

Public-Private Partnerships in Improving the Quality of Education for the Poor in Indonesia

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Abstract

Educational issues related to access and quality of education, but a lot of the problems that must be faced is about inadequate resources: human and funds. Local government needs to make an appropriate policy and programme to overcome it. Authority on the affairs of education makes a room for the local government in Indonesia on making innovative programs to build private partnerships with the goal of improving education quality in Indonesia. This research aims at answering the questions regarding: 1). The authority of Local Government on holding a partnership with private on improving the education quality in Indonesia. 2). The Public Private Partnership program on improving the education quality. Data Analysis with Domain analysis, Pattern matching (explanatory / descriptive) Robert K.Yin, with three stages: (1) Expected outcomes as a pattern,(2) Rival explanations as patterns , (3)Simpler patterns The results of this study as follows: 1).The Local Government authority to manage educational programs are becoming a creative media on implementing governance, by holding a partnership with private sectors as well as the society 2). A partnership program for improving education quality is implemented with: (a) to make an agreement with a clear MoU; (b) to generate a shared motivation on the partnership to make it well-implemented, efficient, integrated, effective and accountable; (c) to have an initiative for implementing the partnership by supervising the process up to the operational; (d) Build a collaborative partnership for the organizational relationship on the local government and private sector. This research recommends the need of wider partnership in educational sector that can involve inter-local government, private sectors, and the society,

Keywords: Public Private Partnership, improvement, quality, education.

1. INTRODUCTION

Public-private partnerships in the global era into a program to find solutions to the problems of education, because education is the key to civilization. Education has a strategic position in society because an attempt to humanize human being and infuse social values will be conducted through education. As it known that education is one of the indicators for measuring the quality of human life, as well as to measure the quality to measure the quality of a nation can be seen from the quality of the education. UNICEF (1998) mentions that without education, people unable to work productively, take care of their health, sustain and protect themselves and the family, or live a cultural life.

Normatively, national education to build Indonesian people are smart, competitive, equitable, quality, according to the needs of local and global communities to build the civilization of Indonesia in the arena of world association (Kemendikbud, 2010). but the reality is not as easy as idealized. Thus, the most essential issue of national education policy is whether Indonesian educational policy leads to a populist policy or more to elitist. Based on the perspective of the policy as political process (Abdul Wahab, S. 1999:84), a question proposed is who would obtain advantage of educational policy, what kind of benefits would they get, and how could they get the advantages? Has national education policy fulfilled the ideology or carried away by current interest in economic and political life of a nation, caused by capitalism, neoliberalism, globalization, and commercialization Problem in education is not only about numbers, but also the reality of innovative education policy that has a "Free Education" motto has not been able to address the problems of education in Indonesia. Public sector management reform is also an effort done by the government in the world through a government policy in education field, such as partnership in education sector, with all sorts of its implementations. Government with all the limitation in the field of capital, management, infrastructure, science and technology and human resources could not improve the quality of education for its citizen. Therefore, the implementation of service or a certain government function is no longer dominated by one side, which is the government. It means that the process of partnership and cooperation must be more encouraged.

PPP is chosen as an alternative solution although there are many challenges during the implementation. The government is the one who is fully responsible on providing education from all levels and PPP has helped to expand the access to education.As stated by Patrinos (2009:2) *"Private participation in education has increased dramatically over the last two decades across the world, serving all types of communities—from high-income to low income families. Although governments remain the main financiers of education (at least of primary and secondary education),in many countries private agents deliver a sizable share of education"*

The teoritical problem is how the Malang government's role in this partnership? ? Whether to take the dominant role, or just take residu roles. according to Leach (1997) there are role models of local government: 1).

Traditional Bureaucratic Authority Model , 2). Residual Enabling Authority model, 3). Market-Oriented Enabling Authority model and 4). Community-Oriented Enabling Authority model. Partnership in education carried out by local government is as realization of educational decentralization as well as regional authority implementation in the field of education provokes some critical questions, does government have the authority to do a partnership? Is it true that partnership stand for students with poverty? Is partnership ease the educational fee for students? Those questions are challenge to the researcher to conduct the research, because the implementation of partnership in education can be “double-edged blade” for the development of education in region, one side will ended up increasing all educational components while the other side ended up in privatization and commercialization of public school. Based o the description above, the reseacher is interested in analysing authority of local government on holding a partnership with Sampoerna Foundation on improving the education quality and the partnership program on improving the education quality for poor (study at SMAN 10 Malang Sampoerna Foundation)

2. LITERATURE REVIEW AND PAST RESEARCHES

Many definitions of public private parterships (PPPs) proposed by experts (Alfen.Hans Wilhelm.2009, Latham. 2009:2, Forrer.2010:476, Khanom.2010; LaRocque.2008), which can be summarized cooperative relationship between the government and private or non-governmental organizations in providing goods and services for the benefit of citizens. Theory of partnership is based on social contract in which there is the relationship between members of society to achieve the goal. The questions are what is the fundamental signature of the relationship? Does the relationship mean for hostile or compliance? Does the relationship mean to get advantages and to functionally connect as partners? However, the relationship will shift from hostile to mutual benefit, co-evolution and partnership. Eisler & Moutuori (2001) identified two contrasting models in social system, *the first* is, dominator model based on the fear characterized by predominance rigid hierarchy (in which power is equalized by giving an order), ethos of the conquest and institutional violence built-in male dominance over feminine values steriotipe. *The second* is a partnership that is based on trust. The concept of partnership in the field of education in this study is reconstructed form developed by Savas (2000). (Latham 2009), the experience of developing country. Partnership is often connoted with privatization, privatization and commercialization, which placed more emphasis on profit as much as possible. Where economic principles will guide the implementation of activities.It is, as pointed out by (Savas.2000; Fenell,2007), according Savas “*The term “public-private partnership” is particularly malleable as a form of privatization. It is defined broadly as an arrangement in which a government and a private entity, for-profit or nonprofit, jointly perform or undertake a traditionally public activity.*

The main characteristics of PPP: 1) efficiency gains through appropriate sharing of risks and responsibilities;2)the public sector retains mainly sovereign tasks and the private bears;3)those for implementation; 4)lifecycle and private investment as crucial elements of PPP’s incentive; 5) structures;6) long term contractual relationship; and 7) innovation, in particular through output specification, service levels and payment mechanisms, as a new way of describing the services to be supplied. (Alfen.Hans Wilhelm.2009:11). The purpose of the partnership according to Pongsiri (2002:489) ” *the main reward from partnering with private sector are improvement of programme performance, cost-efficiencies, better service provisions, and appropriate allocation of risk and responsibilities*”. Thus the purpose of the partnership is not only to earn profit but also better service for anyone who has to pay taxes.

Research result of Farah Iffat et all. (2007), in Pakistan, the result of society and NGO partnerships have helped many children to attend school, providing teachers and improved school facilities, Charles. Ndandiko (2006) in Uganda, a partnership to improve the provision of infrastructure. Davies. H.B et all. (2006) in England / UK. Partnership. Boxmeer. Brechetje et all. (2005), in the Netherlands and Spanyol, there are differences in the strength actors in the partnership, in the Netherlands the power of a balanced actor, being Spain unbalanced. Charles B.U Uwakwe, et all. (2008),in Nigeria, PPPs made to increase the quality of education, covering curriculum, content, and providing qualified education. The negative side of this policy is the possibility of the emergence of corruption.

Relating to partnership in education field as a theme of this study, hence the application of governance theory as government and citizens’ mechanism in arranging resources and solving public problem would give a sense that government is not necessarily being the most decisive actor in organizing public service. Governance refers to a non-hierarchical way of ruling, in which non-state actors, private corporate actors (formal organizations) participate in the formulation and implementation of public policy (Rhodes 1997). Thus the boundaries between the public and private sectors have become blurred (Rhodes, 1997; Stoker, 1998). It gives implication that government role as service and infrastructure provider would shift into creator of an environment which is able to facilitate private sector and the other party to actively participate Governance in governmental partnership with private party should be able to increase trust between people in society and government because it is an essential component in forming social capital. The importance of trust in

the value of partnership as described by Fukuyama (2000) stating that trust is like lubricating oil that makes society organization can run effectively. Social trust is an asset which is very valuable in partnership that simultaneously serves as an element to reach democratic civil society. Nevertheless, precision and prudence are needed, thus the principle of community participation, supremacy of law and good governance transparency could contribute positive impacts.

3. RESEARCH OBJECTIVES

This research objectives are: (a). to describe and interpret the authority of Malang Local Government on holding a partnership with Sampoerna Foundaton on improving the education quality in Malang. (b). to describe and interpret the partnership program on improving the education quality for poor.

4. MATERIALS AND METHODS

This research used a qualitative approach with a single case study, with a purpose to examine the case of partnership between the Local Government of Malang-Putera Sampoerna Foundation in an intensive, depth, detailed and comprehensive way regarding the authority in the areas of education, partnerships Programs. The technique of data collection is by using in-depth interviews, observation and documentation. Key informants at the level of government is Drs. PS, M.AP, the Mayor of Malang and The Chief of D Commission in educational field in Regional Parliament of Malang Dr. CF.SE,MM. The Chief of Department of Education of Malang, Dra. SW, M.Pd ; the school principal at school level Dra. NS.M.Pd; and at the level of private consultants who handled education PSF AS, AAH. Data.

The type of the case study is single case, having more than one unit of analysis or sub-analysis. The sub-unit of analysis of the study consist of individual analysis, therefore this is a multi actor interwoven case study.

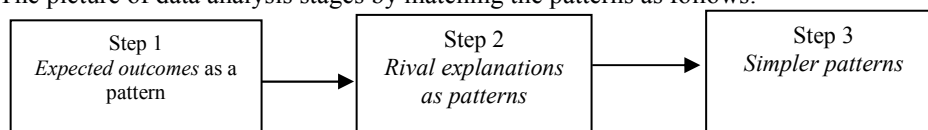
Table 4. 1. The analyzes Unit Design Single Case Intertwined

Unit pokok	Unit menengah	Unit terkecil
Malang City Government	<ul style="list-style-type: none"> • Local government • Department of Education • SMA N 10 Malang. 	City major. DPRD in educational field commision Chief of Department of Education, Chief of Secondary Education School principal, The vice of school principal, teachers ,staff, students
PSF	<ul style="list-style-type: none"> • Education Division, Communication director 	Chief / staff Chief / staff
Society	School committee	Chief of the committee, The vice of SMAN 10 committee

Source: adapted from Yin. 2011:35

Analysis with Domain analysis, Pattern matching (explanatory / descriptive) Robert K.Yin, with three stages: (a) Expected outcomes as a pattern,(b) Rival explanations as patterns , (c)Simpler patterns.

The picture of data analysis stages by matching the patterns as follows:



Picture 4.1. Stages in Data Analysis

Source: Yin. Robert K (2011)

5. RESULTS

5.1. The authority of Local Government on holding a partnership with private on improving the education quality in Malang.

5.1.1. Division of Government Affairs in Education

Authority of the the municipal government Malang partner does not deviate substantially from the authorities in the implementation of regional autonomy. This means that the municipal government Malang act as carrier constitutional autonomy did get the authority to regulate and manage the affairs of government in accordance with the laws and regulations in force. The authority in the field of education is quite large in the planning, implementation, monitoring and evaluating, as well as authorities have to establish partnerships, to address and find solutions to problems of education in the region.

Based on Government Regulation No. 38/2007 Article 7 paragraph (1) instructs the obligatory affair shall be convened by the provincial government and local government district / city with basic services, and one of the obligatory functions is education. Legally government relations, provincial and district / city governments in education include: (1) Authority relationship, look at the sub-field of education policy, including the

establishment of operational policies, operational planning programs, socialization National Education Standards; (2). Financial Relationship. Seen in the sub-field of finance, procurement, facilities, and finance the final exam; (3). Organizational Structure Relationship. Seen in implementing curriculum sub-areas, sub-areas of educators and education personnel; (4). Monitoring and Evaluation Relationship. Seen in the implementation of the curriculum, socialization and education quality control, implementation of the national exam.

The complexity in organizing education nowadays as stated by Drs. PS, M. AP is: *“Regional autonomy is giving authority to city government to held 6 affairs other than those held by central government. In the field of education, district has big authority and responsibility which are all the function in organizing education such as planning, organizing resources, implementing, supervising, monitoring and evaluating. This is not easy, it is quite a lot and complex thus it needs great thinking and intelligent to deal with it”* (Interview on 25 August 2013).

Concluded that the basic the authority possessed the municipal government of Malang in education and the obligation to improve the quality of education, realizing it is a burden

5.1.2. Public Private Partnership for Implementation Authority in the Field of Education

Malang city government has many works to do thus many public demands has not been handled. On the other side, the responsibility of Department of Education in managerial of education is not optimal yet. The lack of professional human resources is one of factors to build partnership with Putera Sampoerna Foundation, therefore it is necessary to involve society and private party, namely Putera Sampoerna Foundation to participate various problems in education, particularly the service of high-quality education. SP M.Ap T he Mayor of Malang said: *“The public-private partnership is needed to address the claim in a very broad field of education, the limited ability of local government, education financing is large, hence the involvement of the private sector, but the partnership does not make local government hands off. So it's private partner, while the responsibility remains in the hands of local government ”*(interviewed. August 25, 2013). This opinion was support by Cr Chairman of the Commission D, Provincial Parliament, he said : *“Improving the quality of education was a high cost, while the quality of this education is expensive, this certainly can not be enjoyed by the entire community of poor people groups. For that when SF offers to make partnership in improving the quality of education, this is certainly to be welcomed, imagine SF gives scholarships each studens150 million rupias, all needs are met by the SF for 150 students mostly from poor families ”*(Interviewed, January 3, 2013).

Regional government considers the needs to partner with SF because it requires not only fund but also a better, faster and more efficient managerial. Regional government’s authority in arranging affairs in the field of education become media to distribute creativity in organizing governance by having a partnership with private party and society.

5.2. Partnership Program for Improving the Quality Education from Poor

5.2.1. Rationale Organized Partnership

The partnership between Malang Government and Putera Sampoerna Foundation is based on Memorandum of Understanding number 050 /Kes /35.73.307/2006 dan number 694/SF/7/2006 about improving the education quality in Malang. Each of the agreement is signed by the first party, Drs. Peni Suprpto, M. AP, as the Mayor of Malang and on behalf of Malang City Government in Jalan Tugu number 1 Malang and the second party by Elan Merdy as Sampoerna Foundation Chairman and on behalf of Sampoerna Foundation in which was established based on Indonesian law located in Sampoerna Strategic Square. Tower B. 3rd floor Jalan Jendral Sudirman Kav 45 Jakarta 12930.

According to Putera Samperona Foundation, the reason in implementing partnership with Malang Government as stated by Bapak H is: *“Putera Sampoerna Foundation (PSF), considering the problem of education in Indonesia committed to help in order to equalize high quality education to all Indonesian youth by getting involved as the government partner in various program of education. PSF believes problems that occur in Indonesia rooted in education. If we improve Indonesian education, all problems will be easy to be solved”* (Interview on 10 October 2012). The statement is supported by AS on an interview in Jakarta as follows:

“We have stated that PSF’s reason in organizing partnership with Malang City Government is pure to improve the quality of education as well as prepare the next generation to be the best leader of Indonesia” (Interview on 23 August 2013).

5.2.2. The Motivation of Government

The motivation to organize a partnership is different. The Putera Sampoerna Foundation showed that their motivation for organizing the partnership concerns the state of education in this country, but realized the key issues in Indonesia lies in education. So with the government commitment to improve the quality of education, which is expected to be a solution to the nation's problems. While the Government motivation is quite diverse namely: (1) attract private capital to supplement government funding in organizing educational services; (2) integrate government programs with private programs; (3) make conditions better education services; and (4) establish values that will concern the disadvantaged groups in order to get a quality education opportunities.

Although both parties have different motivations partner, but both the Government of Malang and Putera Sampoerna Foundation encouraged the same thing that is a common desire to improve the quality of education in Indonesia so that the generation born qualified, moral, and capable of facing global challenges

5.2.3. The Objective of the Partnership

The objective of the Partnership for the PSF is looking for a solution to the problems in this case the lack of education in the country. In addition to the partnership PSF can give back to the community. According to the City Government of Malang as stated byof Dr. CF SE.MM: *"The objective of the partnership can not be separated from the program goals TRIBINA Malang. In general is to improve the quality of education and expanding access to education services in the community"* (Interview on 23 August 2013).

we can conclude the objective of the partnership in the field of education is twofold: (1) to promote improvements in the financing and provision of educational services by public and private sector, the role of the city government as a provider of educational services remains a major, and not necessarily replaced by the PSF and (2) to improve the quality of education that is more efficiency, effectiveness, quality, equity, mutual control and accountability. In such partnerships to achieve the goal of increasing the quality of education in Malang

5.2.4. The Benefits of Partnership

There are benefits that are not less important especially for disadvantaged communities, which have felt will never be able to quality education, since it has no cost, then the existence of a partnership between the government of Malang with the Foundation, according to Mayor Drs. PS.M.AP *"The benefits of the partnership is an educational value, which is the motivation for poor families. So far, they have no hope because of poverty to send their children with quality education, listening to the free school program SA origin intelligent, has talent, has its advantages, they will have the opportunity of high school at an international quality school. They will motivate their children to study hard for the opportunity to receive a quality education on the cheap and even free"* (Interview, 30 September 2013). Based on the above it can be concluded that the benefits of the partnership for the PSF as a vehicle for delivering most of the benefits to society as well as the form of the introduction to the public the existence of the foundation. For useful Malang City Government: (1). Additional funding in education, (2) the educational value to the community, (3) experience in organizing partnership, (4). resolved needs educational facilities are nice and modern, (5) increasing the main honorarium teacher, (6) the transfer of technology

This study found that the steps in partnership program to improve the quality of education are done by: (a) making an agreement with a well-defined Memorandum of Understanding; (b) Building motivation together in partnership, therefore it could run in an efficient, integral and effective way; (c) Receiving initiative to organize partnership by guiding from the start until the operationalization in targeted school level reach the standard set; (d) Building a collaborative partnership relation between Regional Government and private party.

6. DISCUSSION

6.1. The Authority of Malang City Government in Implementing Partnership Issues

The study found that the basic authority of Malang City Government in implementing education is constitutional rights and obligations. The authority of regional government is big, ranging from, policy, curriculum, facilities, funding, and quality guarantees. The distribution of the authority is quite vivid but not proportional yet. As seen from the aspect of policy there are more operational policy than the policy making or determining. Funding is not quite clear in which funding is like the "fuel" to run the governance functions as stated above. Therefore, the authority devolution from central government to regional government must be accompanied by the devolution of financial management in the regional, it is important to make the regional independent and able to fund the construction or development without depending on central government (Chalid, 2005, Noor M, 2012). Since the launch of *UU No. 32 tahun 2004* about Regional Governance, politics and governance decentralization has not supported by fiscal decentralization. Therefore, the responsibility carried by regional, the fund transfer from central government to regional government needs to be held.

The finding of this study as well as the finding on Farah Iffat's (2007) study is that partnership in Uganda is implemented in stages as the delegation of authority in the field of education. The city government is given the authority to take decision, manage the fund, and implement the governance except the curriculum and academic calendar. Different with Oviasuyi P.O (2010) that states local government will be able to develop the education if Central Government and Poeples Representative Council loosening the grip of power over local government. To make the implementation of the authority in the field of education run smoothly and far from failure since regional government implement it based on the central provision, thus the implementation of governance theory becomes an obligation in which the implementationof governance could not be limited to one actor, but it has to involve all the actors consisting regional government, entrepreneurs (private/national) and society (Kooiman, 1994). The authority in the field of education which the government implemented Malang, if based on the Constitution of the Republic of Indonesia in 1945, and Law No. 32/2004, Law No. 33/2004 and Law No. 20 of 2003, the provision of education in the national framework as follows:

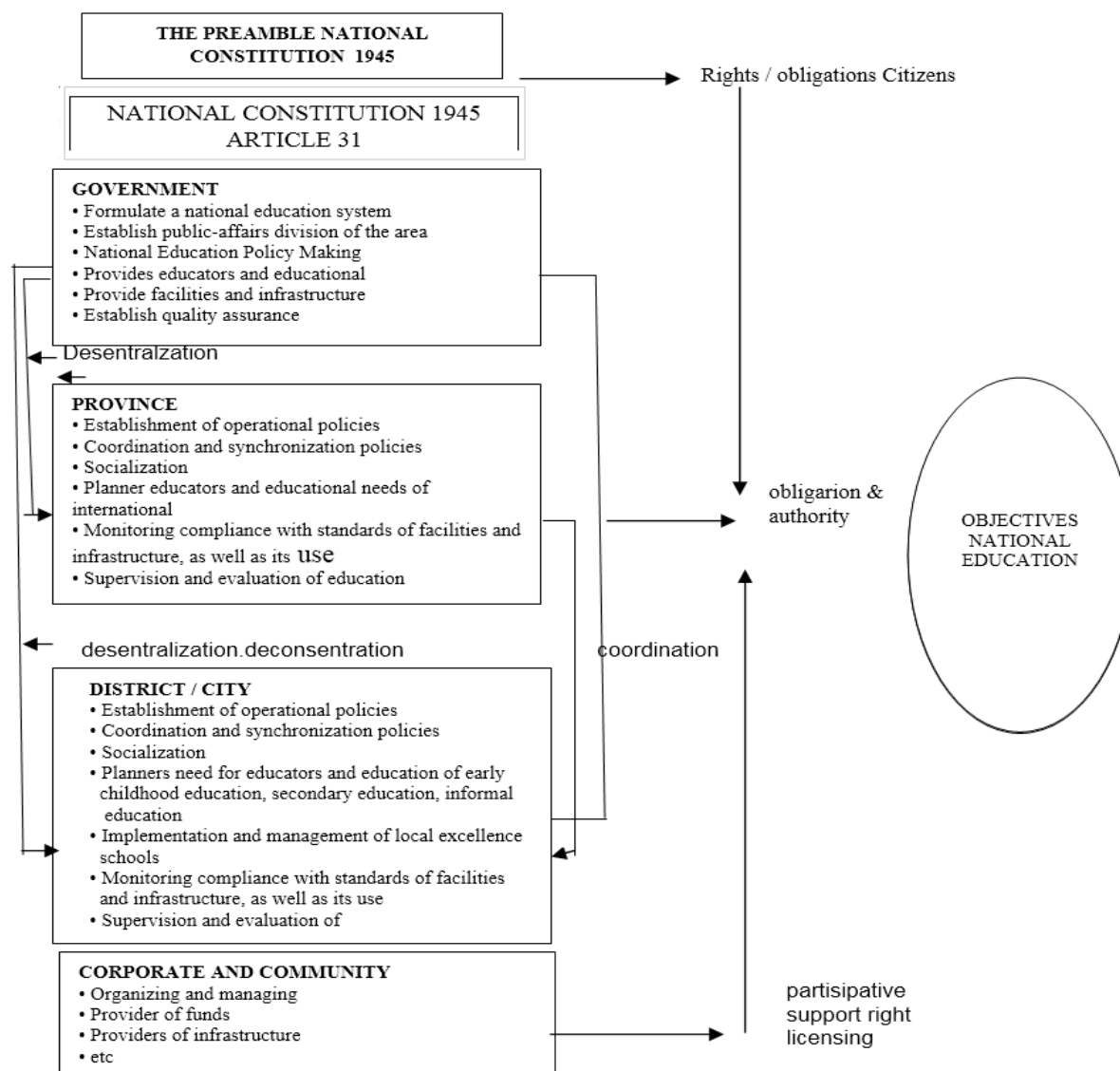


Figure 6.1. Delivery of Education in the Government System of RI

Based on figure 6.1. The above shows the distribution of authority in which the central government has the authority to establish norms, standards, procedures, monitoring and evaluation, supervision, facilitation and government affairs with the national scope of externalities. The provincial government is authorized to regulate and administer all matters external to the scope of the regional government, while the district / city has the authority to regulate and administer the affairs of government in the sphere of local externalities. Based on the discussion above, it can be concluded that: (1) Implementation of regional autonomy by Malang City Government is based on *UU No. 32 Tahun 2004* about Regional Governance; (2) Regional autonomy could bring a positive changes in Malang City Government to organize things in the field of education. This authority becomes medium to express creativity in implementing the governance since they can do innovation and creation; (3) The major purpose of giving an autonomy to the regional is for empowering the region including the people, encouraging public participation in the process of governance and development, it can be seen in the development in the field of education in Malang.

6.2. Partnership Program for Improving the Quality Education from Poor Issues

Partnership program is based on Memorandum of Understanding that explains purpose, rights and obligations both parties. Agreement or Memorandum of Understanding is one of the partnerships' characteristics. According to Uhlik (2007) with the presence of agreement that nims both parties will differentiate partnership and other coordination or collaboration works. The importance of agreement in partnership as Houlden cited by Sedisa (2008: 88) that in partnership there could be success or failure. The failure of a partnership often occurs because of the lack of clarity and consequences in the agreement of both parties that signed.

There are three motivations of Malang City Government and Sampoerna Foundation in implementing

partnership: (1) the participation of society to build and develop education together; (2) Partnership that is held collaboratively is more likely giving flexibility for city government or PSF to solve problems in education; (3) cost effectiveness by using the resources from city government, society or PSF. The finding of the study shows that the initiative of partnership was started by PSF that cares to improve the quality of education in Indonesia and the initiative was offered to the Province Government. It means that PSF (Putera Sampoerna Foundation) comes and brings program improving the quality of education in Malang through East Java Governance. This condition is different with (Dresscher, 2007, Sparrow, 2007) that states the main initiator in partnership is the government while the private party is the second initiator. Kahyaogullari (2013) states that in developing country the first initiator in implementing partnership is the country itself.

Generally, partnership is formed from differentiate in interests, rational, motives, purpose and benefits that will be achieved, but all the differences need to be tied in one commitment, in a program from the result of agreement. Partnership could share some synergistic effects including sharing lesson between actors in the process of partnership that cannot be got independently. (World Bank cited by Patrinos, 2006). The advantages of partnership are: (1) as an incentives and additional fund for society and private party to provide money in a program to improve the quality of education; (2) as medium in distributing some profits gained by private party to society as well as an introduction to public about the existence and role of education; (3) People in the party or society become more experienced in implementing partnership; (4) Fulfilled the needs of modern and sophisticated infrastructure for education; (5) as a technology transfer.

There are some steps in working the partnership: (1) cooperation network; (2) coordination; (3) cooperative; (4) collaboration. Different point of view states by Powell and Smith-Doerr cited by Sparrow (2007) that the purpose of partnership associates with relationship between partners. He captured 2 types of organizational partnership: (1) hierarchy, in which people are arranged according to their importance, thus the partnership purpose is to take advantage of the employess in order to achieve the importance or interests of the superior. (2) Market, in which the responsibility between partners in market transaction. The actors work in synergy to achieve the goals thus the partnership purpose is to achieve vision and mission effectively and efficiently.

7. CONCLUSION

7.1. The authority of Local Government on holding a partnership with private on improving the education quality

Based on the finding and discussion, it can be concluded that: the authority of government in organizing partnership with PSF is a form of implementation of decentralization within the framework of harmonious, synergy and democratic government authority. Partnership is implemented rationally by the presence of private, extent of arable education development and the needs for resources and partners. Thus, the authority of Malang Regional Government to implement business in education is used as medium for creativity in implementing governance by organizing partnership with Sampoerna Foundation and society. It can improve the quality of education with the existence some indicators such as improvement in the professionalism of the school principal, teachers and staffs of SMAN 10 Malang, the quality of curriculum that combines national and international curriculum, the quality of infrastructure in education and the quality of the input and output

7.2. Partnership Program for Improving the Quality Education from Poor

Partnership program is organized by (1) Making a clear agreement or Memorandum of Understanding as a guideline for regional government and private party in organizing partnership; (2) Regional Government and private party develop motivation together in organizing partnership so that it can run in efficient, effective and accountable manner; (3) Accepting the initiative to organize partnership by guiding the process until the operationalization at the level of targeted school as the standard that is set; (4) Regional Government and private party develop a collaborative organizational relation

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