

Relationship of Province Government Equipment, with Regency/City Government Equipment in Improving the Achievement of Education Development Indicators in Banten Province

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Abstract

This study examines the reality of the relationship between Provincial Government Apparatus and Regency/City Government Apparatus in Improving the Achievement of Education Development Indicators in Banten Province. Indicators of education development reflect the quality of human resources which is positively and significantly correlated with the level of welfare, so that the better the level of quality of human capital, the better the level of welfare. By using a case study method that refers to the main case, namely the relationship between Provincial Government Apparatus and Regency / City Government Equipment after the implementation of the distribution of government affairs in the field of education. In this study, various categories were found that formed the initial proposition of the concept of findings that could be put forward: first, the relationship between Provincial Government Apparatus and Regency/City Government Apparatus in improving the achievement of education development indicators in Banten Province seen from the aspect of authority and institutional "limited" by laws and regulations. Invitation and static mindset of bureaucratic implementers in the education planning and budgeting process. In the institutional aspect, there is no structural device that has the authority to provide guidance and supervision of the education administration of the district/city government. Second, the relationship between Provincial Government Apparatus and Regency/City Government Apparatus in improving the achievement of education development indicators in Banten Province seen from the aspect of regional planning and finance is indirect but is represented by regional apparatus in charge of regional planning and finance. Third, the relationship between Provincial Government Apparatus and Regency/City Government Apparatus in improving the achievement of education development indicators in Banten Province seen from the aspect of informal guidance and supervision.

Keywords

government relations;
development; education
indicators



I. Introduction

The dynamics of the relationship between the Provincial Government and Regency/Municipal Governments undergo various forms of transformation in accordance with the formal norms in the laws and regulations of the Republic of Indonesia governing the administration of regional government. Since Indonesia's independence, there have been at least 9 (nine) forms of legislation including Presidential Decrees governing regional government.

Nurcholis (2011:342) states that the relationship between governments in Indonesia can be seen during the New Order and the Reformation period, this is based on the fact that the established and longstanding practice of local government occurred during the New Order and during the reformation period, fundamental changes were made since 1998. During the New Order, the administration of local government in Indonesia was based on Law no. 5 of 1974 concerning Regional Government. This law uses the principles of decentralization, deconcentration, and co-administration simultaneously which complement each other. In Law Number 5 of 1974, local governments are arranged hierarchically from the center to villages/kelurahan with the following structure: central government, provincial government level I, level II district/municipality government, administrative city regional government, regional government sub-district, and village/kelurahan government.

In Law Number 5 of 1974, the government structure uses an integrated prefecture model for all autonomous regions plus a pure administrative area and the lowest traditional government unit (Nurcholis, 2011:343). The nomenclature of provinces and districts/municipalities refers to administrative areas while the nomenclature of Level I Regions and Level II Regions refers to autonomous regions. Under the regencies/municipalities there are pure administrative areas, namely administrative cities and sub-districts. Under the urban sub-district there is another pure administrative area, namely the kelurahan, while under the rural sub-district there is an administrative area with traditional autonomy, namely the village. Even under the village/kelurahan, there are still semi-government units of RW and RT.

As a consequence of using the integrated prefecture model for all autonomous regions, representatives of the central government are assigned to each autonomous region. The representative of the central government in the level I autonomous region is the governor, while the representative of the central government in the level II autonomous region is the regent/mayor. Thus, the positions of governors and regents/mayors are double: one side is the instrument of the autonomous region and the other is the representative of the central government. However, in practice, governors and regents/mayors play more of a role as representatives of the government because it is the central government that determines their appointment, even though it is through a nomination procedure from the DPRD from the candidate who gets the most votes.

In terms of delegation of authority from the central government to autonomous regions, the ultra vires doctrine method is used in stages. The central government handed over government affairs to Level I Regions, then Level I Regions handed over to Level II Regions. In practice, until the reformation period, government affairs that were handed over to Level I Regions never increased, nor did government affairs which were handed over to Level I Regions to Level II Regions.

Meanwhile, during the reformation period (Phase I), the administration of regional government was based on Law Number 22 of 1999 concerning Regional Government. The regional government consists of provincial and regency/municipal regions based on the principle of autonomy and assistance tasks. The delegation of authority from the central government to the regions is no longer by means of the ultra vires doctrine but by means of general competence or open end arrangements.

In this way, the regions have broad and complete authority. Broad means that the region has all the authorities other than the six central authorities, while intact is that the region carries out the authority that belongs to it, starting from planning, implementing, and evaluating it without direct intervention from the central government (Nurcholis, 2011: 346).

Law No. 22/1999 adheres to an integrated prefecture model in the provinces (decentralization principles as well as deconcentration principles) and pure autonomy in districts/cities (decentralization principles). This model places the province as an autonomous region as well as an administrative area. With a design like this, the governor as the head of the province has a dual position: on one side as a tool for the autonomous region and on the other as a representative of the government. Regencies/cities are purely autonomous regions. However, the relationship between the Provincial Government and Regency/City Governments in Law Number 22 of 1999 does not have a hierarchy with each other as described in Article 4 paragraph (2) of Law Number 22 of 1999 concerning Regional Government.

Meanwhile, in the reformation era (phase II) the implementation of regional government was regulated in Law Number 32 of 2004 concerning Regional Government which was a correction to Law Number 22 of 1999 which stipulates that the Provincial Government (Governor) is the representative of the central government. In addition, the implementation of regional autonomy must also ensure harmonious relations between regions and other regions, meaning that they are able to build cooperation between regions to improve mutual welfare and prevent inequality between regions.

This is reinforced in Article 210 of Law Number 23 of 2014 concerning Regional Government where the working relationship of the provincial Regional Apparatus with the Regency/Municipal Regional Apparatus is as coordinating and functional. Coordinative and functional working relationships are working relationships in the context of synchronizing the implementation of the main tasks and functions of provincial and district/municipal Regional Apparatuses in carrying out the same Government Affairs.

Based on these descriptions, the researcher intends to conduct research on the relationship between the Banten Provincial Government apparatus and the Regency/City Government apparatus throughout the Banten Province in the framework of implementing regional autonomy, especially the administration of government affairs in the field of education. Regional autonomy is a multidimensional concept (Muttalib & Khan, 2013:264). This implies the wide dynamics of the implementation of decentralization tasks and assistance tasks within the scope of provincial and district/city governments.

The implementation of regional government in a unitary state emphasizes the importance of strengthening relations between levels of government. Regional Government as one of the subsystems of the Indonesian Government system is the main element in the administration of Regional Government. Therefore, the purpose of administering regional government is the same as the central government, namely realizing national ideals as formulated in the Preamble to the 1945 Constitution.

Various literatures explain that the relationship between the provincial government and district/city governments can refer to the principles of the relationship between the central government and local governments which have four important dimensions to observe, including the relationship of authority, institutions, finance, and supervision. First, the division of authority to administer government affairs will greatly affect the extent to which the central government and regional governments have the authority to administer government affairs, because the central government's jurisdiction includes regional governments. For this reason, in this case the object being managed is the same, but the authority is different. Second, this division of authority has implications for financial relations between the central government and local governments. Third, the implications for institutional relations between the center and the regions require caution regarding the institutional size required to carry out the tasks that are their respective affairs. Fourth, the supervisory relationship is a consequence that arises from the granting of authority, in order to maintain the integrity of the unitary state.

Labolo (2006:3) explains that the function of government is inseparable from the purpose of the state as stated in the fourth paragraph of the 1945 Constitution, namely first, the State is obliged to protect the entire nation; second, the Government is obliged to promote the general welfare; and third, the State is obliged to educate the nation's life. Improving the quality and acceleration of government services to the community, preparing plans, implementing, preservation (Angelia, 2020). The social structure is not able to connect the community with the available resources, both those provided by nature, the government and the people around them (Dewi, 2018).

Robert Barro in Adioetomo & Pardede (2017:14) states that the quality of human resources is positively and significantly correlated with the level of welfare, so that the better the level of quality of human capital, the better the level of welfare. Improving the quality of human resources cannot be separated from the role of education where the emphasis is on mastering science and technology. Quality education will produce superior and character human resources that have an impact on regional productivity, competitiveness and welfare (Kamars in Sagala, 2017: 33).

The philosophical framework for the distribution of power is based on territorial aspects where the smallest administrative areas, namely districts and villages, are the real places where people's aspirations and welfare are formed (Muttalib & Khan, 2013: 108). The basic assumption of the theory of territorial distribution of power includes values for developing the welfare of power, the government can be divided in such a way as to ensure that government actions will be effective in meeting the needs of the community (Muttalib & Khan, 2013).

Distribution of power is the division or separation of power which is intended to analyze an event in the distribution of decisions centered on a small group of people. In a state administration, it is not uncommon for power to be concentrated in one hand, resulting in absolute or authoritarian management of the government system, for example in the form of a monarchy where power is in the hands of a king. To avoid this, it is necessary to divide/separate power, so that there is control and balance between the institutions holding power. Civil compensation for victims of crime directly involved in the determination of government policy (the reposibleresociety) (Munawarsyah, 2018).

There are 3 (three) models of power distribution, namely: 1. Elitist Model; The elitist model is a power distribution model which assumes that power is always unequal, where there are a few in power called the elite and most of the people are ruled. This model is common in traditional societies. 2. Populist Model; Populist model is a distribution of power that involves the participation of the people in the greatest possible number. This model assumes that every individual has the same political rights. 3. Pluralist model; This model is a model of the distribution of power that involves various groups in society. This model relies more on the strengths of interest groups in society.

Theoretically, there are two patterns of distribution of state power, namely horizontal distribution of state power and vertical distribution of power. The horizontal division of state power is the division of state power to the main state organs which in the state administration are called State Institutions. There are several theories that discuss this problem including those from John Locke and Montesqueu (Parsa, 2015: 2).

Meanwhile, what is meant by vertical division of state power is the division of state power between the central government and local governments. In the context of central and regional relations, of course what is relevant to be discussed in this paper is the vertical division of state power. The division of state power basically aims to limit the power of the state or government so that it does not act arbitrarily.

Likewise, the vertical distribution of power is basically the same aims to limit the power of the government (central) over the government area. In other words, without the

vertical distribution of power, it is impossible for the central government to prevent the arbitrariness of the central government. Without a vertical division of state power, it is impossible to have an autonomous regional government, which means that there is no transfer of authority from the government (central) to autonomous regions to regulate and manage the interests of the people within the framework of the unitary state of the Republic of Indonesia (decentralization). In other words, the transfer of authority occurs because there is a vertical distribution of power.

With the transfer of authority, it means that the Center has limited (limited) its power to no longer regulate and manage the authority that has been handed over to the autonomous region. Therefore, it can be said that the presence of this local level government institution (decentralization) is very necessary.

Agency theory (Agency Theory) arises because of the existence of a relationship between the agent and the principal. The agent is contracted to perform certain tasks for the principal and has responsibility for the tasks assigned by the principal. The principal has an obligation to reward the agent for the services provided by the agent. The existence of differences in interests between the agent and the principal is what causes agency conflicts. Principals and agents both want the maximum profit. Principals and agents both try to avoid risk (Belkaouli in Bandariy, 2011:14).

One of the theories that explain the principal and agent relationship is rooted in economic theory, decision theory, sociology, and organizational theory. Principal-agent theory analyzes the contractual arrangement between two or more individuals, groups, or organizations. One party (principal) makes a contract, either implicitly or explicitly, with another party (agent) with the hope that the agent will act/do the job as desired by the principal (in this case there is delegation of authority).

Lupia & McCubbins (2000) state that delegation occurs when a person or group of people (principal) chooses another person or group (agent) to act in accordance with the interests of the principal. According to Ross (1973) examples of principal-agent relationships are universal. The principal-agent relationship occurs when one person's actions have an impact on others or when a person is highly dependent on the actions of others (Stiglitz, 1987 and Pratt & Zeckhauser, 1985 in Gilardi, 2001). This influence or dependence is manifested in agreements in institutional structures at various levels, such as behavioral norms and contract concepts.

II. Research Methods

This research uses a case study method with a descriptive-qualitative approach. Case study is a series of scientific activities carried out intensively, in detail and in depth about a program, event, and activity, either at the individual level, a group of people, institutions, or organizations to gain in-depth knowledge about the event. In general, the target of case study research is actual (real-life) and unique. It is not something that has passed or is in the past (Mudjia, 2017:5).

Merriam & Tisdell in Hidayat (2019: 5) define a case study as an in-depth description and analysis of a bounded system, a system that cannot be separated from one case to another. patterned with another.

Stake in Hidayat (2017: 6) states that case study research aims to reveal the uniqueness or uniqueness of the characteristics contained in the case under study. the case itself is the cause of doing it case study research. Therefore, the main purpose and focus of case study research is on the case that is the object of research. Cases can exist and are found in almost all fields, therefore everything related to the case such as the nature of the case, activities,

functions, history, environmental conditions and various other matters relating and influencing the case must be investigated with the aim of explaining and understanding the existence of the case thoroughly and comprehensively.

There are several types of case studies that are often found in research. Yin (2002:65) divides case studies into explanatory, exploratory and descriptive case studies. The first is an explanatory case study. Explanatory case studies is a case study that is complex and multivariate, usually in explanatory case studies it is used in causal studies. Because the model in the explanatory causal study is correct using a pattern matching system. Second, exploratory case studies. The process of collecting data in the field can be done before the researcher asks questions and usually this kind of research model is considered a preliminary study and social research. Although the data processing is carried out before the questions are asked, the research framework must have been made beforehand. Third, descriptive case studies, in this type of case study all conclusions will be described in the form of descriptions that are associated with theories and findings.

The research design used by the researcher in this research is a case study method with a qualitative descriptive approach. As the author has explained that in this type of descriptive case study, all conclusions will be described in the form of a description that is associated with theory and findings.

According to Bungin (2011: 69) descriptive qualitative case studies are exploratory research and play a very important role in creating people's understanding of various social realities. The social realities studied in this study are forms of synergy between provincial government apparatus and district/city regional government apparatus in order to achieve education development indicators (increase in the average number of years of schooling, increase in net enrollment rates for SD/ SMP/ SMA equivalent and decrease in the number of dropout) is optimal.

III. Discussion

3.1 Relationship between Banten Provincial Government Apparatus and Pandeglang Regency Government Apparatus and South Tangerang City Government Apparatus in Improving Achievement of Education Development Indicators in Banten Province seen from the aspect of authority and institutional

The relationship between Banten Provincial Government Apparatus and Pandeglang Regency Government Apparatus and South Tangerang City Government Apparatus in improving education development indicators seen from the normative authority based on the division of Government affairs between the Central Government, Provincial Government and Regency/City Government as regulated in Law Number 23 2014 concerning Regional Government. So that there are restrictions on the authority of education management which in several aspects become obstacles in tiered management as conveyed by the Secretary of the Banten Province Education Office in the following interview:

Regarding the indicator of achievement of the education index in Banten Province, we can see it as a whole, not only in the province or city district, but in Law No. 23 of 2014 that there is a limitation of authority, so we cannot intervene too far. However, the program in the province is indeed synergized with districts and cities. In essence, this program provides easy access to education services, such as the target of the RPJMD. First, bring access to basic education services closer to the community. We build new school units when there are areas that are geographically far away in the South Banten area or the distribution of the population is large in the North Banten or Greater Tangerang areas. Furthermore, schools will not be optimal, if there are many schools but few teachers, it is not optimal, especially schools with fewer teachers are also not optimal, so how can these two sides run optimally.

The Head of the Banten Province Education and Culture Office said the same thing that based on Law Number 23 of 2014 concerning Regional Government that the Provincial Government is the leading sector in improving the quality of education in Banten Province in stages. As stated by the Head of the Banten Province Education Office in an interview conducted on Wednesday, January 13, 2021 as follows:

In accordance with Law No. 23 of 2014 that the authority of the province and the city district was separated then since 2017 and no later than three years after the law was enacted, in 2017 the authority to provide education was also divided into two, SKH/SMA/SMA in the province while TK/SD/SMP are in regencies and cities, but because education cannot be partially achieved, the provincial education office continues to coordinate with offices in districts and cities, one of which is in an effort to improve the quality of education in Banten Province, for example because it It's tiered starting from elementary to high school, then the responsibility for financing is the fact that today the Bosnas costs that are given by the center to districts and cities are also the budget attached to the province through the Dindik which we currently manage even though the money goes directly to schools, but the administration is all in the provincial education office. if for educational institutions or foundations the name is not Bosda it is called a grant and in 2021 there are 130 educational foundation organizing institutions that were given assistance in the form of a grant, this means that the provincial government is intervening in private education providers and that is according to its ability, of course. Meanwhile, the funds are allocated depending on the proposals submitted, some are for physical, or operational costs.

Talking about achieving indicators cannot be separated from efforts to increase education funding contained in the Provincial Government Budget and Regency / City Government. However, the Banten Provincial Government does not have a special work unit to evaluate education funding, this is based on the systematic or proportion of education funding in the APBD that has been regulated in laws and regulations, which is a minimum of 20 percent of the total APBD. This was conveyed by the Head of the Banten Province Education Office in an interview as follows: We did not specifically do this, but because the national education system is related to the education budget of a maximum of 20 percent which is funded by the APBD in their respective regions, that is the reference.

While administratively, the Banten Province Education and Culture Office has an extension through the Education Office Branch Office which has the main task of facilitating all educational units under the authority of the Banten Provincial Government. This was conveyed by the Secretary of the Banten Province Education and Culture Office as follows:

In the Education office, there are Office Branch Offices (KCD) for each district and city as an extension of the agency that absorbs and explores all aspirations. In the office there is also a special section, namely the institutional section which goes further into the district and city offices, although there is a limit to the authority, but there is a common thread when it comes to targets in districts and cities that can be converted with the province as to what the targets are. For example, we assign KCD to coordinate with city districts to record the number of graduates. In terms of budgeting, we have financial assistance that is used to bridge the needs of urban districts in the world of education for anything so that provincial and district city programs are sustainable and in line.

Based on the results of an interview with the Secretary of the Banten Province Education Office, it is known that there is a disconnected management of education from the elementary, junior high to high school/vocational levels due to the division of authority regulated in Law 23 of 2014 concerning Regional Government. The same thing was conveyed by the Secretary of the Education and Culture Office of Pandeglang Regency that there was education management that was disconnected from the elementary, junior high

school and high school / vocational level education levels due to restrictions on authority. As the results of an interview with the Secretary of the Education and Culture Office of Pandeglang Regency as follows:

So far, we have coordinated with the Banten Provincial Government through the Regency Bappeda first, in Bappeda there is one in charge of education, then Bappeda coordinates with the Province, so this is a weakness after there is a separation of authority for SMA/SMK/SKh from Regency to Province. We cannot intervene in secondary education. this gets difficult. This difficulty, for example, the average school was determined at the secondary level as well. This is an obstacle when we coordinate.

The discontinuation of education management from the elementary, junior high to high school/vocational school levels, the limited scope of the main tasks and functions of the organizational structure of the Banten Province Education and Culture Office which cannot accommodate the activities of the work unit for the management of elementary, junior high, high school/vocational schools due to authority regulated in the legislation. SOTK which is not flexible makes the coordination of management between elementary and junior high education levels which are the authority of the Regency/City Government with high school/vocational school education levels under the authority of the Provincial Government. This can be seen from the organizational structure of the regional apparatus of the Banten Province Education and Culture Office as follows: There is a limited movement of the Banten Province Education and Culture Office to build coordination with the Regency / City Education Offices throughout the Banten Province. This was expressed by the Secretary of the Service "We as an extension of the central government carry out supervision of coordination and guidance to districts and cities, but because there is a law on limiting authority, it is very difficult for us to carry out remote guidance, especially budgetary in nature but non-budgetary or non-budgetary ones. funded by the center in the form of TP or dekon, we do that, for example through a coordination meeting in fields related to the activities of outstanding teachers or high achieving schools.

Likewise, the SOTK of the District/City Education and Culture Office, in this case the SOTK of the South Tangerang City Education and Culture Office, which does not have its own sub-unit that has the authority to coordinate cross-level education management (SD, SMP to SMA/SMK) under the authority of the Provincial Government. The following is the SOTK of the South Tangerang City Education and Culture Office.

3.2 The relationship between the Banten Provincial Government Apparatus and the Pandeglang Regency Government and the South Tangerang City Government in Improving the Achievement of Education Development Indicators in Banten Province seen from the Aspect of Regional Planning and Finance

This study seeks to find out how the relationship between the Provincial Government Apparatus and Regency/City Government Apparatuses in improving the achievement of education development indicators seen from the aspect of regional planning and finance. In terms of planning, in this study it was found that education planning at the Pandeglang Regency and Tangsel City levels, both macro and micro (annual) education planning and budgeting was carried out through Bappeda without going through the coordination/supervision of the Banten Province Education and Culture Office. This is based on authority, because basically the Regional Government Budget Team works based on statutory regulations where the main aspect that is seen is the aspect of authority which school level is the authority of the provincial government and which level of school education is the authority of the district/city government.

The Secretary of the Education Office of Pandeglang Regency revealed that the education planning was a weakness in the synergized education system between the

provincial government with the authority to manage SMA/SMK/SKh with the regency/city government, especially Pandeglang Regency with the authority to manage SD and SMP. This was expressed by the Secretary of the Pandeglang Regency Office in an interview excerpt as follows: "So far we have coordinated with the Banten Provincial Government through the Regency Bappeda first, in Bappeda there is someone who is in charge of education, then Bappeda coordinates with the Province, so this becomes a weakness after there is a separation of authority for SMA/ We can't intervene in secondary education to make it difficult for SMK/SKh from district to province. This difficulty, for example, the average school was determined at the secondary level as well. This is an obstacle when we coordinate."

Furthermore, the Secretary of the Education and Culture Office of Pandeglang Regency revealed that the education planning system which is not directly handled between the Banten Provincial Education and Culture Office and the Regency/City Education and Culture Office makes the education management system disconnected, as in the following interview: From junior high school, everything can be accommodated into SMA/SMK. Here, we have lost coordination. Because in the past, the authority was still in the district, we could intervene directly. For example, the example related to students who have graduated from junior high school cannot continue to SMK/SMA because of the cost, while in the Province there is a free school fee program. So far, we have conveyed these weaknesses in writing to the provinces, but we are rarely spoken to. We hope that once a semester or quarterly we sit together with the provincial education office"⁸.

Based on the results of an interview with the Secretary of the Education and Culture Office of Pandeglang Regency, it can be seen that there are weaknesses in terms of the function of coordination and communication between the Provincial Education and Culture Office and the Regency/City Education and Culture Office. After the transfer of authority for SMA/Vocational High Schools to the Provincial Government, the Education and Culture Office of Pandeglang Regency in this case was never invited to "sit together" to discuss various issues, both in terms of planning and institutional management of SD and SMP education which is the authority of the district/city government.

The Head of the Education and Culture Office of South Tangerang City said the same thing, who stated: "there has never been (coordination and guidance from the Banten Province Education and Culture Office), but I hope that with the new Head of Service there will be progress."⁹. The statement by the Head of the Education and Culture Office of South Tangerang City is more directed to his trust in the leadership of the new Head of the Banten Province Education and Culture Office who is the former Head of the Tangerang City Education Office.

In terms of planning and budgeting, there is absolutely no coordination and communication between the Banten Provincial Education Office and the Banten Provincial Bappeda in planning the Banten Provincial Government's financial assistance in the field of education to districts/cities. This was conveyed by the Head of the Banten Province Education and Culture Office as follows:

So far, financial assistance has been through Bappeda but Bappeda has not included us. There are usually two ways for the Bankeu to be given to the city districts by Bappeda, some have already been placed and targeted by Bappeda but sometimes from district cities submit proposals for development, especially for infrastructure, infrastructure, health and education.

The results of the interview indicate that planning and budgeting in the education sector are indirect and the Banten Provincial Education and Culture Office is not involved in the education budget planning process for the Regency/City Governments throughout the Banten Province. On the one hand, the Banten Provincial Government provides financial assistance, specifically for the education sector, which has generally been regulated in the Governor's

Regulation as the results of an interview with the Head of the Budget Division of the Banten Province Financial and Asset Management Agency as follows:

There are two types of financial aid, there are general and special. So far, provincial financial assistance to districts and cities is special, that is, the allocation has been directed by the aid provider, in this case the Banten Provincial Government. The direction is regulated in the Governor's Regulation, for example in 2019 it is directed to infrastructure, education and health and 2020 is also at the beginning for those three aspects, but in March 2020 all assistance is directed to handling COVID-19. Meanwhile, districts and cities at the time of budget allocation are not allowed to budget before it is stipulated by the Banten Province Regional Budget, so first the local regulations are set and then budgeted.

So far, financial assistance is specifically intended for the fields of education, health and infrastructure. However, during the current COVID-19 pandemic, the Banten Provincial Government's financial assistance is focused on handling COVID-19. On the one hand, due to the limitation of the authority of the Banten Province Education and Culture Office, it cannot intervene in the planning and budgeting process of the Regency/City Education and Culture Office, this was disclosed by the Secretary of the Banten Province Education and Culture Office; Because there is Law Number 23 of 2014 concerning the limitation of authority, we cannot intervene directly, so through the financial assistance, we conveyed our version of the portrait of education problems in the districts and cities and their version continues to be inventoried for the coordination pattern and then we make a priority scale which is more priority. If every year facilities and infrastructure are always a priority, then in the future we will shift the program to other educational programs if all these sarpras have been fulfilled.

Likewise, the Head of the Education and Culture Office expressed the same thing that the mechanism for proposing program and activity plans was not conveyed per business through being submitted in general to the Banten Provincial Government: Tangel proposed to the Banten Provincial Government”.

Planning and budgeting in the education sector in improving the achievement of education indicators is hampered because Bappeda does not involve the Education and Culture Office in verifying the education budget at the provincial and district/city levels. As stated by the Head of Planning, Controlling the Development Program of the Regional Development Planning Agency of Banten Province as follows: The role of Pemrov in the context of overseeing human resource development cannot be separated from the role of the Regency and City. The pattern is that there are two things that can be done or are usually carried out by the province, first, the authority of the Regency and City is indeed more important in their respective regions, but we in the province have a mechanism to verify their APBD (Kab/City) in accordance with Permendagri No. 86, RPJMD they are related to what percentage of education targets are because the cumulative aggregate we have set the target, later in the annual planning in their RKPD when preparing our APBD we also ask for verification and provide notes on what the target is and adjust it to the available budget and it becomes their record and that must be followed up.

Furthermore, the Head of Planning and Control of the Development Program of Bappeda Banten Province revealed that in terms of planning the Education and Culture Office must follow the targets contained in the RPJMD as follows from the interview results: First, we have macro figures in the RPJMD, there are indicators There are four main performance indicators by the Dindik, namely the school participation rate, the school expectation rate and this is the highest. The indicators are broken down by the dindik in their annual strategic plan, what is the target, while our escort at Bappeda when they draft the initial plan is that our team verifies the renja and reminds us the targets, after that we also have the authority to evaluate it once every quarter with the term SAKIP. In addition to

assistance for facilities and infrastructure, there is also assistance through the Bosda for SMK/SMA, while for SD/SMP you can enter through financial assistance.

Meanwhile, in the aspect of budgeting in the education sector, it refers to the National Education System Law which mandates that the education budget allocation is at least 20 percent of the total APBD. And the majority of Regency/City Governments have fulfilled the mandate in the budgeting of the education sector in the Regency/City APBD. This was revealed by the Head of Budget Division of the Regional Financial and Asset Management Agency of Banten Province as follows:

For districts and cities, it is basically the same, according to the Education Law on the national education system that the allocation of education functions can be attached to other OPDs or in the budget for grants and financial assistance. According to the law, the minimum allocation for education budget is 20 percent. In 2012, the National Bosnas went directly to regencies and cities and did not pass through the province, so it was difficult for us to budget 20 percent. After there was a policy from the center that the Bosnas went to the provinces first, although later it was distributed again to schools in the Regency/City, we included those that were counted and even more than 20 percent for the Banten province, because the National Bosses were almost 2 trillion and those through the grant were 1, 9 trillion in 2021. So we are already above 20 percent. The Bosnas is the largest, especially now that the loan budget from PT SMI in 2021 also adds to the allocation of education functions in Banten Province.

For evaluation in districts and cities, it is mandatory and there are orders from the law. So far, district and city governments have fulfilled the 20 percent obligation because apart from salaries and allowances for teachers, the budget is quite large, including physical or facilities and infrastructure.

Meanwhile, in terms of regional finances, so far the mechanism for financial assistance for education is through proposals to the South Tangerang City Government Bappeda and cumulatively continued to the Provincial Bappeda. After dropping, whether according to the proposal or not, if not, it will be re-arranged, including what needs are needed. (Head of the South Tangerang City Education Office). The head of the Banten Provincial Education Office said that so far financial assistance has been through the Provincial Bappeda but Bappeda has not included us. Financial assistance provided to districts and cities is usually in two ways through the provincial Bappeda, some have been placed and targeted by Bappeda but sometimes from districts and cities submit proposals for development, especially for infrastructure, infrastructure, health and education.

Even so in the field, we still encounter many obstacles, this regional autonomy sometimes makes us in the administration of government face many obstacles, one of which is coordination, because each has authority, the Regency and City are also difficult to coordinate because hierarchically the service is the direct superior with the Regent and Mayor. "But now in Banten Province, Alhamdulillah, with the WhatsApp Group (WAG) to coordinate and communicate so far, we have no obstacles, one of the proofs is that there are no difficulties in reporting Bosnas to the central government, but of course there are still difficulties" (Head of Banten Province Education Office).

3.3 The Relationship between the Banten Provincial Government Apparatus and the Pandeglang Regency Government and South Tangerang City Government in Improving the Achievement of Education Development Indicators in Banten Province seen from the aspect of Coaching and Supervision

Provincial government apparatus focuses on decentralization tasks while attributive and delegative tasks, especially in the function of coaching to Regency/city Regional

Apparatuses, have not run optimally. This was conveyed by the Head of the Education and Culture Office of South Tangerang City as follows: There has never been. So far there haven't been. But I'm sure there will be a new Head of Service. This is indeed related to leadership. Indeed, we often carry out various activities in the province in LPMP. There has never been one from the Banten Provincial Government.

Furthermore, the Head of the Education and Culture Office of South Tangerang City revealed that before 2020 the coordination was such as disbursing the BOS and BOP NPHD through the Governor. In 2020, operational assistance is not like that because it goes directly to schools. Meanwhile, there is practically no separation of powers, hierarchically.

However, the new head of service now often coordinates communication with the head of the Regency / City service throughout the Banten Province, for example how is our attitude in making decisions for learning during the COVID period. This is pretty good progress. So far, there has been no coordination between the South Tangerang City Government and the Banten Provincial Government, and even some activities that do not exist hierarchically but from a regional point of view of course they intersect. The implementation of SMA/Vocational education services in the district/city area is of course intersect with the district/city. The implementation in districts and cities should be coordinated so that there is synergy, indeed there was no previous years, but hopefully with the new head of the Education Office (Province), hopefully it will be good.

The Head of the Banten Province Education and Culture Office, revealed that the regulatory conditions that limit activities in the field of education management at the elementary and junior high school levels are the authority of the Regency/City Government.

The obstacle is that this autonomy sometimes makes us in the administration of government face many obstacles and one of them is coordination because each has the authority, districts and cities are also difficult to coordinate because hierarchically the service is directly under the regent and mayor but in Banten now, thank God with the existence of We have had no problems with WAG communicating until now. One of the proofs is that there are no difficulties in reporting the boss to the center, but in other things, of course, there are difficulties.

The same thing was expressed by the Secretary of the Education and Culture Office of Banten Province: The obstacles are the first regulations, especially in Law No. 23 of 2014, then the limited budget then the understanding that is still not the same between the provinces and districts/cities of language as if the handling Education is the full authority of the district and city, even though we as an extension of the Central Government have the authority to supervise. We, as an arm of the central government, supervise the coordination and development of regencies and cities, but because there is a law regarding the limitation of authority, it is very difficult for us to carry out remote guidance, especially budgetary but non-budgetary or funded by the center in the form of TP or We do this, for example, through coordination meetings related to the activities of outstanding teachers or high achieving schools. There we equate matters that need to be paid attention to by districts and cities but not to the point of disturbing their respective kitchens/households.

Coordination between the Provincial Government and Regency/City Governments in the education sector seems to have been completely cut off. This was stated by the Secretary of the Education and Culture Office of Pandeglang Regency as follows: We were only invited at the provincial level Musrenbang, while the Provincial Education Office had never, in fact we were waiting for an invitation for discussion. For example, how to complete children who all graduated from junior high school can continue to high school, at least we cover the package C program for underprivileged children.

IV. Conclusion

Based on the results of the research and discussion, the following conclusions can be drawn: 1) The relationship between Provincial Government Apparatus and Regency/City Government Apparatus in improving the achievement of education development indicators in Banten Province seen from the aspect of authority and institutional "limited" by laws and regulations and a static mindset bureaucratic implementer in the education planning and budgeting process. In the institutional aspect, there is no structural device that has the authority to conduct guidance and supervision of the education administration of the district/city government. 2) The relationship between Provincial Government Apparatus and Regency/City Government Apparatus in improving the achievement of education development indicators in Banten Province seen from the aspect of regional planning and finance is indirect but is represented by regional apparatus in charge of regional planning and finance. The unavailability of a forum for coordination and communication of educational equipment between the Banten Provincial Government and the Regency/City Government makes education management disconnected between the elementary, junior high school education levels which are the authority of the Regency/City Government and the SMA/SMK education levels which are the authority of the Provincial Government. And 3) The relationship between Provincial Government Apparatus and Regency/City Government Apparatus in improving the achievement of education development indicators in Banten Province seen from the aspect of informal guidance and supervision. Especially in the program and development activities, the Provincial Government Apparatus cannot budget for activities for district/city development due to limited authority which is reinforced by the closed mindset of the Banten Provincial Government budget research team which only looks at the authority aspect in the education planning and budgeting process.

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