome. Input in education includes Students, teachers, and finance/budget. The process in education includes teaching methods, curriculum, school organization, and school climate. Scholarly output includes students' achievements at the end of their education period. In comparison, education's long-term output (outcome) can be seen from job acquisition or distribution in the labor market. Furthermore, Scheerens describes the educational context model as follows:

Table 7. Factor Analysis In Educational Production Process

Input	Process	Output	Outcome
<ul style="list-style-type: none"> • Student • Teacher • Budget 	<ul style="list-style-type: none"> • Teaching methods • Curriculum • School organization • School Climate 	<ul style="list-style-type: none"> • Final Exam Scores • Achievement measure/ Learning achievement 	<ul style="list-style-type: none"> • Distributed in the labor market • Job acquisition

Source : Scheerens (2000, p.104)

Furthermore, Scheerens (2000, p.104) states that in the context of evaluation, there are 3 (three) indicators used in education which include: Monitoring the state of education at the national or district level, Program Evaluation, and School self-evaluation.

CONCLUSIONS AND RECOMMENDATIONS

Based on the results and discussion of the research, it can be concluded:

Regarding context evaluation, the results of this study indicate that the educational planning aspect has been outlined in the Palu City Education and Culture Office's strategic plan. It is just that educational planning has yet to be implemented optimally due to various obstacles encountered, such as the earthquake, tsunami, and liquefaction that hit Palu City on September 28, 2018, and the covid 19 pandemic.

While related to Input evaluation, 2 (two) aspects are measured: Human resources and education budget. The results showed that the aspect of human resources, especially teachers, showed an increase in teacher education qualifications. However, yet to be accompanied by an increase in teacher competence. The education budget allocated through the 2015-2019 APBD reached 20%, but most of the budget is still through transfer funds originating from the central government. The education budget in 2020 has decreased and has not yet reached 20% according to laws and regulations due to the earthquake, tsunami, and liquefaction in September 2018 and the covid 19 pandemic in the DPRD.

Evaluation of the process in implementing basic education, the research results show that a public consultation mechanism has never been carried out from the drafting process to the socialization of these regional regulations. Supervision and monitoring of the implementation of regional regulations, which should be carried out by the Supervisory Board and education quality control, has yet to be formed. The School Supervisor only carries out this task.

Product Evaluation related to implementing basic education in Palu City can be seen in the elementary school graduation rate, which has shown good results because the graduates are on target, namely 100% success, unlike the case with junior high schools, which have not achieved maximum results where the UN (National Examination) enforces the Computer-Based National Examination (UNBK) and the National Examination Integrity Index (IIUN).

Based on the research conclusions above, it is suggested as follows:

Evaluation of the Policy for implementing basic education in Palu City should be implemented consistently and continuously so that solutions and alternative solutions can be found for problems related to the implementation of basic education

The budget in the education sector should be further increased by laws and regulations to overcome the problem of inadequate facilities and infrastructure.

The regional government immediately revises the regional regulations regarding the education delivery system because they are no longer by the applicable laws and regulations and the dynamics in the field of education, which are increasingly complex.

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