

Management of Integrated Education in Border Areas: Educational Policy Study in Karimun Regency, Riau Islands Province

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Abstract

In essence the border area is the foremost area that has become the front page of the Indonesian state, and this is the main reason for the government to give more serious attention in completing 9-year compulsory education, which is implemented through an integrated education program. The objectives of this research are: 1) to identify the integrated education characteristics in Karimun Regency, Kepulauan Riau Province, 2) to describe the implementation of integrated education in Karimun Regency, Riau Islands Province, 3) to formulate a model of integrated border school education in Karimun Regency Riau Islands Province. This research is exploratory research through survey methods. The number of samples includes 2 schools from 14 schools selected by clustered. Data is collected through questionnaires and interviews. Furthermore, the data is processed through quantitative and qualitative descriptive. Based on the results of the study, the implementation of an integrated school in Karimun Regency can be described as follows; 1). Integrated education is characterized by various constraints in the implementation of its implementation, 2) the implementation of integrated education is still found in various obstacles that can affect the success of implementation so that strategies are needed to overcome these obstacles, 3) the implementation of integrated education in border areas requires new models to improve educational quality in Karimun Regency, Riau Islands Province.

Keywords: border areas, islands region, mandatory education, integrated Education

1. Introduction

Education in essence is a citizen right for every citizen of Indonesia to be able to enjoy it. Education as a human right is more specifically stated in Law Number 39 of 1999 concerning Human Rights, article 12 which reads "Every person has the right to protection for his personal development, to obtain education, educate himself, and improve the quality of his life so that being a human who has faith, devotion, responsibility, morality, happiness and prosperity in accordance with human rights".

The implementation of the nine-year compulsory education program which is expected to be able to overcome the problem of service equity and improve the quality of education has not been fully realized. This is because there is still a gap in the quality of education between urban and rural areas in Indonesia, especially border areas which fall into the category of 3T regions (outermost, lagging, frontier). One of the programs made by the government to succeed the nine-year compulsory education program for this area is an integrated education program for elementary-junior high schools (elementary and junior high schools). Integrated schools are different educational models of elementary and junior high school education, where the implementation of teaching and learning activities takes place in one place. This model is intended to bring educational institutions closer to the places that are most easily accessible to the community in the hope that there will be no more students who are not attending school because of the problem of distant school locations.

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The problem of education in remote and underdeveloped regions has long been realized. However, with limited funding and various existing regulations it is always used as an excuse to delay solving these crucial problems. Some concrete issues in this regard are how difficult it is to place teachers in the 3T and border areas, the difficulty of establishing standard education facilities because of communication difficulties or the scarcity of teaching aids in the teaching and learning process. Likewise the demands of a standard education system regarding the level of education and the national curriculum hamper 3T and borders to catch up with.

The border area is a region that is geographically directly adjacent, both located on land, in the ocean, and in the air with neighboring countries whose boundaries are set according to the function of "security, prosperity and environment". The area in question is a part of the province, regency or city that directly intersects the state (or neighboring country) boundary line. The border area is based on Law Number 26 years 2007 concerning Spatial Planning, including in strategic areas from the point of view of defense and security interests including the foremost small islands, and military training areas. National borders are boundaries which are the separation of sovereignty of a country based on international law. The Border Region is part of the territory of the country which is located on the side of the Indonesian border with other countries.

The development of the border region is an effort to realize the sovereignty rights of the NKRI as an independent country. And the purpose of the development of the border area is to improve the standard of living of the people seen from the economic, social, political, cultural and security aspects. Generally, people in border areas are generally faced with multi-complex problems such as economics, socio-culture, politics, ideology, infrastructure and security. It can be said that the face of the border with various problems that have occurred several decades ago still exists today. The border area is an inseparable part of the area formed by the Law, therefore structuring, development and development of border areas is something very important and fundamental in order to accelerate the implementation of national development and community services, and aims to improve welfare and standard of living of the community.

Karimun Regency, Riau Islands Province, which was formed based on Law Number 53 of 1999, currently has 12 Sub districts, 22 Villages, and 32 Villages. Based on the area, Karimun Regency is an archipelago which has an area of 7,984 km² consisting of 1,524 km² of land area and 6,460 km² of water area. It has 198 islands, with 67 islands inhabited, and the remaining 131 islands that have not been inhabited. Astronomically located between 0 degrees 35 seconds north latitude up to 1 degree 10 seconds North Latitude and 103 degrees 30 seconds East Longitude up to 104 degrees East Longitude. Karimun Regency is directly adjacent to: north of the Malacca Strait and Singapore, to the east with Batam and Riau Islands, to the south with Kateman District, Indragiri Hilir Regency (Riau Province), and to the west with Rangsang District, Bengkalis Regency (Riau Province) and Kuala Kampar District, Pelalawan Regency (Riau Province).

Because of its location which is directly adjacent to neighboring Malaysia and Singapore, then based on the mandate of Law Number 43 of 2008 concerning State Territory and Presidential Regulation Number 12 of 2010 concerning National Border Management Agency, Karimun District Government forms a Border Management Agency through Regional Regulation Number 7 Year 2011 dated December 27, 2011.

Referring to the Grand Design of Management of State and Border Regions in 2011-2025 (BNPP RI: 2011.15), states that various legal products on border management have a close relationship with efforts to accelerate the settlement of state borders, and reflect the existence of paradigm shifts and the direction of the border area development policy that has tended to be oriented "inward looking" to "outward looking" as a gateway for economic and trade activities with neighboring countries. In addition to the approach to managing national borders, a shift is also reflected by putting forward a combination of prosperity approaches that are carried out in harmony with the security approach (security approach) and the environmental approach (environment approach).

The geographical character of the islands of Karimun Regency has a significant effect on the development of regional development. It is contrary to areas in the main economic trajectory where the process of the development process is faster and more advanced. Including development in the field of education with various problems that have not been optimally resolved. One effort to optimize the implementation of learning in areas with such characteristics is to bring the SMP (Junior High School) closer to the location of concentration of children who have not received junior secondary education services with establishing and developing Integrated Schools. The development of education brings together the location of junior high schools and elementary school locations by utilizing various existing resources and infrastructure in the SD (Elementary school).

Policy for Integrated SD- SMP is an education policy implemented in order to accelerate the nine-year compulsory education program. But because there are obstacles in completing the nine-year compulsory education program, in this case because of limited human resources (tutor teachers, tutors and student awareness), infrastructure, funds, and geographical conditions. Especially in the archipelago, many elementary school graduates who do not continue to junior high school are due to the economic condition of the families who are in shortage, the distance to junior high school is far away and there is no public transportation equipment. With the existence of Integrated Elementary Schools it is hoped that children will be more motivated to continue their studies, not increase the burden of family finances and be able to succeed the nine-year compulsory education program and the most important thing is to benefit their lives, thus all school citizens involved include Stakeholders and related institutions need to optimize learning at the level of the Integrated Elementary School (SATAP). The nature of the application of the Integrated Elementary School and Middle School policy can be expressed as a series of decisions that are alternatives to find solutions to problems that occur in the community.

But judging from the geographical state of Karimun Regency as one of the archipelago regions in Indonesia, which borders the sea with Malaysia and Singapore, this clearly does not allow uniformity in the administration of education. It requires innovation and development of education that leads to the affordability of access to education as a whole.

Various problems of education in the islands, of course, cannot be separated from the poor management of the national education system. In addition to education services that are not oriented to regional wisdom and potential, overlapping policies between the center and the regions are also blamed for being a factor in why education is in border areas, especially those islands, until now it has become a black spot in the course of the development of education in Indonesia. Based on the description above, a study and analysis of the implementation of an integrated education system, especially in border areas, is needed. So that an education policy can be formulated that can be used as a reference in the implementation of integrated education in the region.

2. Methodology

Through cluster sampling (area) technique or group samples, the research was conducted in two schools, namely Integrated SD- SMP Satu Atap Negeri 4 Karimun (State Integrated School of Elementary- Junior high school 4 Karimun) and SD-SMP Negeri Satu Atap 4 Tebing (State Integrated School of Elementary- Junior high school 4 Tebing). This research is an exploratory study with the main approach through survey. Explorative method is a scientific approach that is used to examine something that is unknown, not yet understood, or not well recognized. The consideration for approaching this research is very reasonable, because the problem of administering an integrated SD-SMP (Integrated elementary- junior high school) program as an alternative to equitable nine-year basic education in border areas has very complicated and complex problems. So that integrated schools are better known by the wider community, provide a basic description of integrated schools, generalize ideas and develop theories tentatively related to integrated schools.

This research is focused on the implementation of integrated elementary-junior high school programs as an alternative to nine-year basic education on the border areas in the archipelago. This means that what is being researched is the process of implementing a program. In this study the research design of a policy study with modified analysis induction was used. Policy studies are chosen because they are in accordance with the objectives of the study, namely to obtain an overview of the implementation of integrated school policies in detail and thoroughly from the research subjects on the background of the same geographical characteristics. The purpose of this research is 1) to identify the characteristics of integrated schools in Karimun Regency, 2) to describe the implementation of integrated education in Karimun Regency, Kepulauan Riau Province, 3) formulate a model for implementing an integrated border school as an education policy in Karimun Regency, Riau Islands Province.

Data is collected through interviews and observations. Furthermore, the data is processed through quantitative and qualitative descriptive. Data collection techniques use interviews which are information gathering activities carried out by asking a number of questions to the informant verbally. Interviews are essentially conversations to obtain certain information. The interview technique is used to explore data about the implementation of integrated school policies.

Data collection through interview techniques was carried out with speakers from the Head of Karimun District Education Office, Principal, Chair of the School Committee, and several teachers. Besides that, observation or observation is carried out to see firsthand the situation of the two study location schools. Data collection is also carried out through the collection and analysis of documents relating to the implementation of integrated education.

3. Results and Discussion

Looking at the performance of education policies in Karimun Regency, information is generally obtained regarding various key performance indicators in 2018, namely:

- 1) Primary School Gross Enrollment Rate (APK) 106.10% and SLTP 96.29%.
- 2) Pure Participation Rate (APM) of SD 88.05% and SLTP 66.12%.
- 3) School Drop Out Rate (APS) at elementary level 0.94% and junior high school 0.19%.
- 4) Continuing Numbers (AM) education to higher education levels from elementary to junior high school 83.49%, and from junior secondary to senior high school at 95.00%.

Since the effectiveness of the government in Karimun District in 2000, based on data from the Profile of Karimun District Education Office in 2018, 14 Integrated SD- SMP schools have been established, spread across various islands. The spreading number of the integrated schools can be seen in figure 1.

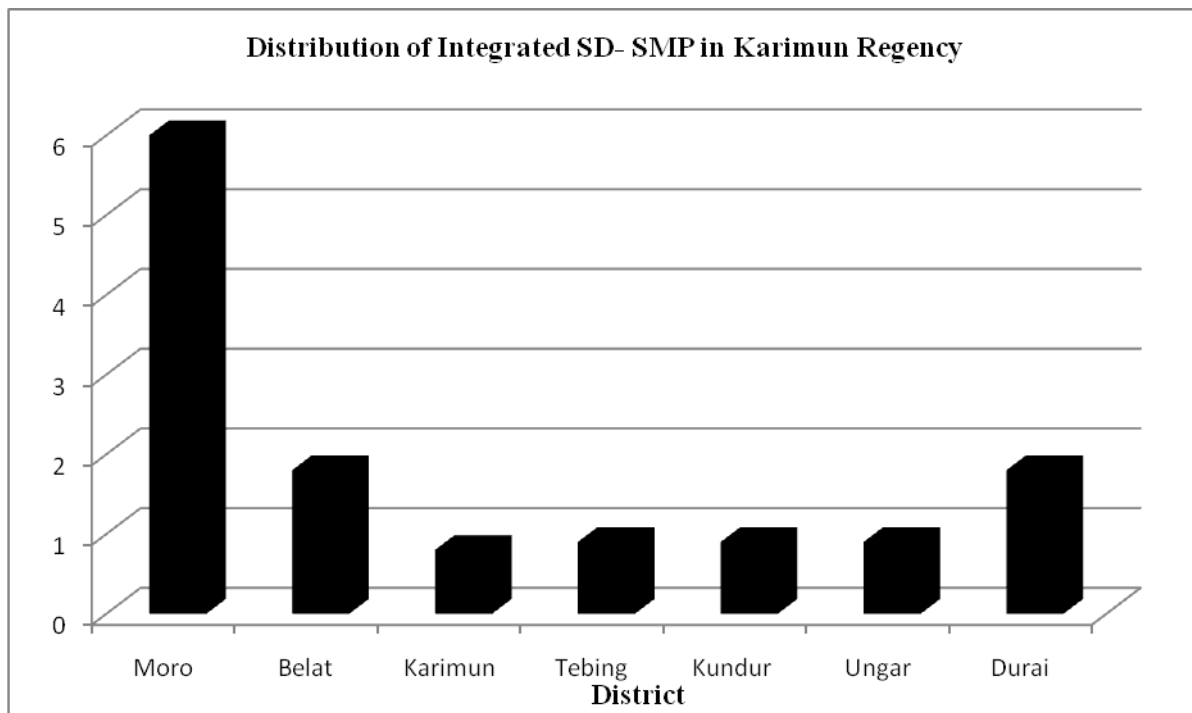


Figure 1

The establishment of an integrated school in Karimun Regency aims to accelerate the completion of the nine-year compulsory education program and improve the quality of basic education in border areas, besides the implementation of an integrated school is also intended to improve access to junior high school education. This is because most regions that have Integrated schools at the beginning did not yet have the closest junior high school that could be reached by the local community. The area where the integrated school is administered is still low, so it does not allow parents to send their children to the nearest junior high school because the distance from home to school is far enough so that if the community wants to go to school it should cost not a little.

Geographically, these two Integrated Schools are on separate islands, which are areas with natural conditions that do not support the community to easily access education. SD AtapTebing Elementary School 4 located in Pongkar Village is the village located farthest from the center of Tebing District. VillagePongkar is located on the outskirts of Karimun island. Likewise with SD Negeri 4 SatuAtapKarimun, located on Tulang Island, Tulang Village, is the only school that provides junior high school education outside Karimun Besar island where the capital of the sub-district is located.

Most of the people who work as laborers and fishermen with minimal income result are in still inability of parents to be able to send their children to junior high school in the sub-district capital. With a considerable distance, it can only be reached by means of transportation, while the cost of transportation costs is also not small by considering the weather factors. The establishment of this integrated school is an alternative from the government to complete the dropout rate in the two villages.

Judging from its implementation in the field, this integrated school program is still experiencing obstacles, especially in the substance of the management and implementation of its policies. In the process of implementing the policy there are still various obstacles that can affect the success of implementation so that strategies are needed to overcome these obstacles. The implementation of SMP in this area is a very appropriate decision because it can facilitate the community in accessing education.

The two research schools have the same integrated pattern, namely Integrated SD-SMP with single administrator. This pattern is deemed appropriate to be applied to integrated SD-SMP located in areas that are difficult to reach / remote or difficult with transportation, regions that are difficult to obtain qualified personnel, and relatively few elementary and junior high schools, around 200 students.

The education system in these two schools is carried out as other general schools. The transfer from class VI to class VII (class I SMP) is still carried out with a new student admission system. But because of one manager, the procedure is simpler. Likewise elementary school students graduate from other schools. The teacher as long as possible can teach at elementary school and also Junior high school This pattern is more pronounced at the junior high school level which is more or less lacking in teaching staff.

The constraints and obstacles to the implementation of integrated education so far have not yet been the Regional Regulations governing the management of education in Karimun Regency, including there is no specific regulation regarding the management of elementary and junior high schools that regulates the management of Integrated Schools, both in terms of management, administration, as well as learning and evaluation processes, all of which are still referring to as applied in public schools. This means that until now there has not been an indicator that is specifically intended for SD-Integrated Junior Secondary Schools. The school only uses the Implementation Guidelines for the Implementation of Integrated Junior Secondary Schools published by the Directorate of First Middle School Development of the Directorate General of Primary and Secondary Education in the Ministry of National Education in 2008.

Integrated School is only limited to top managers (in this case the headmaster), because in fact the administration and learning management of each level of education are managed separately. Therefore the integrated school model is only limited to one manager (headmaster) and physical integration, while integration in developing the vision and mission of basic education, integration in the preparation of the school's annual work program, integration in the management of new student admissions, integration in efforts to overcome school dropout rates, repeat numbers, and numbers continue, integration in efforts to overcome education staff capacity, integration in overcoming the means of supporting the teaching-learning process, and integration in developing basic education quality improvement efforts, all carried out separately by each level education.

In addition there are various problems in the implementation of integrated education in Karimun Regency, including:

- 1) The optimal capacity and readiness of human resources in the education environment and stakeholders can not meet to carry out the policies of decentralization and autonomy of education
- 2) The lack of optimal integrated schools to self-manage education based on available resources and the socio-geographic conditions of the area
- 3) There is a disparity in the quality of schools and educators, between schools in cities and with coastal and island areas
- 4) The low level of understanding of the community through the school committee, participating in the management of integrated education with education actors

The distribution of the conditions of students in the two study locations in the school year 2018/2019 shows a very striking difference. It is assumed that the different characteristics of the school location are the main causes. Differences in the distribution of students in two schools can be seen in table 1.

Table 1. Distribution of Students from The Integrated State School of SD-4 SMP SATAP Tebing and SD-SMP 4 SATAP Karimun

Class	SD-SMP Negeri 4 Satu Atap Tebing			SD-SMP Negeri 4 Satu Atap Karimun		
	The number of Students	Minimum Students number in class	Total Class	Total Students Number	Total Minimum Students number in class	Total class
I	21	1	1	12	1	1
II	23	1	1	12	1	1
III	19	1	1	18	1	1
IV	13	1	1	13	1	1
V	20	1	1	12	1	1
VI	27	1	1	11	1	1
VII	42	2	1	14	1	1
VIII	48	2	1	15	1	1
IX	35	1	1	15	1	1
Total	248	11	9	122	9	9

Source: Profile of SD-SMP Negeri 4 Satu Atap Tebing and SD-SMP Negeri Karimun in 2018

Most of the junior high school students at SD Negeri 4 SatuAtapTebing come from the 006 Tebing Public Elementary School, which is integrated in one location and one manager, and Tebing Public Elementary School 005, still in the same village, namely Pongkar Village , which is approximately 1 km away. If there is someone from another elementary school, it is more due to moving to a place of residence following a person or guardian. In contrast to SD Karimun 4 Elementary School, that junior high school students are graduates from 008 Karimun Public Elementary School, integrated in one location and one manager, coupled with students from SD Negeri 12 Karimun located in SeiSikop Village, more distance less than 5 km from DesaTulang. Although the origin of junior high school students comes from two schools, the number is currently only 44 people. In contrast to the SD-4 SMP Tebing which has 125 students.

3.1 State of Educators and Education Personnel

Related to the problem of fulfilling the teaching staff, as well as the education staff, the local government through the education office in fact has specifically attempted to fulfill through the placement of new Civil Servants (PNS) teachers stationed in the island area. However, the facts on the ground indicate that many teachers are reluctant to teach in the area for various reasons. One factor that has caused the reluctance of teachers to teach in remote or disadvantaged areas is the location of schools that are difficult to reach. The next reason is the lack of facilities and entertainment.

Educators and education staff have a large role in advancing student achievement and school development. Schools can develop well if supported by adequate educators and education. In line with the spread of students in two research schools, the presence of educators and education staff also experienced significant distortions. The following is an illustration of the state of the spread of both.

Table 2. Distribution of Educators and Education Personnel SD-4 SMP Negeri 4 SATAP Tebing and SD-SMP 4 SATAP Karimun

	Educators		Educators Personnel	
	Civil Servant	Contract	Civil Servant	Contract
<i>SD-SMP Negeri 4 SATAP Tebing</i>				
- SD Level	2	7	-	3
- SMP Level	5	6	-	2
<i>SD-SMP Negeri 4 SATAP Karimun</i>				
- SD Level	3	4	1	4
- SMP Level	3	4	-	2

Source: Documents of SD- SMP Negeri4 Satu Atap Tebing and SD-SMP Negeri 4 Karimun in 2018

Educators in SD Negeri 4 SatuAtapTebing are all domiciled on KarimunBesar Island, although the distance is quite far but still can be reached by using land vehicles such as motorbikes. This situation certainly does not hinder the transportation path of educators to schools, so the teaching and learning process can take place every day without having to worry about the absence of teachers in the classroom. But in SD Karimun 4 Elementary Schools 4 there are 4 teaching staffs (1 civil servant, 3 honorary people) that do not live on PulauTulang, in the sense that they reside on Karimun Besar Island. This greatly affected their attendance at school. Moreover, transportation to the island can only be reached by using boat engines (boat pancung) as many as 4 pieces every day. Typically in the island area, weather factors, such as waves, wind and rainy seasons, greatly hamper the smooth operation of transportation. Plus that when the tidal sea conditions, it must pass through the rocks on the beach, because the condition of the beach is very sloping and does not allow docked at the port.

4. Conclusion

The implementation of the nine-year compulsory education program is capable of overcoming various problems of service equity and improving the quality of education in Karimun Regency as a border area with island characteristics not yet fully realized. Therefore it is necessary to require innovation and development of educational policies that lead to the affordability of access to education as a whole. Integrated schools as one of the implementation models carried out in the archipelago have become strategic to continue to be improved, so that the disparity in the quality of schools and educators, between schools in cities and in coastal and island areas, can be gradually reduced.

The regional government as the owner of the authority to implement education must be able to devise an integrated education policy in the border regions with island characteristics, by involving the public as stakeholders and other components of the community soldier, namely parents, students, school committees, and professional managers. education. The government is no longer the sole holder of policy power, but as a partner who is able to facilitate a mutually agreed educational process.

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