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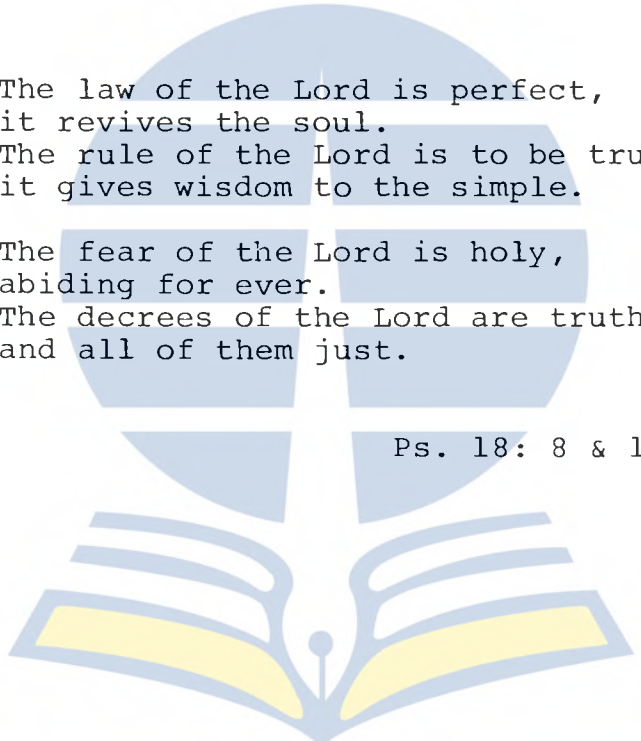
AN EVALUATION OF THE SUB-DISTRICT OFFICES OF  
THE MINISTRY OF EDUCATION AND CULTURE  
IN KOTAMADYA MEDAN, INDONESIA

A PILOT PROJECT

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Report of a Postgraduate Project  
Completed as a Minor Requirement  
for the Degree of Master of Arts

October, 1979



The law of the Lord is perfect,  
it revives the soul.  
The rule of the Lord is to be trusted  
it gives wisdom to the simple.

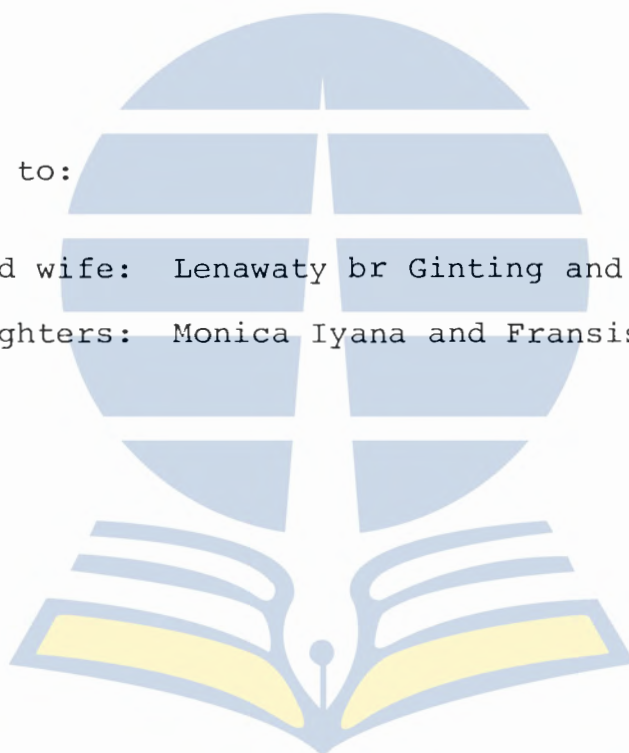
The fear of the Lord is holy,  
abiding for ever.  
The decrees of the Lord are truth,  
and all of them just.

Ps. 18: 8 & 10

Dedicated to:

My beloved wife: Lenawaty br Ginting and

my daughters: Monica Iyana and Fransisca Ivo.



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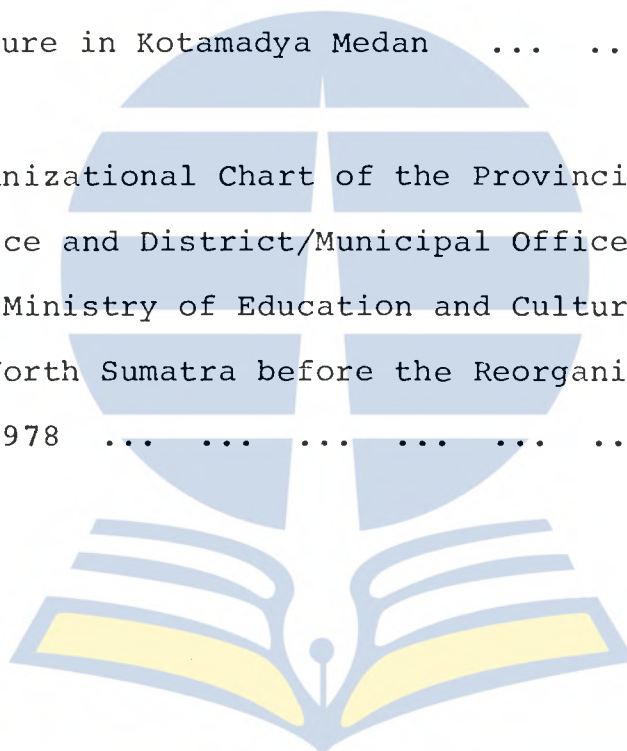
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## ABSTRACT

This pilot study attempted to evaluate the effectiveness of the Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan, Indonesia, using Stufflebeam's evaluation model, Context-Input-Process-Product (CIPP). The purpose of this study is to provide the decision makers in the Ministry of Education and Culture with some information necessary for further decisions. There are three decision alternatives introduced: (1) maintain the Sub-district Offices as they are now, (2) modify the Sub-district Offices, and (3) terminate the Sub-district Offices.

The evaluation was carried out in four aspects, including: (1) context evaluation, (2) input evaluation, (3) process evaluation, and (4) product evaluation.

Five of the eleven Sub-district Offices were selected as a sample. The size of the sub-district area and the number of primary schools available in the sub-district were taken into consideration in the sampling process. Data were gathered through interview, observation, and document collection at the Head, Provincial, and Municipal Offices as well as the five Sub-district Offices. The data collection was carried out from December 1978 through February 1979. Organizational theories, documents, and respondents' judgements were used as the basis for analysis and evaluation.

The findings of the study include: (1) Stufflebeam's evaluation model can be developed for evaluating the effectiveness of the Sub-district Offices; but the products of the Sub-district Offices do not have operational and measurable short-term objectives and not all of the Sub-district Offices' products

can be calculated in quantitative terms; (2) the policy to establish Sub-district Offices in Kotamadya Medan was reasonable; (3) the available inputs, especially non-human inputs, are insufficient quantitatively and qualitatively; (4) there is still too much centralization in the administration of the Sub-district Offices which prevents the Sub-district Offices from operating effectively; (5) the shortage of personnel and their lack of qualification prevent personnel in the Sub-district Offices from functioning as expected in the job descriptions; (7) though integration, organizational health, and feedback are satisfactory in the Sub-district Offices, none of the Sub-district Offices can fully attain the performance standard defined by the Head Office due to the abovementioned problems in the input and process of the Sub-district Offices.

Based on the findings, this study recommends that the decision makers modify the Sub-district Offices in Kotamadya Medan. The writer offers several recommendations for this modification. The study also includes suggestions for further evaluation of the effectiveness of the Sub-district Offices.

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Sydney, October 1979.

Bintang Petrus Sitepu

## CHAPTER 1

### INTRODUCTION

#### 1.1 Purpose of the Study

The purposes of this pilot project of evaluation were:

- (1) To develop and assess methodology suitable for evaluating the organizational effectiveness of the Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan, North Sumatra, in Indonesia.
- (2) To find out discrepancies between the desired plan and the actual implementation of the Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan.
- (3) To provide the decision makers with some information on the actual operation of the Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan as a basis for the decisions on whether these Sub-district Offices should be maintained, modified, or terminated.
- (4) To present certain recommendations in relation to these decisions.
- (5) To gain experience in applying Stufflebeam's evaluation model and to examine the relevancy of this model in evaluating the effectiveness of an organization.

#### 1.2 Limitation of the Study

The following factors explain the scope and limitations of the study:

- (1) The study was concentrated on the effectiveness of the present organizational structure of the Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan.

- (2) Five of eleven Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan were taken as a sample. The five Sub-district Offices selected were considered a representative group and to be an adequate basis for a pilot study.
- (3) Since the administration of Secondary and Tertiary Education is not under the responsibility of the Sub-district Offices, it is discussed only incidentally.
- (4) The most complete data available in the Sub-district Offices were from 1978; data from previous years were not complete. The evaluation was, therefore, based on the data from 1978.

### 1.3 Statement of the Problem

The decree of No.: 079/0/1975, issued by the Minister of Education and Culture on April 17, 1975 with reference to Presidential Decrees Nos: 44 and 45 of 1974, required the reorganization of the Ministry of Education and Culture from the top to the bottom level and at the national level. This pilot project was proposed to develop and assess a procedure suitable for evaluating the effectiveness of the Sub-district Offices of the Ministry of Education and Culture which were established as one of the consequences of Ministerial Decree No: 079/0/1975. A number of problems could have resulted from the reorganization, such as:

- (1) The establishment of Sub-district Offices does not solve or decrease the administrative problems in the field of education and culture.
- (2) The desired organizational plan is not actually implemented,

therefore the organizational objectives are not achieved effectively. At the same time the plan creates new problems in educational and cultural programs.

- (3) Since the Ministry of Education and Culture implemented a centralized system, the effectiveness of the organization has not been evaluated nationally or regionally. Therefore the Bureau of Organization, the responsible unit in the Ministry of Education and Culture for organizational affairs, does not know the effectiveness and the problems of the bottom level of the Ministry of Education and Culture.
- (4) The Sub-district Offices function to maintain, direct, supervise and evaluate primary education, sports and youth education, mass education, and cultural activities in the sub-district areas. (Departement P dan K, 1975).  
Inappropriate implementation of the new plan by this office could affect the quality and quantity of education in the sub-districts.
- (5) For the purpose of evaluation, according to Stufflebeam's model, four components should be evaluated, they are:
  - (a) Context: feasibility of the predetermined objectives of the Sub-district Offices of the Ministry of Education and Culture or in other words whether they are reasonable or unreasonable.
  - (b) Inputs: both human and non-human resources used to operate the organization of the Sub-district Offices.
  - (c) Process: the operational process of the Sub-district in reaching their goals.
  - (d) Products: the outputs or the outcomes produced by the Sub-district Offices.

#### 1.4 Significance of the Study

In deciding whether the Sub-district Offices of the Ministry of Education and Culture are to be maintained, modified, or terminated, the decision makers should have sufficient and appropriate data.

- (1) The Sub-district Offices have been in existence for four years but no evaluation has ever been conducted. Reliable data are required if there is to be responsible planning. Obviously there is a need for this type of pilot study project.
- (2) This pilot project evaluated the Sub-district Offices in Kotamadya Medan with references to the Education and Culture Minister's decrees, Nos.: 059/0/1976 (concerning requirements and guidelines for establishing Sub-district Offices) and 0134/0/1977 (concerning job descriptions of offices in the Sub-district Offices). The results should provide feedback on the implementation of the decrees in Kotamadya Medan for the Provincial Office in North Sumatra and the Head Office of the Ministry of Education and Culture in Jakarta.
- (3) Although this study was conducted in a small area in North Sumatra Province, it is believed that the study could be useful for the Provincial Office of the Ministry of Education and Culture as a basis for evaluation of the other Sub-district Offices in the province.
- (4) The data could also help other Sub-district Offices of the Ministry of Education and Culture in conducting assessment for themselves.
- (5) This study could be also taken into account in developing

procedures for national evaluation of the administration system in Indonesia, particularly in education and culture.

- (6) The data gathered during the study could be very useful for the Municipal Office of the Ministry of Education and Culture in Kotamadya Medan to plan, develop and implement future programs.
- (7) The Municipal Government in Kotamadya Medan, as the co-ordinator of all regional offices of the Ministries in this area, could use the data for regional planning.
- (8) This study also has a contribution to make in understanding the link between policy statements and policy implementation as well as methodology of studying policy implementation.

#### 1.5 Background of the Study

- (1) The five year development plan (Repelita) set by the Indonesian Government has been intended to improve and develop all sectors of Indonesian society's lives which were regarded as unsatisfactory during the years before 1965. For the first Repelita (1969-1974) priorities were given to accelerate economic development, although development in other aspects was not neglected. In the final year of Repelita I, the results of development were reflected in the nation's ability to begin solving the pressing problem of the people's daily needs. Despite these favourable results, other problems were not solved in Repelita I. It was intended that these problems would be worked out thoroughly in the following Repelitas. (Ministry of Information, 1977).
- (2) The success achieved in Repelita I produced new problems.

To achieve effective and efficient results, a management system requires modern administration. For Repelita I the management system in the Indonesian Government could not balance the progress of the development. This was due to the weak administration and management systems and the inefficient functionaries (Ministry of Education and Culture, 1977). The Government tried to update the administration system by issuing Presidential Decrees, Nos.: 44 and 45 in 1974. The decrees demanded administrative innovations in two aspects:

- (i) Clarification of the function and the job descriptions of all Ministries, and
- (ii) uniformity of organizational structure in all Ministries.

In other words, the decrees required distinctive functions and clear job-specification of all Ministries. Therefore it was expected that overloaded and overlapped functioning could be avoided and a good co-operation among the Ministries could be effectively created. (Ministry of Education and Culture, 1977).

- (3) During the first Repelita, rapid progress in education and culture was attained. Many new school buildings, particularly primary schools, were built all over Indonesia. Many teachers were produced through expanded Teacher Training and progress was made in other areas of education and culture as well (BP<sub>3</sub>K, 1978: 485-499). The more progress there was, the more complicated problems there were to be faced. To balance development and maximize the utilization of available resources, a strong need was felt to improve the existing administration system in education

and culture.

- (4) To realize Presidential decrees, Nos.: 44 and 45 issued in 1974 and to improve the administration system in education and culture, the Minister of Education and Culture issued his decree, No.: 079/0/1975 concerning the re-organization of the Ministry of Education and Culture. The new organizational structure adheres more strictly to the principle of unity of command as the principal criterion for a well functioning organization. Such unity of command is expected to ensure a unity of policy in carrying out the responsibilities and functions of every unit. Central and regional planning units are substantially assisting the Minister, unit heads and regional officials in formulation of programs for education and culture.
- (5) The organizational structure of the Ministry of Education and Culture in Indonesia consists of:

Central

- (a) The Minister of Education and Culture.
- (b) The Inspectorate General.
- (c) Office of Education and Culture - Research and Development.
- (d) The Secretariat General.
- (e) The Directorate General of Primary and Secondary Education.
- (f) The Directorate General of Higher Education.
- (g) The Directorate General of Out-of-School Education.
- (h) The Directorate General of Culture.
- (i) Centres.

Regional

- (a) Public Universities.

- (b) Co-ordinators of Private Universities.
- (c) Regional Offices of the Ministry of Education and Culture in Provinces:
  - (i) Regional Offices of the Ministry of Education and Culture in Districts/Municipalities.
  - (ii) Regional Offices of the Ministry of Education and Culture in Sub-districts.

(Ministry of Education and Culture, 1976:11)

For organizational chart see Appendix A.

- (6) The present organization of the Ministry of Education and Culture was structured so as to meet the requirements of uniformity in organizational structure for all Ministries in line with the Presidential decrees, Nos.: 44 and 45 issued in 1974. Within this organizational structure, the Ministry of Education and Culture expanded its offices into the sub-district areas. These Sub-district Offices became the lowest level of the organization. The Sub-district Offices function to maintain, direct, evaluate and supervise the institution of primary education, sports and youth education, mass education and cultural activities (Departement P dan K, 1975). In addition, these offices are assigned to provide the Minister of Education and Culture with reliable and accurate feedback on the provision of education and culture in the sub-districts.
- (7) The organizational structure of the Sub-district Offices:
  - (a) The Head.
  - (b) Administration Group.
  - (c) Inspector for Primary Education.
  - (d) Inspector for Mass Education

(e) Inspector for Sports and Youth Education.

(f) Inspector for Culture.

See the organizational chart of the Sub-district Offices in Chart 3.2 (see p. 70).

- (8) Before 1975 the Ministry of Education and Culture had no Sub-district Offices. Instead it had Regional Offices (Kabinwil), each of which covered one or more sub-districts depending on the size of the school population. For some places one sub-district had more than one Kabinwils due to its large school population.

To assist the process of re-organization, particularly concerning the establishment of Sub-district Offices, the Minister of Education and Culture issued as guidelines decree No.: 094/0/1975 followed by decree No.: 059/0/1976. The latter stated the requirements and criteria for establishing Sub-district Offices. To clarify and specify the functions and responsibilities of all position holders within the Ministry of Education and Culture, the Minister elaborated the Minister's decrees, Nos.: 079/0/1975 and 0134/0/1977 in a handbook for all Offices of the Ministry of Education and Culture. This book, "Uraian Jabatan", issued in 1978, gives job-specifications, job-requirements, communication lines, responsibility, and outcomes expected from the position holders.

## 1.6 Design of the Study

- (1) Procedures used.

The procedures used in this evaluation project were adopted from Stufflebeam's model. The main steps were:

(a) Delineating information

- (i) The evaluation was focused on four components of Sub-district Office: context, inputs, process, and product.
- (ii) The decision makers to be served were the Minister of Education and Culture and his professional staff in both the Head Office (in Jakarta) and the Regional Offices (in Medan).

(b) Obtaining information

- (i) Data needed for context, input, process, and product evaluation were gathered by interview, direct observation, and document collection.
- (ii) Sources of the data were: Head Office in Jakarta, Provincial Office in Kotamadya Medan, Municipal Office in Kotamadya Medan, Sub-district Offices in Kotamadya Medan, and appointed persons in each of the offices.
- (iii) Data were recorded and collected within six weeks starting from December 20, 1978 through to February 5, 1979. The first and the last weeks were spent in Jakarta, collecting data at the Head Office and the other four weeks were spent in Kotamadya Medan collecting data at the Provincial, Municipal, and Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan.

(c) Providing information

The data were then analysed descriptively and statistically. This step also included interpretations and recommendations. The information thus developed was intended to serve as feedback to the Bureau of

Organization at the Head Office of the Ministry of Education and Culture.

(2) Methods of gathering data.

Three methods of gathering data were employed in this project, including:

(a) Interviews.

- (i) This method is considered successful for obtaining a great deal of information because respondents reply directly to questions. (Kerlinger, 1964: 467).

(ii) The persons chosen to be interviewed were:

At the Head Office: the head of the Bureau of Organization in Jakarta (one person).

At the Provincial Office: the head of the Provincial Office in Kotamadya Medan (one person).

At the Municipal Office: the head of the Municipal Office (one person) and the section heads (four persons) in Kotamadya Medan.

At the Sub-district Offices: the heads (five persons), the inspectors (twenty five persons), and the administrators (five persons) in Kotamadya Medan.

- (iii) A week before the interview schedules, the interview guides were submitted to the respondents.

- (iv) The questions used during the interviews were open and closed ended with unstructured and structured responses.
  - (v) Each respondent was interviewed for about one hour and all interviews were tape recorded.
- (2) Direct observation.
- (i) To support the data gathered by interview and document collection, the writer observed the Sub-district Office heads, the administrative staff, and the inspectors performing their tasks in five Sub-district Offices in Kotamadya Medan.
  - (ii) The observations were conducted between 10.00 am and 12.00 noon at each office.
  - (iii) Some notes were taken during the observations.
- (c) Collection of data from documents.
- Other data, especially statistical data were collected from the documents available at the Head, Provincial, Municipal and Sub-district Offices of the Ministry of Education and Culture.

### (3) Sampling procedures.

- (a) Kotamadya Medan was selected for the case study as it was the area the writer found most convenient to use, given the time and resources available to him. The findings of this study are only representative of similar urban areas. Medan has a large population of different cultural backgrounds and it functions both as a municipality and the capital of North Sumatra Province.

- (b) Kotamadya Medan is divided into 11 sub-districts of

different sizes with varying numbers of people. Five of these sub-districts were purposely chosen to provide a range of sub-districts, based on size of area and population. The five sub-districts were Kecamatan Medan Kota, Kecamatan Medan Timur, Kecamatan Medan Baru, Kecamatan Medan Denai and Kecamatan Medan Tuntungan.

(c) The five sub-districts were considered adequate in that the purpose was to try out techniques and obtain preliminary information rather than to draw information from a sample with the intention of generalizing.

#### (4) Method of evaluation.

Stufflebeam's evaluation model was applied in this project. The evaluation was focused on "context", "input", "process", and "product" of the Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan.

The data gathered through interviews, direct observations, and document collection were organized, classified, delineated and analysed on the basis of the four components.

The evaluation was based on "what should be" and "what actually is" (Stufflebeam et al., 1971).

A set of criteria was defined for each possible decision. The criteria are stated and discussed in Chapter IV.

### 1.7 Assumptions

In relation to the object of this study, it was assumed that:

(1) The Sub-district Offices of the Ministry of Education and Culture were established in all sub-districts in Kotamadya Medan.

(2) All Sub-district Offices of the Ministry of Education and

Culture in Kotamadya Medan are under the co-ordination and supervision of the Municipal Office of the Ministry of Education and Culture in Kotamadya Medan.

- (3) All Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan had received copies of the Minister's decree, No.: 0134/0/1977.
- (4) The Sub-district Office is the sole agent responsible for co-ordinating, maintaining, supervising and evaluating educational and cultural activities in the sub-district area.
- (5) The organizational structure and hierarchy of the Ministry of Education and Culture in North Sumatra Province correspond to the Minister's decree, No.: 079/0/1975.

In relation to the methodology used, it was assumed that:

- (1) A Sub-district Office of the Ministry of Education and Culture could be analysed on the basis of the general principles of Stufflebeam's model.
- (2) The evaluator would be allowed to collect the data needed for this pilot project using his selected methods.
- (3) The respondents were familiar with the interview method.
- (4) The respondents answered the questions thoughtfully and honestly. (All respondents knew the interviews were recorded.)
- (5) Written documents were available at the Head, Provincial, Municipal and Sub-district Offices of the Ministry of Education and Culture.

## 1.8 Abbreviations and Phrases

Bahasa Indonesia	The Indonesian national language.
Binkab	Kantor Pembina Tingkat Kabupaten: the branch of Kabin at municipal/district level.
Dinas P dan K	Education Office belongs to the local government.
Camat	The head of sub-district government.
GBHN	Garis-garis Besar Haluan Negara: The Basic Outlines of State's Course.
Kabin	Kantor Pembina: a unit within the Provincial Office which is directly responsible to the head of the Provincial Office.
Kabinwil	Kantor Pembina Tingkat Wilayah: the branch of Binkab at sub-district level.
Kabupaten	District.
Kecamatan	Sub-district.
Kepala Perwakilan	The head of the Provincial Office of the Ministry of Education and Culture.
Kotamadya	Municipality.
MASORDA	Seksi Pendidikan Masyarakat, Olah Raga dan Pemuda: The Section of Mass, Sports and Youth Education at Municipal/District Office.
Pancasila	Five basic principles of Indonesian philosophy: (i) Belief in God, (ii) Just and Civilized Humanity, (iii) Unity of Indonesia, (iv) Indonesian Democracy, and

(v) Social Justice.

Repelita

Rencana Pembangunan Lima Tahun: Five Year Development Plan.

UKOP

Usul Kegiatan Operasionil Proyek: Proposal for Development Project.

UKOR

Usul Kegiatan Operasionil Rutin: Proposal for Routine Operations.

Uraian Jabatan

Job descriptions.



## CHAPTER II

### REVIEW OF RELATED LITERATURE

This chapter comprises three major parts:

1. Organization Theories
2. Organization Effectiveness
3. Stufflebeam's Evaluation Model.

#### 2.1 Organization Theories

Organization theories can be divided into 3 types:

(i) Classical theory, (ii) Neo-classical theory, and (iii) Modern theory. Each of these theories is distinct but at the same time they are not unrelated to each other.

##### (1) The Classical Theory

The classical theory defines a formal organization as "a system of co-ordinated activities of a group of people working co-operatively toward a common goal under authority and leadership" (Scott and Mitchel, 1972: 36). Based on this definition the classical theory identifies four basic elements of organization: (i) a system of co-ordinated activities, (ii) a group of people, (iii) co-operation towards a goal, and (iv) authority and leadership.

This definition also shows that classical organization theory puts emphasis on obtaining the goal of the organization and the organization is viewed as a rational vehicle accomplishing its goals. In its mode of analysis and its concept of control, the classicists place stress on the manipulation of discrete system inputs. This theory states that by varying the parts of the system, such as men, or

machines, or work method, unique, predictable outcomes would result. Efficiency, then, seems to play the most important role in the classical organization and the component parts are manipulated to achieve maximum efficiency. Consequently, an organization in the classical theory begins with objectives which are the values that organization seeks to achieve (Carzo and Janouzas, 1970).

Scott and Mitchel (1972) state that the view of the classicists tends (i) to obscure the inner working and internal purposes of organization itself; (ii) to treat organization as a mechanism having the ultimate purpose of setting those forces which undermine human collaboration; (iii) to minimize conflict and lessen the significance of individual behaviour, which deviates from the values the organization has established as worthwhile; and (iv) to increase stability regarding the nature and the system structure and the human roles inherent in it.

The classical organization theorists, according to Collins (1968: 21), view the organization as a closed system. As a result they neglect the important links between an organization and its environment. Their view leads to a preoccupation with the internal structure and functioning of the organization and to the failure to see the influence on organizational functioning of environment forces or to develop any adequate intelligence of these forces. Workers in the classical theory are viewed as primarily economic beings which are assumed to be striving to satisfy biological needs through the pursuit of economic goals. Scientific management is oriented toward making the production and workers efficient. Empirical

studies are conducted so that management can program the worker in the most efficient ways to complete tasks. The worker's role is to follow the management's instructions carefully, and the worker's reward comes in the form of economic payment (Hicks and Gullett, 1975).

The principles underlying the classical theory are identified by Dale (1967) as follows:

- (i) The principle of objectives: an organization must have an objective or objectives.
- (ii) Co-ordination: if people are to work together for a common goal, it is naturally necessary to co-ordinate their efforts.
- (iii) Specialization: to increase efficiency and effectiveness, the work of each person should be confined to a single function and the related functions should be grouped together under a common superior.
- (iv) Unity of command: each person should receive orders from only one superior and be accountable only to him.
- (v) Authority and responsibility: authority and responsibility should be commensurate. Ideally authority and responsibility should be equal.
- (vi) Delegation: each decision should be delegated to the lowest competent level. A corollary to the delegation principle is that the superior is always accountable for the results of the decisions he has delegated since it is part of his job to decide who is competent to make a decision.
- (vii) Span of control: no superior should have more than

a specific number of subordinates, variously stated as four to six or eight, if their work is inter-related.

- (viii) Short chain of command: the hierarchy of jobs and line of authority, running from the chief executive to his immediate subordinates and so on down to each number of the rank, should be as short as possible.
- (ix) Balance: the various parts of the organization should be in balance and none of the functions should be underemphasized at the expense of others. Balance is necessary between the short span of control and the short chain of command, between centralization and decentralization, between line and staff, between individual and group management.
- (x) Additional principles of classical theory.
  - (a) Change is one unchanging characteristic of organization.
  - (b) Federal principle of organization.
  - (c) The ultimate result of decentralization of decision making as described above tends to be an increase in the profitability of the investment in administrative expense.

Carzo and Janouzas (1970) state that the central problem according to the classical theory is to make sure that work gets done efficiently through a careful definition of tasks and specialized jobs which are then co-ordinated through a hierarchy of administration units. Their conceptions of the classical theory are presented as:

- (i) Departmentation. The basis for grouping specialized

units or departments are: purpose, that is according to output; function, that is according to the kind of work that must be performed; and, location and clientele.

- (ii) Unity of command. Co-ordination in the classical theory is described in terms of unity of command, span of supervision, and division of authority. The classical theory states that specialized jobs can be co-ordinated best through a unity of command.
- (iii) Size of supervisory unit. To determine the number of subordinates that should report to a supervisor, the classical theory suggests an ideal number. The recognition that a supervisor's physical and mental capabilities are limited has led to the conclusion that the most effective span of supervision is six or less.
- (iv) Type of authority. Authority is delegated as a concomittant to responsibility and it is derived from the position that one occupies and not because of personal characteristics. The delegation of authority means that an organization member has permission to commit organizational resources. He also has permission to use organizational resources for the purpose of gaining co-operation from co-ordinates.

Scott and Mitchel (1972) traced the organizational principles in the classical theory by examining the classical foundation and pillars of the theory.

- (i) Division of labour or specialization is the most important of the four pillars of the classical organization theory. Division of labour becomes the chief reason for co-ordination and it is so basic to the classical organization theory that the other three pillars derive from it as corollaries.
- (ii) The scalar and functional process deals with the organization's vertical and horizontal growth of the chain of command. The scalar process is accomplished through the delegation of authority and responsibility.
- (iii) Structure is a term which is applied to the relationship that exists among the various activities performed in an organization. Classical theory usually works with two basic structures: the line and the staff.
- (iv) The span of control concept relates to the number of subordinates a manager can effectively supervise.

Scott and Mitchel conclude that the basic principles of the classical theory are the scalar principle, the functional principle, and the line staff principle.

In their study of the classical theory, Gibson et al. (1973: 57-58) concentrate their discussion on the classical design theory consisting of three components: (i) Scientific management introduced by F. W. Taylor and his followers, (ii) Classical organization theory introduced by H. Fayol and his followers, and (iii) Bureaucratic theory introduced by M. Weber.

The focus of scientific management is the work done

at the lowest level in the organization or technical operation. Taylor and his followers analyse the relationship between the capabilities of the workers and the job to be done. The focus is on the problems of departmentalization, spans of control, and delegation of authority.

The main contribution of the classical theory observed by Gibson et al. is a set of guidelines called principles of organization. They set out the organization principles proposed by Fayol as follows:

- (i) Structural principles: division of work, unity of direction, authority and responsibility, and scalar chain.
- (ii) Process principles: equity, disciplines, remuneration of personnel, unity of command, and subordination to general interest.
- (iii) End-result principles: order stability, initiative, and esprit de corps.

In Weber's theory, bureaucracy refers to sociological concept of rationalization of collectives. It describes a form or design of organization which assures predictability of behaviour of employees in the organization. To achieve maximum benefits of bureaucratic form, Weber believes that the organization must adopt certain design strategies, especially:

- (i) Specialization of jobs.
- (ii) Each task is performed according to a consistent system of abstract rules to assure uniformity and co-ordination of different tasks.
- (iii) The chain of command.

Table 2.1

## The classical design theory of organization

Theories	Ideas
1. <u>Scientific management theory</u> Proposed by: F. W. Taylor F. Gilberth L. Gilberth M. Munsterberg	1.1 Departmentalization/Specialization. 1.2 Spans of control. 1.3 Delegation of authority.
2. <u>Classical organization theory</u> Proposed by: H. Fayol J. M. Mooney A. C. Reiley	2.1 <u>Structural principles</u> : division of work, unity of direction, centralization, authority and responsibility, and scalar chain. 2.2 <u>Process principles</u> : equity, disciplines, remuneration of personnel, subordination to general interest. 2.3 <u>End-result principles</u> : order, stability, initiative, esprit de corps.
3. <u>Bureaucratic theory</u> Proposed by: M. Weber	3.1 <u>Specialization</u> of jobs. 3.2 Each task is performed according to a consistent system to assure uniformity and co-ordination of tasks. 3.3 The chain of command. 3.4 Each official in the organization conducts the business of his office in an impersonal, formalistic manner. 3.5 Employment is based on technical qualifications

Source: Gibson et al, 1973

- (iv) Each official in the organization conducts the business of his office in an impersonal, formalistic manner.
- (v) Employment is based on technical qualifications and protected against arbitrary dismissal.

Table 2.1 summarizes the classical design theory of organization based on the ideas of Gibson et al.

## (2) The Neo-classical Theory

The neo-classical theory of organization tried to compensate for some of the deficiencies in the classical doctrine. The neo-classical is commonly identified with the human relations movement. One of the main contributions of the neo-classical theory is the introduction of behavioural sciences in an integrated fashion into the theory of organization. Through the use of their sciences the human relations demonstrate how the pillars of the classical theory are affected by the impact of human actions. Further the neo-classical approach includes a systematic treatment of the informal organization, showing its influence on the formal structure. (Schoderbek, 1974).

There is one basic change from the classical theory. The neo-classical theory directly challenges the economic man concept introduced by classical theorists. The neo-classical theory holds that every person is different; this view contrasts with the homogenous, economic man philosophy. According to the neo-classicists, a person's work group and other social factors are profoundly important. Considering these factors, the neo-classical

theory defines a formal organization as "a group of persons with a set of common objectives" (Hicks and Gullett, 1975: 192). Further Hicks and Gullett (1975: 193-204) identify three elements upon which the works of neo-classicists have been focused:

- (i) The feeling and adjustment of the individual. The neo-classical school emphasizes differences among individuals in organization. Emotion and perception are recognized as important. The inner world of the worker is viewed as external reality in determining productivity. Thus, increases or decreases in production are seen as more heavily dependent upon the human relations at work than upon the physical and economic conditions of work.
- (ii) The social acceptance of the individual in his group. Attention is focused on the social aspect of man, whose over-riding need is to belong, to be accepted by, and to stand well in his group. The informal organizations that exist within the structure of the formal organization are emphasized and the place of work groups or informal organization in organizational communication is explained.
- (iii) The participation of the individual in decision making. The neo-classicists believe that everyone can improve at least his own performance if he participates in decisions concerning his work. Therefore the neo-classical theory emphasizes the participation of the individual or the work group in the decision making process with the idea that this will increase productivity.

In addition to these elements, Hicks and Gullett put forward two new units of theoretical analysis introduced by neo-classical movement; they are: the individual and the work group. The weakness of the neo-classical theory according to them is that it loses sight of the importance of overall organization goals when it overemphasizes the importance of work morale.

### (3) The Modern Theory

Scott and Mitchel (1972: 55-70) explain that the distinctive qualities of the modern organization theory are its conceptual analytical base, its reliance on empirical research data and, above all, its integrating nature. These qualities are framed in a philosophy which accepts the premise that the only meaningful way to study organization is to study it as a system. As a result, the modern organization theory shifts the conceptual level of organization above the classical and neo-classical theories. The modern organization theory seeks the strategic parts of the system, the nature of their mutual dependency, the main processes in the system and the goals sought by the system. According to the modern theory, the parts of the system which appear to be of strategic importance are the individual, the formal structure, the informal organization, status and role patterns, and the physical environment of work. These components are woven into a configuration called the organizational system.

In addition to role theory, the modern organization theorists point to three linking activities which appear to be universal to human systems of organized behaviour, they are:

- (i) Communication, which is viewed as the method by which action is evoked from parts of the system and acts as a central and co-ordination mechanism linking centres in the system into a synchronized pattern.
- (ii) Balance, referring to an equalibrating mechanism whereby the various parts of the system are maintained in a harmoniously structured relationship to each other. Balance and communication are closely interrelated and they bring to mind a cybernetic model in which both of these processes have vital roles.
- (iii) The two kinds of decisions: decisions to produce and decisions to participate. Decision to produce is largely a result of an interaction between individual attitudes and the demands of organization. Motivation analysis becomes central to studying the nature and results of the interaction. Individual decisions to participate in the organization reflect on such issues as the relationship between organizational rewards versus the demands made by the organization.

The modern organization theory identifies three goals of organization: growth, stability, and interaction. (Scott and Mitchel, 1972). In comparison with the general system, Scott and Mitchel (1972) are of the opinion that the modern organization theory and the general system are similar in that they look at the organization as an integrated whole. They differ only in terms of their generality. General system theory is concerned with every

level of system whereas modern organization theory focuses primarily on human organization.

According to Hicks and Gullett (1975: 209), the modern organization theory defines an organization as "a structured process in which individuals interact for objectives". Stating that the modern organization theory views an organization as an open system, Hicks and Gullett (1975: 209-220) identify the characteristics of the modern organization theory such as:

(i) The system viewpoint.

According to the modern theory, organization as a system consists of five basic components: input, process, output, feedback, and environment.

(ii) Dynamic.

The emphasis in the modern theory is on the dynamic process of interaction that occurs within the structure of an organization.

(iii) Multilevel and multidimensional.

It considers every level of an organization by using both a micro and macro approach. The modern theorists seek to understand a large system and its components. They realize that the organization has a synergistic effect, thus, the pertinent variables for an organization may be quite different from those of its component units.

(iv) Multimotivated.

The modern theory recognizes that an act may

be motivated by several desires. Organizations are assumed to exist because their participants expect to satisfy some personal objectives through them.

(v) Probabilistic.

The modern organization theory recognizes so many variables that few predictive statements can be made with certainty.

(vi) Multidisciplinary.

The modern organization theory draws concepts and techniques from many fields of study and this theory seeks to provide an integrative synthesis of the pertinent parts of all fields in developing a general theory of organization.

(vii) Directive.

The modern theory seeks understanding of organizational phenomena and leaves the choice of objectives and methods to the individual.

(viii) Multivariables.

The modern theory assumes that an event is caused by numerous interrelated and interdependent factors. Causal factors which may be affected by these factors through feedback are also understood.

(4) Discussion

The previous descriptions of the classical, neo-classical and modern organization theories indicate their similarities and differences. The classical theory seems to observe the organization from a macro organization view (Scott, 1971). It is concerned with the principles of all organizations. The approach to organization deals with the gross

anatomical parts and processes of the formal organization.

Management, organizational principles, and bureaucracy in the organization become the focus of attention in maximizing the organizational outputs. The interactions among the people within it and the effects of informal organizations on the formal organization are not considered very important. Therefore the classical theory seems not to be well equipped to account for variation from its established framework.

Many variations in the classical administration model result from human behavior. The only way these variations could be understood according to the neo-classical theory, is by a microscopic examination of particularized situational aspects of human behaviour. The neo-classical theory emphasizes the study of human interactions within the organization and the effects brought by informal organization into the formal organization. Nevertheless the neo-classical theory does not argue against the organization anatomy proposed by the classical theory. The overemphasis on research in the microcosmic universe of the informal organization, morale and productivity, leadership and the like, seem to make the theory lose coherency. Scott (1971) concludes that the neo-classical doctrine, as the classical theory, suffers from incompleteness, a shortsighted perspective, and lacks integration among the many facets of human behaviour which it studies.

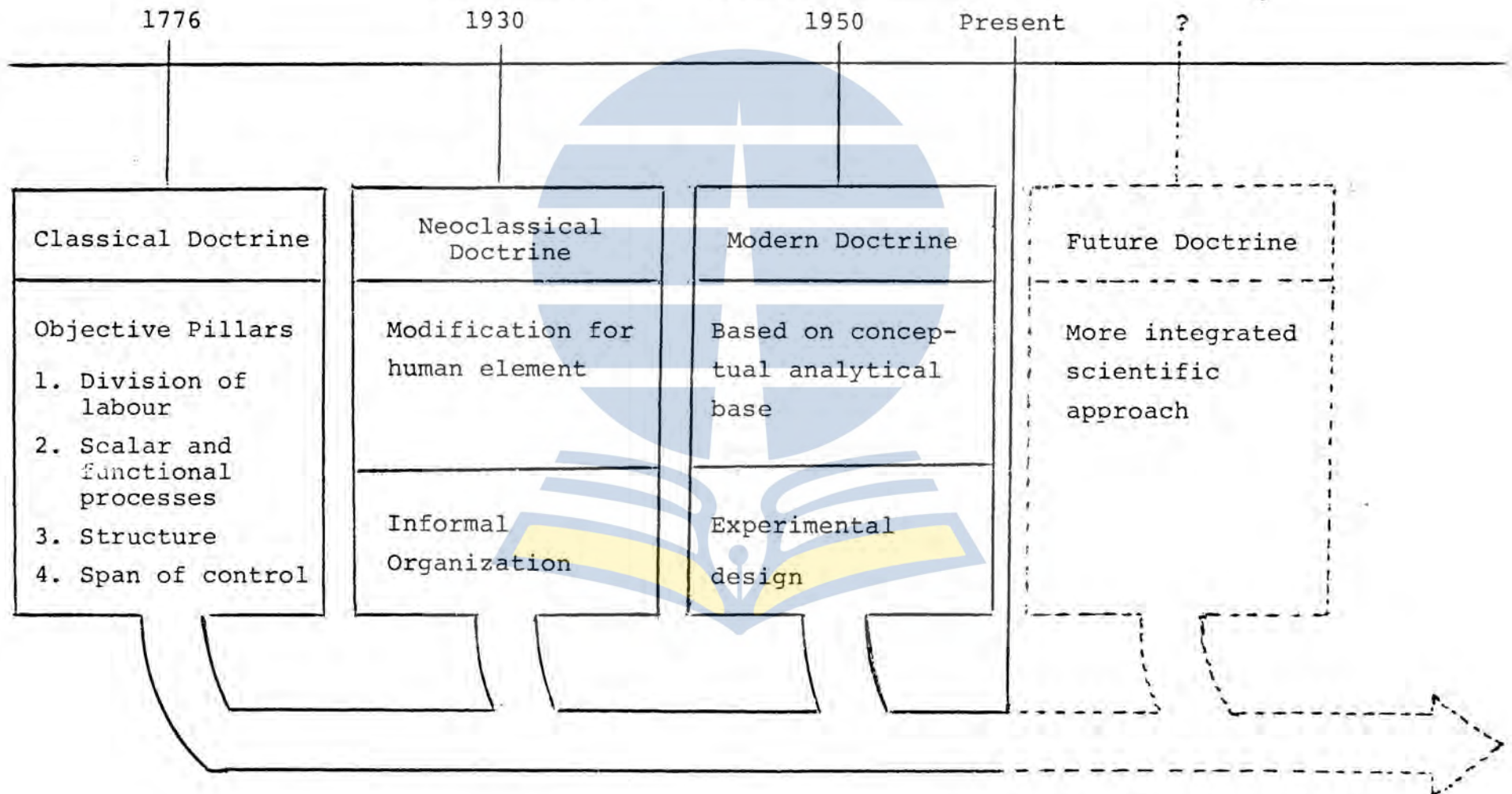
The modern theory views the organization as a system consisting of interrelated components. The discussion is, therefore, focused on the interrelationship among the

organizational components to maintain the organizational equilibrium. Since the modern theorists base their theory on the systems view and study the organization as a whole, their approach can be identified as a macro point of view. Nevertheless it is important to note that the modern organization theorists have come up with a number of different theories and every theory is proclaimed "modern" and based on the systems view. Scott (1971), therefore, tends to speak of modern organization theories, rather than modern organization theory. According to him how much of modern organization theories are still modern is still open to question and should be examined further. Scott (1971: 53) wrote: "Modern organization theory is in part a product of the past, system analysis is not a new side. Further, modern organization theory relies for supporting data on microcosmic research studies, generally drawn from journals of the last ten years. The newness of modern organization theory, perhaps, is its efforts to synthesize recent research contributions of many fields into a system theory characterized by a reoriented conception of organization". However he does not deny that modern organization theory represents a frontier of research which has great significance for management and he does not doubt its great potential to unify what is valuable in the classical theory with the social and natural sciences into a systematic and integrated conception of human organization.

The discussion above shows that the movement of approaches to study organization is as macro-micro-macro approaches. The classical theory indicates that to

Figure 2.1

## The evolution of organization theories



(Hodge and Johnson, 1970: 19)

understand an organization, it should be studied from a macro viewpoint. While the neo-classical theorists disagree with the classical viewpoint and indicate that attention should be focused on the human behaviour and the human interrelationship within the organization. The neo-classical point of view is micro. While the modern organization theory states that the organization should be viewed as a whole; the study can not be focused on certain organizational components regarding the others. This point of view is, therefore, identified as macro. The evolution of organization theories is summarized by Hodge and Johnson (1970: 19) as shown in Figure 2.1.

## 2.2 Organizational Effectiveness

Organizational effectiveness discussed in this study is viewed from two points. Firstly, organizational effectiveness based on the criteria of goal attainment and secondly, organizational effectiveness based on system criteria.

### (1) Organizational effectiveness based on goal attainment.

The literature on organizational theory explains that the organization's performance is commonly measured in terms of its effectiveness and efficiency in reaching the goals or the objectives of the organization. The actual effectiveness of a specific organization is determined by the degree to which it realizes its goals. The efficiency is measured by the amount of resources used to produce a unit of output. Output is usually closely related to, but not identical with, the organizational goals (Etzioni, 1964: 8 and Hicks, 1972: 28).

Katz and Kahn, observing the organization as an open system, define organizational effectiveness "as the maximization of return to the organization, by economic and technical means (efficiency) and by political means" (Katz and Kahn, 1971: 67). According to them efficiency of an organization system is the ratio of its energetic output (or product) to its energetic input (cost).

Using society's viewpoint, Gibson et al (1973: 20) define organizational effectiveness as "the extent to which an organization achieves its objective within the constraint of limited resources".

The above definitions of organizational effectiveness and efficiency indicate that the performance of an organization is evaluated mainly on the basis of goal attainment. Naming this approach "the goal model", Etzioni considers this model as an objective and reliable tool because it omits the value of the explorer and applies the values of the subject under study as the criteria of judgement. (Etzioni, 1971: 34).

Katz and Kahn state that this model can be applied not only to the business organization but also to the non-profit organization (Katz and Kahn, 1971: 62-65). Aside from its advantages, Etzioni has pointed out two major shortcomings of the goal attainment model related to the stereotyped findings of studies arising out of the assumption implicit in the model. Many goal attainment evaluations conclude that the focal organization does not effectively realize its goals and/or the organization has "displaced" its goal, or is assumed to have goals which are different from those it claims to have. (Etzioni,

1971: 33-47). One of the major assets of the goal attainment model has been to free the researcher from imposing the bias of his own goals as criteria of the organization's effectiveness or ineffectiveness for he relies on the goal statements of organizational spokesman. However, this asset may be mythical in nature. Etzioni points out "the public goals", as the goals which an organization claim to pursue, fail to be realized because they are not meant to be realized.

The evaluator may still be misled if he attempts to avoid naive acceptance of the public fiction of official pronouncement, or the official reports of an organization leader and instead attempts to use "private goals" as criteria for performance evaluation. This relates to the multiple goals which are not necessarily compatible and, additionally, an organization invests its resources in non-goal as well as goal functions.

Charles E. Rice introduced a model for the empirical study of a large social organization (Rice, 1971: 89-100). For this model the effectiveness of the organization under consideration is to be measured in terms of criteria derived from goals commonly sought by organizations within a class or type of social organization. He has implemented this model in his research project at a public psychiatric hospital.

The purpose of his study was firstly to find out how the social organization effectively evaluated its performance when its accomplishments seem intangible compared with industrial or military organizations. Secondly he wanted to discover how such an organization could determine what

kinds of policies, facilities, and personnel to employ. The research model described provides an approach to the study of a given class of social organizations, especially where it is desirable to evaluate the effectiveness of the organization's functioning and thereby determine which aspect of the organization's performance. The first step in such an approach requires defining a class of social organizations in terms of a generalized set of organizational goals. These organizations are viewed as systems having input and output. Output is defined by total system performance with respect to the achievement of organization goals and indices, thereby devised to measure this performance.

Input and system variables are defined and measures are designed to reflect these variables. The input variables represent those features of the environment which are seen as impinging upon the system or serving as constraints to system behaviour. The system parameters represent various structural and operating characteristics of the organizations.

In his research strategies he related the input and system parameters to the output variables by observing the co-variation of their measures. Because it could be difficult or impractical to impose variation on the system's variables in any direct fashion, his research strategy involves the measurement of these variables in a great many organizations, comprising the given class within the same time interval. The relation between the measures will be ascertained by means of statistical correlation methods. Input-output and system-output relationships furnish information which can be used by

organization members as a basis for policy decisions aimed at achieving a given level of output. Input-system relationships can be used to understand how organizational structure functioning is affected by changes in environmental conditions.

Rice believes this model can be used as a basis for studying and evaluating effectiveness of many types of social organizations and agencies.

(2) Organizational effectiveness based on systemic criteria.

As previously stated, the modern organization theorists view an organization as a system consisting of a number of interrelated components. These theorists therefore evaluate organizational effectiveness on the basis of systemic criteria. Systemic criteria of organizational effectiveness are derived from conceptualizations of "needs" experienced by the organization as a living social system. In this context, needs refer to the requirements which organizations have to meet in order to survive and/or to work effectively within a given situation. Conceptualization of organizational needs, and the resultant criteria of effectiveness take many forms (Ghorpade, 1971: 86). Bearing in mind that according to systems theory an evaluation must reflect the entire input-process-output cycle and interrelationship between the organization and the large environment in which it exists, Gibson, et al. (1973: 37-40) derive two corollaries: (1) organizational effectiveness is a global concept which includes a number of component concepts and (2) the managerial task is to maintain the optional balance among the components. From this viewpoint, Gibson et al. emphasize the dimension of

time entering into the analysis when an organization is conceptualized as an element of a larger system. Accordingly, the final test of organizational effectiveness is whether it is able to sustain itself in the environment. Gibson et al. identify the criteria of organizational effectiveness on the basis of time dimension as follows:

- (1) short run: production, efficiency, and satisfaction;
- (2) intermediate: adaptiveness, development;
- (3) long run: survival.

Production reflects the ability of the organization to produce the quality and quantity of output which the environment demands. The measures of production include profit, sale, market share, students graduated, patients released, documents processed, clients served and the like.

Efficiency refers to the ratio of outputs to inputs. The short run criterion focuses attention on the complete input-process-output cycle, yet it emphasizes the input and process elements. The measures of efficiency include rate of return on capital or assets, unit cost, scrap page and waste, cost per student, and the like. Measures of efficiency must be in ratio terms such as benefits/costs or output/time.

Satisfaction refers to the extent to which the organization satisfies the needs of employees. Its measures include attitude data, turnover, absenteeism, tardiness, and grievances.

Adaptiveness refers to the extent to which the organization can and does respond to changes, either internally or externally induced. There are no specific

and concrete measures of adaptiveness introduced. Whether the organization is effectively adaptive can be observed when the time comes for adaptive response.

Development purposes to enhance the capability of the organization to survive in the long run. The usual development endeavours are training programs for managerial and non-managerial personnel including a number of psychological and sociological approaches. Gibson et al. do not explain how to measure this criterion.

Survival refers to the capabilities of the organization to survive in the long run. Specific measures are not introduced.

Gibson et al. believe the introduction of time enables researchers to assess the effectiveness of organization in the short, intermediate, and long run. They emphasize the interrelationship of the given criteria.

In their study of components of effectiveness in small organizations, Frank Friedlander and Hall Pickle (1971) conceive the organization as interdependent components or subsystems through which energy is transferred; energy exchange occurs both within the organization and also between it and its environment. According to this definition effectiveness criteria take into account the profitability of the organization, the degree to which it satisfies its members and the degree to which it is value to the large society of which it is a part. These three perspectives include system maintenance and growth, subsystem fulfilment and environment fulfilment. Each is composed of several related components which are hypothetically related to each other.

The purpose of their study was to explore the concept of total organizational effectiveness by studying the relationship between internal and external system effectiveness. Internal system components were those within formal boundaries of the organization and societal components were those which involve transactions with the larger environment, either importing or exporting energy.

The samples chosen were small organizations including seven small businesses, each with only one level of management, and each employing from four to about forty employees. Data were gathered by questionnaire. The components of the external system were identified as social components consisting of community, government, customers, suppliers and creditors. Internal components were: owners and employees.

The results of their study showed that: (1) in a moderate number of instances, organizations were able to satisfy both societal needs and employee needs simultaneously; (2) there were several significant relationships between employee satisfaction and owner fulfilment; (3) the relationship among the external components of the organizational system showed no definite pattern; (4) there was a negative relation between government and customer fulfilment; (5) the successful organization for the owner was one which satisfied customer needs also; (6) Government and creditor fulfilment were moderately correlated; and (7) organization size was related to the ability of the organization to fulfil the needs of the societal components. Findings in this study indicate there is only a moderate number of relationships between

the degree to which the organization concurrently fulfils the needs of its internal subsystem components, its owner and the components of its larger society. Concurrent fulfilment of the needs of the five social components is also of rather low magnitude. Therefore Frank Friedlander and Hall Pickle suggest that the manager's task is not only to co-ordinate functions within the organization, but to relate these internal functions to the organization's societal environment.

Caplow's study, reported in 1964, sought to develop "a single theoretical model, although rough and incomplete (that) can be used to analyse organizations of any type or size, regardless of their cultural and historical location, and to generate useful prediction" (Caplow, 1964: v). The Caplow's model proposes that the effectiveness of two organizations of the same type at different times can be compared and evaluated by measuring four variables:

- (1) Stability, defined as the measure of the organization's ability to maintain its structure. This measure is directly related to the input and process in elements in system theory. The maintenance and development of the structure includes such activities as acquiring resources, making efficient use of inputs, acting rationally, and observing codes. All these activities are directed at creating an organization which can achieve control over the behaviour of its members.
- (2) Integration, defined as the measure of the ability of the organization to avoid conflict among its members. The primary means to this end is communication which

increases interaction among the members. This formulation and observance of codes of behaviour which govern the relationship among members are the principal activities related to both integration and conformity.

- (3) Voluntarism, defined as the organization's ability to provide satisfaction for individuals and the desire of members to continue their participation.
- (4) Achievement, defined as the net result of the organization's activity.

Caplow emphasizes effectiveness as a composite of at least four factors which is consistent with the system theory framework.

Georgopoulos and Tannenbaum (1971) define organizational effectiveness as "the extent to which an organization as a social system, given certain resources and means, fulfils its objective without incapacitating its means and resources and without placing undue strain upon its members" (p. 180).

From this definition they set three general criteria of organizational effectiveness: (1) organizational productivity, (2) organizational flexibility in the form of successful adaptation to externally induced change, and (3) absence of intraorganizational strain, or tension, and of conflict between organizational sub-groups. These three criteria both relate to the means-ends dimension of organization and, apply to nearly all organizations. The first relates to the movement of the organization towards its goals; the others relate to the requirements of organizational survival in the face of external and

internal variability and to the dimension of preservation of organizational means.

To evaluate the three given criteria, they used them in the study of a large-scale organization, an industrial service specializing in the delivery of retail merchandise. It was unionized and located in several metropolitan areas. In each area there was a company plant, under a plant manager the plant was divided into a number of divisions, each division encompassing a number of small organizational units which constituted the basic operating units of the company.

In this study they wanted to find out (1) whether in fact each criterion was significantly related to the appraisal effectiveness by experts, that is whether their operations correspond to such an independent standard, (2) whether the criteria were significantly interrelated, and if so what their joint reliability was, and (3) whether their criteria measures represented group phenomena.

Organization productivity was measured on the basis of performance vis-a-vis established work-standards. This measure was expressed in units of time consumed by the worker below or above what was allowed according to the standard.

Intraorganizational strain was conceptualized as the incidence of tension or conflict existing between organizational sub-groups. This criterion was operationalized and measured in terms of responses by nonsupervisory station personnel to the given question. Organizational flexibility was conceptualized as the extent to which the organization was able to adjust to internally induced

change and to adapt to externally induced change. Two measures were used, one for each of these two aspects of flexibility, and the results were then combined into a single measure.

Their study found that: (1) each of their criteria was related to an independent assessment of organizational effectiveness by experts; (2) the three criteria were significantly interrelated and (3) productivity criteria measure represented an organizational rather than an individual phenomenon.

They concluded that the given criteria represent important aspects of organizational functioning and deserve further attention in the study of organizational effectiveness.

### 2.3 Stufflebeam's Evaluation Model

Stufflebeam and others define evaluation as "the process of delineating, obtaining, and providing useful information for judging decision alternatives" (Stufflebeam et al. 1971: 40). Based on this definition, Stufflebeam and others point out several key points:

- (1) Evaluation is performed in the service of decision making, hence it should provide information which is useful to decision makers.
- (2) Evaluation is a cyclic, continuing process and, therefore, must be implemented through a systematic program.
- (3) The evaluation process includes the three main steps of delineating, obtaining, and providing. These steps provide the basis for a methodology of evaluation.

- (4) The delineating and providing steps in the evaluation process are interface activities requiring collaboration between evaluation and decision makers, while the obtaining step is largely a technical activity which is executed mainly by the evaluator.

In order to enable an evaluator to establish a relevant methodology, four different decision settings are defined:

- (1) Metamorphism: decisions to affect large changes supported by a high level of relevant information grasp;
- (2) Homeostasis: decisions to affect small changes supported by a high level of relevant information grasp;
- (3) Incrementalism: decisions to affect small changes supported by a low level of relevant information grasp; and
- (4) Neomobilism: decisions to affect large changes supported by a low level of relevant information grasp.

Figure 2.2 summarizes a conceptualization of four generally different decision settings.

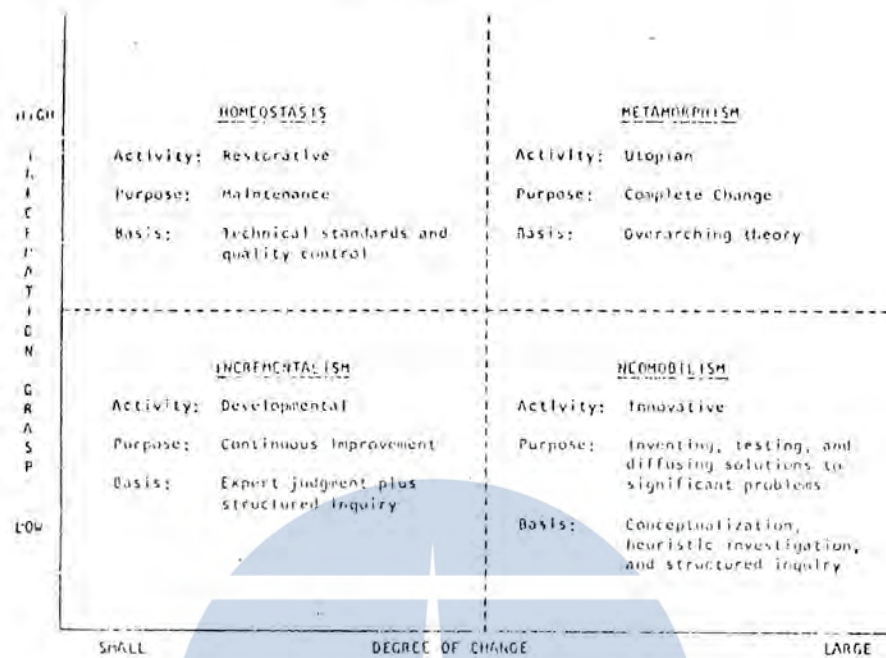
Decisions to be made are classified into four types:

- (1) Planning decisions to determine objectives;
- (2) Structuring decisions to design procedures;
- (3) Implementing decisions to utilize, control and refine procedures; and
- (4) Recycling decisions to judge and react to attainment.

Figure 2.3 presents the conceptual base from which a proposal typology of decisions has been generated.

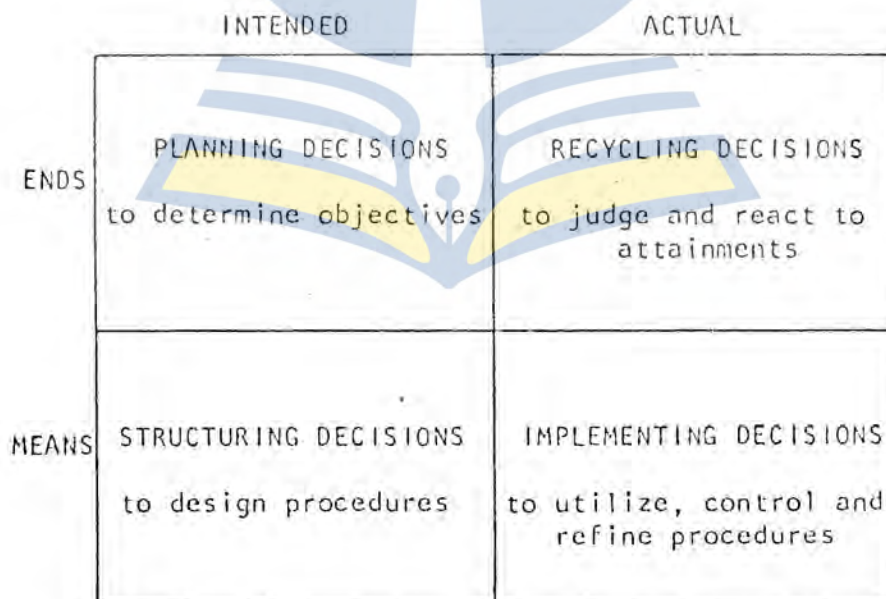
Corresponding to the four decision types, this model identifies four types of evaluation:

FIGURE 2.2  
Decision-Making Settings



(Stufflebeam, et al., 1971: 62)

FIGURE 2.3  
Types of Decisions



(Stufflebeam, et al., 1971:80)

## (1) Context evaluation

Context evaluation serves planning decisions to determine objectives. Its purpose is to provide a rationale for determination of objectives. Especially it defines the relevant environment, describes the desired and actual conditions pertaining so that environment identifies unmet needs and unused opportunities, and diagnoses the problems that prevent needs from being met and opportunities from being used.

The method of context evaluation is as follows:

(a) a conceptual analysis is done to identify and define limits of the domain to be served as well as its major subparts, (b) empirical studies are performed to identify unmet needs and unused opportunities, (c) context evaluation involves both empirical and conceptual analysis as well as appeal to theory and authoritative opinion to aid judgements regarding the basic problems which must be solved.

## (2) Input evaluation

Input evaluation serves structuring decisions to determine project designs. Its purpose is to provide information for determining how to utilize resources to achieve project objectives. This is accomplished by identifying and assessing (a) relevant capabilities of the responsible agency; (b) strategies for achieving project objectives; and (c) designs for implementing a selected strategy. Alternative designs are assessed in terms of their resource, time, and budget requirements, their potential procedural barriers, the consequences of not overcoming these barriers, relevance of designs to project objectives and overall

potential of design to meet project objectives.

Methods for input evaluation are committee, deliberations, appeal to the professional literature, the employment of consultants, and pilot experimental projects.

### (3) Process evaluation

Process evaluation serves implementing decisions to control project operations. Its purpose is to provide periodic feedback to persons responsible for implementing plans and procedures. It has three main objectives: (a) to detect or predict defects in the procedural design or its implementation during the implementation stages, (b) to provide information for programmed decisions, and (c) to maintain a record of the procedures as they are carried out.

These are four essential features of process evaluation methodology. These are the provision for a full-time process evaluator, instruments for describing the process, regular feedback meetings between the process evaluator and project personnel, and frequent updating of the process evaluation design.

### (4) Product evaluation

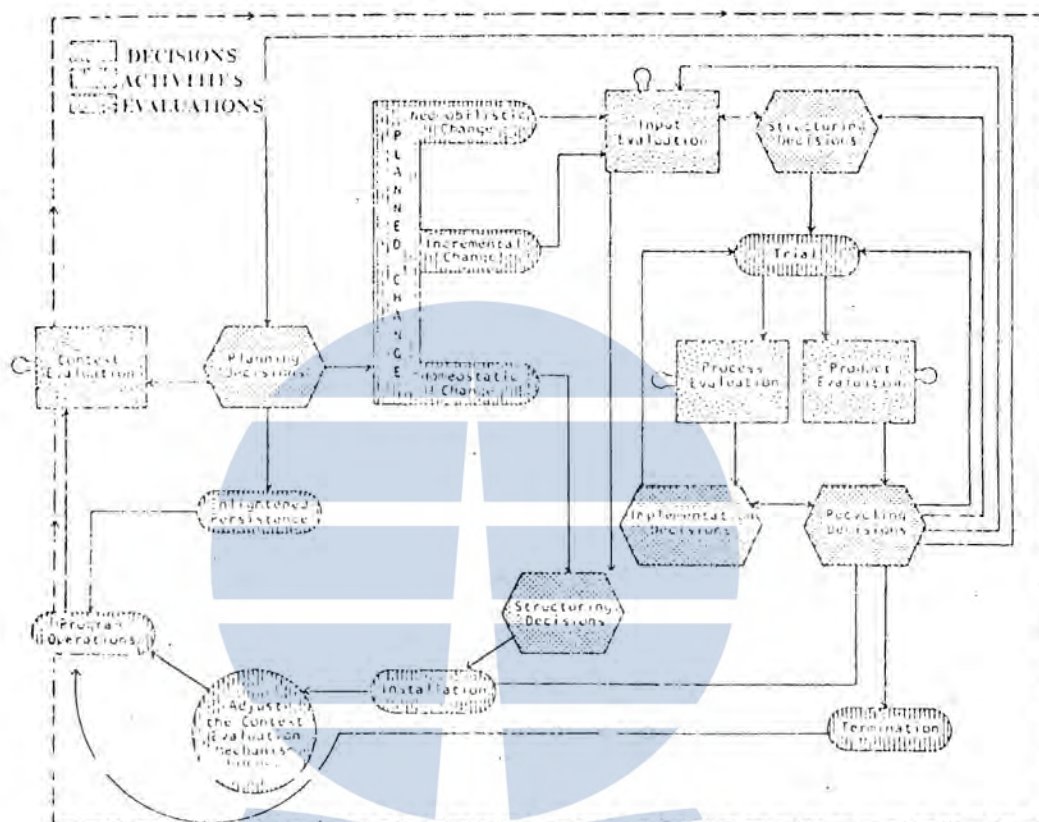
Product evaluation serves recycling decision to judge and react to project attainments. Its purpose is to measure and interpret attainments not only at the end of a project cycle, but as often as necessary during the project term. The general method of product evaluation includes devising operational definitions of objectives, measuring criteria associated with predetermined absolute or relative standards, and making rational interpretations of the

outcomes using the recorded context, input, and process information.

The following figure (Figure 2.4) is presented as an overall model for the total evaluative program. It provides for systematic context evaluation and ad hoc input, process, and product evaluation. The small loop (↻) attached to each evaluation block denotes the general process of delineating, obtaining, and providing information. The outer cycle represents a continuous, systematic context evaluation mechanism. This mechanism delineates, obtains, and provides information to the planning body of a system to make decisions either to change the system or to continue with present procedures. If the context evaluation indicates no discrepancies between the intentions and actualities or between possibilities and probabilities, the planning body might feel confident to continue at the same level. If the context evaluation indicated a deficiency or identified some unused opportunities for improvement, a rational decision making body would probably decide to bring about the appropriate changes. Such changes can be: (a) homeostatic change, (b) incremental change, and (c) neomobilistic change. Metamorphic setting is excluded since it is believed that it has only theoretical relevance in education.

Stufflebeam's model as shown in Figure 2.4 indicates that (1) decision makers would make structuring decisions regarding the means necessary to bring about homeostatic change without any intervening formal evaluation support mechanism other than context evaluation, and (2) these structuring decisions would lead directly to installation of change in the program and subsequent adjustment to the context evaluation mechanism to

FIGURE 2.4  
An Evaluation Model



(Stufflebeam, et al. , 1971: 236)

provide for routinely monitoring the new feature in the system by systematic context evaluation.

If neomobilistic or incremental changes are called for, ad hoc evaluation mechanisms to support such change are definitely needed, since both the context evaluation mechanism and the research literature provide inadequate supplies of information to support these changes.

First, an input evaluation study should be done to identify and evaluate strategies and procedures to bring about desired changes. Such input evaluation information should assist decision makers in designing desired change procedures. As already noted, neomobilistically oriented input evaluations will be much more extensive than incrementally oriented input evaluations. Upon completion, the structuring decisions usually lead to some kind of a trial or pilot phase, because the desired change is still an innovation and has not been adequately tested, therefore it is not ready for installation in the total system. However, structuring decisions can bypass trial projects and lead to the installation of change procedures in the overall system.

Process and product evaluations are included next to aid in decision pertaining to the trial phase. Process evaluation would provide information for decisions involved in efficient implementation of the trial, including the modification of previous structuring decisions as necessary. Product evaluation would go on simultaneously throughout the trial in conjunction with process evaluation and would support recycling decisions leading to a reformulation of the change to be brought about, modification either in strategy procedure, termination of the change effort, or installation of the innovation in the

total system. In the case of installation, the context evaluation mechanism would be adjusted to allow systematic monitoring of the new element in the total system and, thereby, to assess its general input.

#### 2.4 Summary

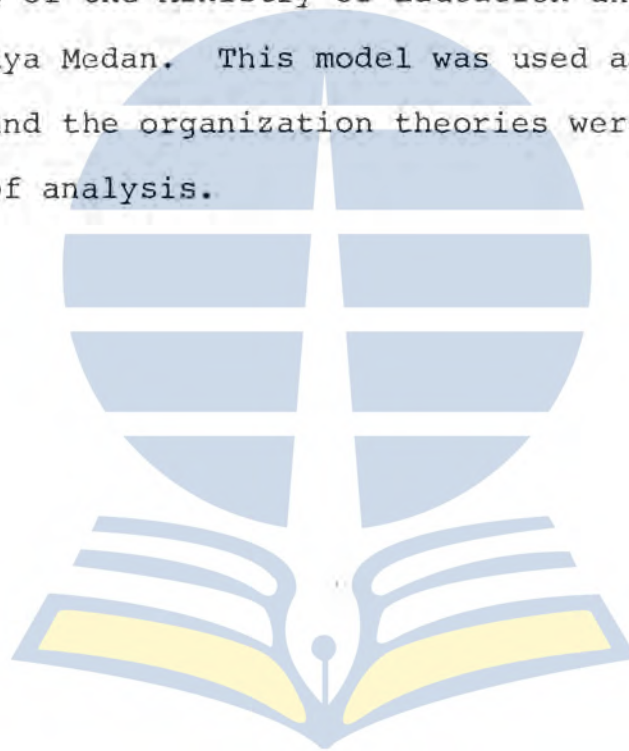
- (1) In general, the literature on organizations classifies the organization theories into: classical, neo-classical, and modern theories. The three types of theories are related but each has its distinct features. Neo-classical and modern organization theories were derived from the classical organization theory. The organization anatomy prescribed by the classical theory is still accepted by both neo-classical and modern theories but their approaches are different.
- (2) The classical organization theory focuses its study on the anatomy of organization and defines every component rigidly. Taylor and others introduced the scientific management, Fayol and others formulated the organizational principles and Webster dealt with the organizational structure. Every effort is intended to maximize the organization outcomes to satisfy the organization goals. Human interactions within the organization and the role of informal organization are considered unimportant. The classical theory indicates that satisfying the organizational goals will automatically satisfy the people's needs in the organization simultaneously. The classical approach to organization dealt with the gross anatomical parts and processes of the formal organization. Therefore it is classified as a macro view.

- (3) The neo-classical organization theory modifies the classical organization theory by integrating behavioural science into the organization. The neo-classical approach to organization accepts the framework of classical doctrine but superimposes on its modifications resulting from individual behaviour and the influence of informal groups. Therefore human interaction within the organization and the role of informal organizations within the formal organization are recognized. This theory emphasizes the importance of satisfying the people's needs within the organization in achieving the organization goals. The neo-classical approach to organization is classified as a micro view due to its microscopic examination of particularized, situational aspects of human behaviour. Its tendency to focus on human relations has made it less successful as a theory to explain the total operation of an organization.
- (4) The modern organization theory views organization as a system of interrelated components. The organization is studied as a whole where the emphasis is put on the strategic parts of the system, the nature of their mutual dependency, the main process in the system and the goals sought by the system. The organizational goals are identified as growth, stability, and interaction. To achieve these goals, communication within the organization, the concept of balance and the decision making process are considered essential. Modern organization theory is classified as a macro view. Although modern organization theorists indicate they approach organization from systems point of view, they have come with various kinds of modern organization theories which need a framework and an

integration of issues into a common conception of organization.

- (5) Organization effectiveness can be analysed on the basis of two viewpoints. Firstly, it can be viewed from the goal-attainment criteria comparing the real outcomes and the established goals. Secondly it can be viewed by using systemic criteria which are formulated by modern organization theorists in different ways. Each technique has its advantages and disadvantages.
- (6) Stufflebeam and others introduced an evaluation model derived from their definition of evaluation. According to them, the main purpose of evaluation is to serve decision makers with appropriate information for judging decision alternatives. The evaluation must be a cyclic, continuing process and implemented through a systemic program. The evaluation should be focused on context, input, process and product evaluation. They classify decision settings into homeostasis, metamorphism, incrementalism and neomobilism. The decisions to be made are typified into: planning decision, recycling decision, structuring decisions and implementing decisions. Stufflebeam and others try to combine four kinds of evaluations (context, input, process, and product evaluation) and evaluation related concepts (the decision settings and the decision types) into a single, general and readily usable model for evaluation.
- (7) The evaluation model proposed by Stufflebeam and others is based on system thinking. In its application, an evaluator has to identify the components of the program, as context, input, process and product, which are inter-

related to each other. These components are analysed and evaluated in order to provide information to decision makers in judging decision alternatives. As Stufflebeam and others as well as modern organization theorists base their theories on the system analysis, it is believed that the evaluation model proposed by Stufflebeam can be also developed to evaluate the effectiveness of an organization. With this in mind, this study tried to develop Stufflebeam's model to evaluate the effectiveness of the Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan. This model was used as the evaluation model and the organization theories were taken as the basis of analysis.



## CHAPTER III

SUB-DISTRICT OFFICES OF THE MINISTRY OF EDUCATION  
AND CULTURE IN KOTAMADYA MEDAN3.1 General Background of Kotamadya Medan

## (1) Geographical setting

North Sumatra is a rugged land with jungles, enormous lakes, and a long mountain range (Bukit Barisan). Its area covers the northern part of Sumatra and some small islands in the Indonesian Ocean. The area is suitable for the culture of rubber, tobacco, tea, coconuts and other commodities. The province covers an area of about 71,680 square kilometres or 3.72 percent of the total area of Indonesia and consists of 11 districts (Kabupaten) and 6 municipalities (Kotamadya). The capital of North Sumatra Province is Kotamadya Medan, the third biggest city in Indonesia lying between  $1^{\circ}\text{N}$  and  $4^{\circ}\text{N}$ ,  $98^{\circ}\text{E}$  and  $100^{\circ}\text{E}$ . The mean temperature is  $26^{\circ}\text{C}$  with the mean maximum  $31^{\circ}\text{C}$  and the mean minimum  $22^{\circ}\text{C}$ . The mean relative humidity is 81 percent and the duration of sunshine is 45 percent. The central area of the city lies about 40 kilometres from the sea, Malaka Strait, it is 31 metres above sealevel with a rainfall of 1812 mm. per year (Biro Pusat Statistik, 1977).

Kotamadya Medan covers an area of 265.2 square kilometres or 0.37 percent of the total area of North Sumatra Province. Due to its large area and population, this city is classified as a municipality which has the same rank as a district. The municipality is governed by a mayor under the supervision of the Governor of North Sumatra Province. The municipal area and the government

authority are divided into 11 sub-districts each of which is headed by a sub-district head (camat) under the mayor's supervision. The sizes of the sub-districts vary but average 24.11 square kilometres. Due to its function as the provincial capital, the majority of the provincial government offices and its business are located in this city.

## (2) Population

The total population of Kotamadya Medan in 1978 was 1,091,460 or 9.6 percent of the total population of North Sumatra, with a population density of 4,116 per square kilometre. The total school age population is 30.16 percent of the total population: 7-12 years old include 17.6 percent of the total population, or 187,295; 13-15 year olds include 6.89 percent or 75,201; and 16-18 year olds include 6.11 percent or 66,688. The population growth is 2.7 percent per year. (Dep. P dan K, Kota Medan, 1978).

The original population of this city is the Melayu ethnic group. The other Indonesian ethnic groups are Bataks, Javanese, Minangkabau, and Acehnese. The non-Indonesian ethnic groups are Chinese, Indians, and Pakistanis. Since each ethnic group comes from different regions or countries, each has different cultural patterns and the every day life of the city reflects the diversity of cultures. The main religions of the people are Islam (66.02 percent), Christianity (18.42 percent) and Buddhism/Hinduism (15.56 percent). In accordance with the National Philosophy, Pancasila (Five Principles), the government does not favour any of these religions. All of them have an equal right and opportunity to exist and to develop.

### (3) Language

Although Kotamadya Medan is a plural society, the ethnic languages still exist and are used in everyday life. Nevertheless, Bahasa Indonesia, the Indonesian language is the medium of communication among the ethnic groups. This language is well understood everywhere in the city and is a compulsory subject at every level of schooling and every type of educational institution. Influenced by their own ethnic languages, people speak Bahasa Indonesia in different accents and intonations.

English is taught as the first foreign language in Secondary and Tertiary Education and some General Senior Secondary Schools also teach German and French.

### (4) Economy

The main economic activities are in export and import commodities and food production. In 1978 through Belawan Sea Port, 738,774 tons of commodities or an average of 61,564.5 tons per month were exported. These commodities included rubber, palm oil, cocoa, and copra.

Import commodities of 885,745 tons including textile, cement, machines, rice and sugar entered Belawan Sea Port in 1978. This is an average of 73,812 tons per month. (Dep. P dan K Kodya Medan, 1978).

Industrial activities in this city include light industries, textiles, chemical and maritime industries.

The G.N.P. per capita in this city was US\$288 in 1971.

### (5) Communication and transportation

In the last few years this city has experienced a great

improvement in its communication system. It has one television station and one radio station as well as an automatic telephone centre. The television station has the capacity to reach all parts of North Sumatra and the radio broadcasts can reach all of the western part of Indonesia.

The improvement in communication has resulted primarily from Indonesia's communication satellite "Palapa" which has greatly expanded Indonesia's communication potential both within and outside the country.

Aside from the government radio station, a number of non-government stations operate everyday with limited capacity within the city. Moreover six kinds of daily newspapers are available.

This city can be reached through air, sea, and land transportation. Belawan Sea Port lying on the northern part of the city serves domestic and international sea port and Polonia Air Port lying in the eastern part of the city serves domestic and international flight. To reach this city requires a two hour flight from Jakarta or a forty-five minute flight from Singapore.

Buses and trains are available to connect Kotamadya Medan with other areas in Sumatra. The public transportation within the city includes buses, minibuses, bemos (large motorized tricycles), taxis and becas (machine or human-powered tricycles).

#### (6) Education

Aside from its function as the centre for the province's economic and government business, the city has a large

Table 3.1

## Educational Profile in Kotamadya Medan

## A. Primary and Secondary Education (1978)

Level of Education	Schools		Teachers		Students	
	G	NG	G	NG	G	NG
1. <u>Primary Education</u>						
1.1 Kindergartens	-	53	-	147	-	4,874
1.2 Primary Schools	178	397	2,900	3,208	86,636	125,205
1.3 Special Education	-	3	-	19	-	194
2. <u>Secondary Education</u>						
2.1 Junior						
2.1.1 General	18	137	690	1,115	17,462	32,021
2.1.2 Vocational	7	5	177	55	2,560	440
2.2 Senior						
2.2.1 General	11	41	550	312	11,585	16,304
2.2.2 Vocational	14	28	450	550	7,092	7,894

Notes: G: Government  
NG: Non-Government

(Source: Dep. P & K, Sumut, 1978)

## B. Tertiary Education (1978)

Types	Number		Lecturers		Students	
	G	NG	G	NG	G	NG
1. Universities	1	8	745	*	8,241	*
2. Teachers College	1	-	495	-	4,346	-
3. Technical Institute	-	1	-	*	-	*
4. Academics	-	7	-	*	-	*

Notes: G: Government  
NG: Non-Government  
\* data not available

(Source: Dep. P & K, 1978)

number of educational institutions. It is also the administrative headquarters for education in North Sumatra. Table 3.1 is a summary of the more important statistics in regard to education in Kotamadya Medan. The figures are for 1978 and there has been no significant change in 1979.

The figures in Table 3.1 show that:

- (a) 15.89 percent or 211,841 of primary school children in North Sumatra are accommodated in Kotamadya Medan. The total number of primary school children in North Sumatra is 1,333,487 (1978). Since the total number of primary school age children (7-13 years) in Kotamadya Medan is 213,981 (1978), it means that 99 percent of the primary school age population have been accommodated at primary schools. As the government's target is for 85.2 percent of primary school age population in Indonesia to be accommodated by the year of 1978, Kotamadya Medan has already passed the government's target.
- (b) The ratio of vocational to general schools at the Junior Secondary level is 1:13. The number of vocational schools at this level seems unbalanced due to the government's policy of integrating Vocational Junior Secondary Schools into Junior General Secondary Schools and to abolish the Junior Vocational Secondary Schools gradually.
- (c) The ratio of vocational and general schools at Senior Secondary level is 10:12 which seems to be balanced. This healthy ratio resulted from the government's policy of developing Vocational Senior Secondary

Schools in order to satisfy middle man-power demand.

- (d) The participation of private bodies in assisting the the government in the field of education appears high. All Kindergartens (53) and Special Schools (3) are organized by private bodies; 69.04 percent (397) of primary schools are run by private bodies. 88.38 percent (137) of Junior General Secondary Schools and 41.67 percent (5) of Junior Vocational Secondary Schools are organized by private bodies. At senior secondary level, 74.55 percent (41) of Senior General Secondary Schools and 66.67 percent (28) of Senior Vocational Secondary Schools belong to private bodies. At the tertiary education level, 88.89 percent (16) of the total number of tertiary educational institutions are organized by private bodies.
- (e) The students-teacher ratios vary from one type of school to another at each level of education. At Kindergartens, the students-teacher ratio is 33:1; At Primary Schools 35:1; at Junior General Secondary Schools 27.1; at Junior Vocational Secondary Schools an average of 15:1; at Senior General Secondary Schools 32:1; at Senior Vocational Secondary Schools an average of 13:1 and at tertiary level is 10:1.

### 3.2 Municipal Office of the Ministry of Education and Culture in Kotamadya Medan

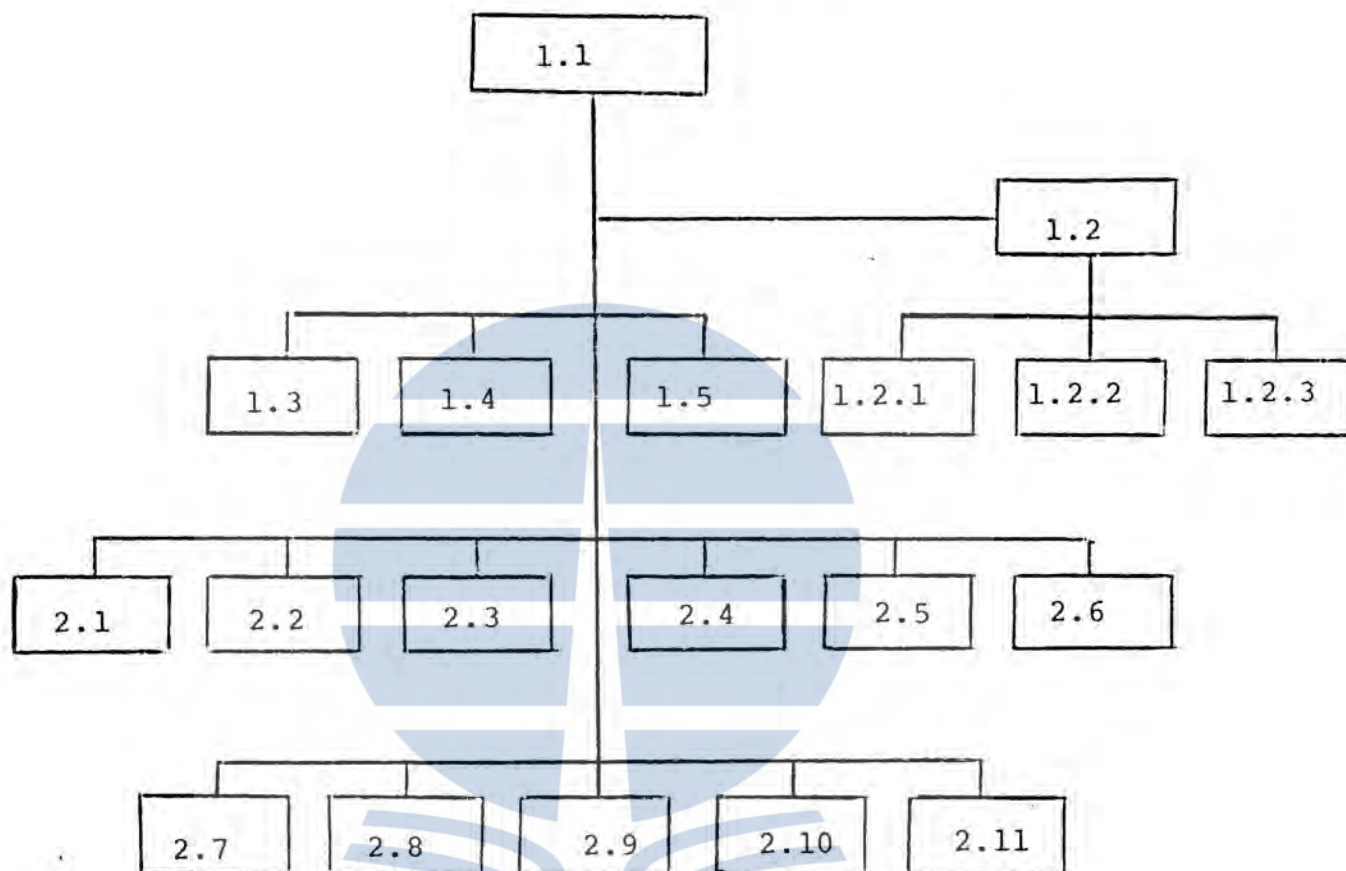
#### (1) Organizational structure

The Municipal Office of the Ministry of Education and Culture in Kotamadya Medan is one of the 16 District/Muni-

Chart 3.1

## Organizational Chart

Municipal Office of the Ministry of Education  
and Culture, Kotamadya Medan

Notes:

- 1.1 Head
- 1.2 Administration Sub-section
  - 1.2.1 General Unit
  - 1.2.2 Personnel Unit
  - 1.2.3 Financial Unit
- 1.3 Primary Education Section
- 1.4 Mass, Sports and Youth Education Section
- 1.5 Cultural Section
- 2.1 Sub-district Office of Kecamatan Medan Kota
- 2.2 Sub-district Office of Kecamatan Medan Barat
- 2.3 Sub-district Office of Kecamatan Medan Timur
- 2.4 Sub-district Office of Kecamatan Medan Baru
- 2.5 Sub-district Office of Kecamatan Medan Denai
- 2.6 Sub-district Office of Kecamatan Medan Johor
- 2.7 Sub-district Office of Kecamatan Medan Tuntungan
- 2.8 Sub-district Office of Kecamatan Medan Sunggal
- 2.9 Sub-district Office of Kecamatan Medan Deli
- 2.10 Sub-district Office of Kecamatan Medan Labuhan
- 2.11 Sub-district Office of Kecamatan Medan Belawan

(Dep. P & K, Kodya Medan, 1978)

cipal Offices under supervision and co-ordination of the Provincial Office of the Ministry of Education and Culture in North Sumatra. This Municipal Office has implemented the new organizational structure based on the Ministerial Decree No. 079/0/1975.

The present organizational structure of the Municipal Office of the Ministry of Education and Culture is shown in Chart 3.1. As shown in the chart, the head of the Municipal Office supervises 3 section heads (Primary Education Section, Cultural Section, and Mass, Sports and Youth Education Section), 1 sub-section head of Administration, and 11 Sub-district Offices.

The immediate superior of the head of the Municipal Office is the head of the Provincial Office of the Ministry of Education and Culture in North Sumatra.

## (2) Functions

The Ministerial Decree No. 079/0/1975, Article 1067, states that the District/Municipal Office of the Ministry of Education and Culture is assigned to carry out the tasks of the Provincial Office of the Ministry of Education and Culture in the district/municipality (Dep. P & K, 1975: 163). Article 1068 of the same decree defines the District/Municipal Office functions:

- (a) To administer the District/Municipal Office.
- (b) To maintain primary education.
- (c) To organize and maintain mass, sports, and youth education.
- (d) To organize and maintain culture.

(Dep. P & K, 1975:164)

Article 47 of the Ministerial Decree No.: 0134/0/1977 elaborates Article 1067 and 1068 of the Ministerial Decree No.: 079/0/1975 as follows:

Functions of the District/Municipal Office of the Ministry of Education and Culture:

- (a) to plan the programs and the activities of kindergartens, primary schools, special schools, sports and youth education, mass education and culture;
- (b) to organize and maintain kindergartens, primary schools and special schools;
- (c) to organize and maintain mass education;
- (d) to organize and maintain sports activities;
- (e) to organize and maintain youth education;
- (f) to organize and maintain culture;
- (g) to maintain the activities of the Sub-district Offices of the Ministry of Education and Culture;
- (h) to contribute to planning for secondary education:
  - (i) to co-ordinate school planning with district/municipal planning;
  - (ii) to collect school data in the district/municipal area;
  - (iii) to communicate and co-operate as necessary with the organizations within the district/municipal area;
  - (iv) to develop policies on school fees and other educational fund-raising activities;
  - (v) to supervise extra-curricular school activities in the district/municipal area;
  - (vi) to develop policy on enrolment in the district/municipal area;
  - (vii) to propose solutions to secondary education

problems in the district/municipal area;

- (i) to conduct the office administration such as managing the inward and outward flow of letters, typing, duplicating and filing;
- (j) to maintain office facilities;
- (k) to create good discipline, security, tidiness and aesthetics in the office;
- (l) to manage personnel according to the legal and constitutional regulations;
- (m) to improve the knowledge, skills, and welfare of the personnel, and
- (n) to manage finance according to the legal and constitutional regulations.

(Dep. P & K, 1977: 45-46)

The functions of District/Municipal Office as described above indicate that this office is not responsible for supervising secondary and tertiary education within the district/municipal area. Secondary education is supervised by the Provincial Office and tertiary education is supervised by the Directorate General of Higher Education in Jakarta.

The Municipal Office of the Ministry of Education and Culture in Kotamadya Medan adopts the functions written in Articles 1067 and 1068 of the Ministerial Decree No.: 079/0/1975 and Article 47 of the Ministerial Decree No.: 0134/0/1977 (Dep. P & K, Kotamadya Medan, 1977: 1).

### (3) Personnel

The total number of personnel at the Municipal Office of the Ministry of Education and Culture in Kotamadya Medan

is 181 (1978), 40.33 percent or 73 of which are working at the Municipal Office and 59.67 or 108 are working at the Sub-district Offices. Of the 73 personnel at the Municipal Office, 8 are position holders, they are: (1) the head of the Municipal Office, (2) the sub-section head of Administration, (3) the section head of Primary Education, (4) the section head of Mass, Sports, and Youth Education, (5) the section head of Culture, (6) the head of the General Unit, (7) the head of the Personnel Unit, and (8) the head of the Financial Unit. While the other 65 comprise 52 staff members and 13 clerks.

The personnel at the Sub-district Offices comprise 11 heads of Sub-district Offices, 14 primary education inspectors, 11 mass education inspectors, 8 sports and youth education inspectors, 11 cultural inspectors, 27 staff members and 26 clerks. These figures make a total number of 108.

### 3.3 Sub-District Offices of the Ministry of Education and Culture in Kotamadya Medan

#### (1) Organizational inputs

##### (a) Personnel

The total personnel of the Ministry of Education and Culture in Kotamadya Medan is 181; 28.17 percent (51) of which are employed in the five Sub-district Offices selected as a sample. The distribution of the personnel in the five Sub-district Offices is shown in the following table (see also Appendix E).

Table 3.2

The number of personnel in the  
five Sub-district Offices

Sub-District Offices	Number of Personnel
1. Kecamatan Medan Kota	13
2. Kecamatan Medan Timur	9
3. Kecamatan Medan Baru	12
4. Kecamatan Medan Denai	9
5. Kecamatan Medan Tuntungan	8
Total	51

Source: Dep. P & K, Kodya Medan 1978

The qualifications of the personnel are described and discussed in Chapter V.

(b) Legal basis

The organization of the Sub-district Offices was structured on the basis of Ministerial Decree No.: 079/0/1975 and operates according to Ministerial Decree No.: 094/0/1975. The establishment of the Sub-district Offices in Kotamadya Medan was approved by Ministerial Decree No.: 0155/0/1977.

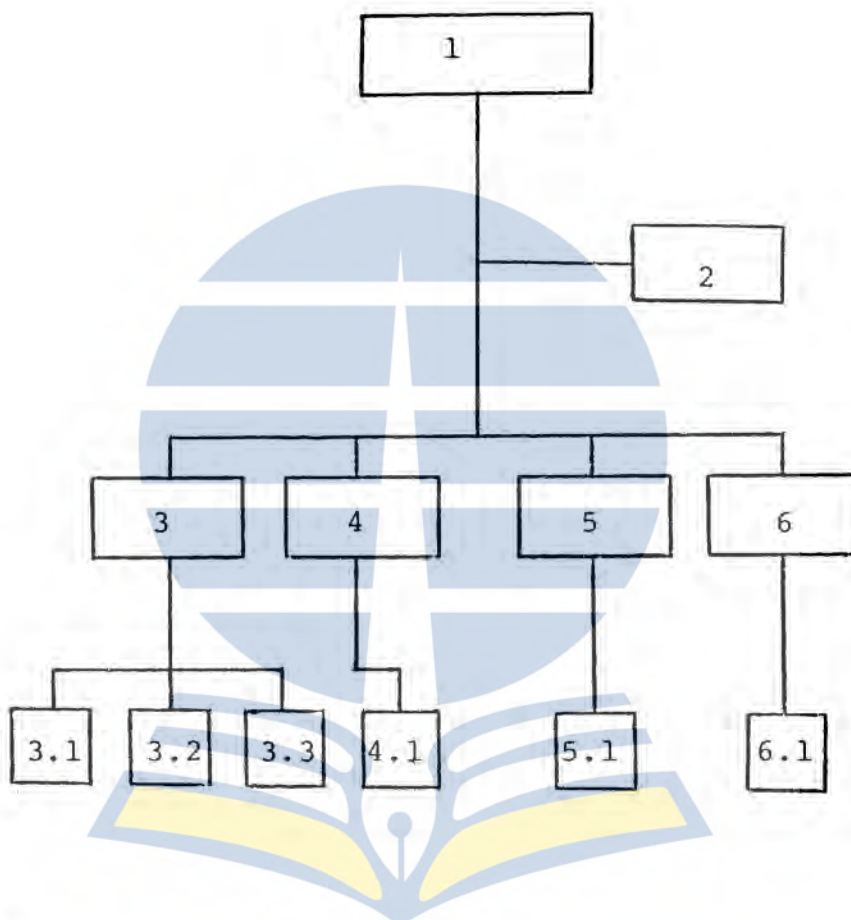
(c) Organizational structure

The Sub-district Offices are under the supervision of the Municipal Office in Kotamadya Medan. The organizational chart of the Sub-district Offices as prescribed by Ministerial Decree No. 079/0/1975 is shown in Chart 3.2.

The immediate superior of the heads of the

Chart 3.2

Organizational Chart  
Sub-district Office of the Ministry of Education  
and Culture, Kotamadya Medan



Notes:

1. Head
2. Administrative Staff
3. Inspector for Primary Education
  - 3.1 Kindergartens
  - 3.2 Primary Schools
  - 3.3 Special Schools
4. Inspector for Mass Education
  - 4.1 Units of Mass Education
5. Inspector Sports and Youth Education
  - 5.1 Units of Sports and Youth Education
6. Inspector for Culture
  - 6.1 Cultural activities

(Dep. P & K, Kodya Medan, 1978)

Sub-district Offices is the head of the Municipal Office in Kotamadya Medan. The head of the Sub-district Office supervises: (a) the administrative staff, (b) the primary education inspector(s), (c) the mass education inspector, (d) the sports and youth education inspector, and (e) the cultural inspector. In accomplishing his tasks the head of the Sub-district Office delegates some of his authority to his subordinates.

The primary education inspector supervises kindergartens, primary schools, and special schools; the mass education inspector supervises units of mass education; the sports and youth education inspector supervises units of sports and youth education and the cultural inspector supervises cultural activities.

(d) Job description

In operating the Subdistrict Offices, the Head Office provided the Sub-district Offices with job descriptions as stated in Ministerial Decree No.: 0134/0/1977, Chapter XIV (see Appendix I) which was developed from Ministerial Decree No.: 079/0/1975, Chapter LXXIII (see Appendix H). This decree was elaborated by the Head Office in the book "Uraian Jabatan", volume III. This book defines the details of tasks, authority, job performance and job qualification for position holders in the Sub-district Offices. This book is intended to facilitate the operation of the Sub-district Offices.

(e) Office buildings

The Sub-district Offices operate at their own offices though there is a variation in size and status of the buildings. Two of the Sub-district Offices used as

samples for this study share the second floor of an old building with another Sub-district Office. This building is owned by the Municipal Government. Each of these three offices occupies a space of 4 x 5 metres separated from each other by partitions.

Kecamatan Medan Kota uses a room of 3 x 4 metres in the building of the Municipal Office. Kecamatan Medan Denai shares a classroom of 6 x 8 metres with the school office in a primary school. Kecamatan Medan Tuntungan occupies a classroom of 6 x 8 metres in a primary school.

Of the sample, only Medan Timur and Medan Baru Sub-district Offices are located outside their sub-district areas.

(f) Equipment and facilities

Equipment distributed by the Municipal Office to the five Sub-district Offices is shown in Table 3.3.

An equal amount of stationery is also distributed by the Municipal Office to each Sub-district Office. The details of the stationery allotment are stated in Table 3.4.

In the budget year of 1978/1979 the Municipal Office spent Rp.325,050 or A\$464.36. Of this amount Rp.147,750 (= A\$211.07) or 45.56 percent was spent for the five Sub-district Offices. These figures also show that each Sub-district Office received stationery to the value of Rp.29,550 or A\$42.21 in the budget year of 1978/1979.

Table 3.3  
Equipment available at the sample offices

Items	Sub-district Offices				
	Kecamatan Medan Kota	Kecamatan Medan Timur	Kecamatan Medan Baru	Kecamatan Medan Denai	Kecamatan Medan Tuntungan
1. Typewriter	-	-	1	1	1
2. Typing Desk	-	-	-	1	1
3. Table	-	-	-	-	1
4. Chairs	4	1	6	3	3
5. Cupboard	1	2	2	1	1
6. Blackboard	-	-	-	-	1
7. Statistics board	4	-	-	-	-
8. Map	1	-	-	-	-
9. President's picture	1	-	-	-	-
10. Vice-President's picture	1	-	-	-	-
11. Coat of arms	1	-	-	-	-
12. Bicycle	1	-	-	-	-
13. Motorcycle	2	1	1	1	1

Source: Dep. P & K, Kodya Medan, 1978

Table 3.4  
Stationery supplied by Municipal Office  
to each Sub-district Office of  
the Ministry of Education and Culture  
Kodya Medan

Budget Year: 1978/1979

ITEMS	TERMS				TOTAL	PRICE
	I	II	III	IV		
1. Papers						
1.1 Stencil paper	2	1	1	1	5 reams	Rp. 7,250
1.2 Typing paper	2	1	2	1	6 reams	Rp. 12,000
1.3 Carbon paper	1	-	0.5	-	1.5 boxes	Rp. 2,250
1.4 Manila paper	2	-	-	-	2 pcs	Rp. 150
2. File	5	-	5	-	10 pcs	Rp. 350
3. Writing ink	1	-	1	-	2 bottles	Rp. 800
4. Stamp ink	1	-	1	1	3 bottles	Rp. 750
5. Stencil sheet	20	-	10	-	30 pcs	Rp. 3,000
6. Paper clip	2	-	1	1	4 boxes	Rp. 600
7. Expedition book	-	-	-	1	1 ex	Rp. 250
8. Writing book	-	-	-	2	2 exs	Rp. 300
9. Staple	1	-	-	-	1 box	Rp. 100
10. Typing tape	1	-	1	1	3 rolls	Rp. 750
11. Folder	10	-	5	5	20 pcs	Rp. 1,000
Total						Rp. 29,550

1st Term: April 1978  
2nd Term: July 1978  
3rd Term: Sept. 1978  
4th Term: Nov. 1978

(Source: Dep. P & K, Kodya Medan 1978)

(g) Finance

Since the implementation of Repelita, the Ministry of Education and Culture has recognized two kinds of budgets: the routine budget and the development budget. The routine budget is a regular budget spent on the salaries and the maintenance of the office. The development budget, as its name suggests, provides for new developmental programs and projects, and may include both the capital costs of these and some or all of the salaries and other recurrent costs of a project. The development budget for the programs and projects located in the sub-district areas, is supplied by the Municipal Office or the Provincial Offices. Accordingly, the Sub-district Offices are not responsible for this budget. Moreover, the programs and the projects financed by the development budget are controlled by the Municipal Office and the Provincial Office. Therefore the development budget is not included as an input into the Sub-district Offices in this study.

As the Sub-district Offices in Kotamadya Medan do not own their office buildings and spend no money on these buildings, the capital costs are not calculated.

Financial input taken into account in this study is the recurrent cost from the routine budget. The total salary in the budget year of 1978/1979 for all personnel of the Ministry of Education and Culture in Kotamadya Medan was Rp.61,499,28 (= A\$87,856) or Rp.5,124,940 (= A\$7,321) per month.

50.42 percent (Rp.31,008,000) of the total salary in the budget year of 1978/1979 was used to pay the personnel in the five Sub-district Offices. This amount was distributed to the five Sub-district Offices as show in Table 3.5.

Table 3.5  
Financial input to the sample offices  
1978/1979

Sub-district Offices	Amount
1. Kecamatan Medan Kota	Rp. 8,654,880
2. Kecamatan Medan Timur	Rp. 5,905,440
3. Kecamatan Medan Baru	Rp. 6,577,320
4. Kecamatan Medan Denai	Rp. 4,917,720
5. Kecamatan Medan Tuntungan	Rp. 4,952,640
Total	Rp.31,008,000 = A\$ 44,297.14

Source: Dep. P & K, Kodya Medan, 1979.

## (2) Organizational process

### (a) Planning

Planning components identified here are objective setting, defining strategies and programs, and decision making.

The general objectives of the Ministry of Education and Culture is officially stated in Presidential Decree No.:4/1950, article 3, as follows:

The objective of education is to form capable persons

with high moral character, democratic citizens with a sense of responsibility for the welfare of the people and the country (Poerbakawatja, 1971).

This objective was developed in G B H N (The Basic Outline of State's Course) as Parliament's Decree No. IV/MPR/1973 as follows: to form persons capable of realizing Pancasila philosophy and developing the nation and the country and to form Indonesian man whose qualities include good mental and physical health, good knowledge and skill with high creativeness and responsibility, capacity to develop democracy and tolerance and to develop fully his potential, and great love for his people and others as stated in Constitution of 1945 (Dep. Penerangan, 1973).

The objectives for maintaining and developing national culture are stated as: to strengthen the nation's identity, national pride, and national unity, to develop regional cultures as important ingredients of national culture, and to pass on cultural value to the younger generation (Dep. Penerangan, 1973).

These general objectives have also become the general objectives of the Sub-district Offices. The specific objectives of the Sub-district Offices are stated in Ministerial Decree No.:0134/0/1977, article 55, as:

To plan, organize, conduct, co-ordinate, and report efforts relating to the management of primary education, mass education, sports and youth education, and culture

in the Sub-district area within the responsibility and authority given by the head of the District/Municipal Office, so that guidelines for managing primary education, mass education, sports and youth education and culture are available in the sub-district, development and management of education and culture in the sub-district area are conducted on the basis of legal and constitutional regulations, and data and information on education and culture in the sub-district areas are available (Dep. P & K, 1977). To achieve both the general and specific objectives, the Head Office of the Ministry of Education and Culture provides basic strategies and programs to be developed in each area. These basic strategies and programs are expected to be developed at the provincial, district/municipal, and sub-district levels.

To plan the annual budget of the Ministry of Education and Culture, each unit of the organization is assigned to propose its annual budget which runs from 1 April to 31 March. A form of budget proposal (UKOR) is distributed to each Sub-district Office to fill out. This form, UKOR, also describes the specific plan of the Sub-district Office within one budget year. This budget covers personnel salaries and office maintenance.

For the proposal of development projects and programs the Sub-district Offices are assigned to fill out a form called UKOP. This form describes in detail the proposed projects and the programs with their budget. Both UKOR and UKOP are proposed to the

Municipal Office before the beginning of the budget year.

The Sub-district Offices also propose plans for primary school allocation and location, employment of teachers, mass education units, sports and youth education, and cultural activities in the sub-district area.

As above-described, the general objectives were defined by the Parliament (Central Government) in Jakarta and the more specific objectives as well as the basic strategies and programs were defined by the Head Office. The Provincial Office and the Municipal Office developed the basic strategies and programs to be implemented by the Sub-district Offices.

The allocation of the annual budget for the Ministry of Education and Culture is determined by the Parliament considering the budget proposal given by the Ministry and the nation's income. The Head Office allocates the budget for the Provincial Offices and the Provincial Offices allocate the budget for District/Municipal Offices. The District/Municipal Offices allocate the budget for the Sub-district Offices. The development budget for each project and program is determined by the Head Office.

(b) Organizing

The jobs of the Sub-district Office are divided into six divisions: management, administration, primary education supervision, mass education supervision, sports and youth education supervision, and cultural

supervision. There is analogous division of personnel: head, administrative staff, primary education inspector, mass education inspector, sports and youth education inspector and cultural inspector.

(i) The Head of the Sub-district Office.

The head directly supervises the five subordinates within the Sub-district Office and all educational and cultural activities in the sub-district area. To understand or become better acquainted with educational and cultural progresses and problems in his area, the head occasionally inspects primary education institutions, mass education units, sports and youth education units and cultural activities. To co-ordinate all programs and activities of education and culture in the Sub-district Office, the head arranges a staff meeting once a month, where programs and activities, progress and problems are discussed. For the purpose of co-ordination of all government activities in the sub-district area, the head attends the regular meeting arranged by the Sub-district Government (Camat) every month. In this meeting the head of the Sub-district Office reports and discusses the programs and the problems of education and culture with other government bodies in the sub-district area. The head also attends the routine meetings conducted by the Minicipal Office for the purpose of control and co-ordination

of the programs and activities of the Sub-district Offices.

In the areas where the inspector-schools ratios are unbalanced, the head also functions as a primary education inspector, such as in Kecamatan Medan Baru and Kecamatan Medan Denai.

The head of the Sub-district Office provides official reports (monthly, semester, annual and casual reports) and information to the higher levels of organization and to other government bodies.

(ii) Administrative staff

The number of members in each administrative unit of the Sub-District Offices varies. Kecamatan Medan Kota has five, Kecamatan Medan Baru has six, Kecamatan Medan Timur and Kecamatan Tuntungan have three each, and Kecamatan Medan Denai has four. The tasks of administrative staff include letter registration and delivery, filing, preparing data and typing.

(iii) Inspector for primary education

In Kecamatan Medan Kota and Kecamatan Medan Baru the inspectors for primary education supervise three types of primary education: kindergartens, primary schools and special schools. The inspector-schools ratios are 1:33 in Kecamatan Medan Kota and 1:42 in Kecamatan Medan Baru; the inspectors supervise three types of primary education: primary schools, kindergartens, and

special schools. In Kecamatan Medan Timur and Kecamatan Medan Denai, the inspectors for primary education supervise two types of primary education: kindergartens and primary schools. The inspector-schools ratios are 1:52 in Kecamatan Medan Timur and 1:51 in Kecamatan Medan Denai. While in Kecamatan Medan Tuntungan the inspector supervises only one type of primary education: primary schools. The inspector-schools ratio is 1:19.

The inspectors have their weekly programs of visiting the schools approved by the heads of the Sub-district Offices. According to the regulation the inspectors should spend 4 days a week supervising the schools and 2 days at the office.

At every school the inspectors usually perform three major tasks: (a) inspect the school administration including curriculum, lesson plans, school reports, students' records, statistical data, equipment and enrolment procedures, (b) supervise the teachers by observing teaching and learning process, introducing and developing new teaching methods, and encouraging and guiding the teachers to implement new methods and curriculum, and (c) supervise and evaluate the headmasters including advising the headmasters on implementing effective and efficient school management, and evaluating them for higher promotion.

Based on their inspection, supervision

and evaluation the inspectors provide the head of the Sub-district Office with data on primary education, and propose programs for teachers in-service training, teachers allocation and location, and learning facilities.

(iv) Inspector for mass education.

The ratio of inspectors to mass education units in Kecamatan Medan Timur, Kecamatan Medan Baru, Kecamatan Medan Denai and Kecamatan Medan Tuntungan is 1:1, while in Kecamatan Medan Kota, it is 1:2.

The inspectors collect data needed for planning mass education in the sub-district areas such as: population, manpower distribution, illiteracy, drop-outs and income per capita. Based on the data available, they encourage and organize the people to establish basic skill courses such as: 3R's courses, home economics, nutrition, sanitation and handcrafts. Each course usually lasts three months. The types of these courses are based on the local needs. The inspectors have to find teachers for the courses and where teachers are not available, they have to become the teachers for the courses. When special teachers are available, the inspectors guide and supervise the teachers and the courses which are usually conducted once or twice a week. The inspectors generally visit each course once a week.

Although in Kecamatan Medan Kota,

Kecamatan Medan Timur, Kecamatan Medan Baru, and Kecamatan Medan Denai, a number of private courses are operating such as driving courses, sewing courses, English courses and bookkeeping the inspectors never supervise them. These courses are directly administered and supervised by MASORDA section of the Municipal Office.

Based on their inspection, supervision, and evaluation the inspectors provide the heads of the Sub-district Offices with data on the mass education programs and propose suggestions for the improvement of mass education in the sub-district areas.

(v) Inspector for sports and youth education

The ratios of the inspector to sports groups are 1:53 in Kecamatan Medan Kota, 1:16 in Kecamatan Medan Timur, 1:14 in Kecamatan Medan Baru, 1:25 in Kecamatan Medan Denai and 1:31 in Kecamatan Medan Tuntungan. One course in youth education is organized in each sub-district area every year. The courses last three months and the subjects of the courses differ in each sub-district area.

The inspectors stimulate the youth in the sub-district areas to organize new sports groups and maintain the existing groups. They visit the sports groups once in three months and more often during the time when the Municipal Office or Municipal Government organize competition among the sub-districts.

The inspectors visit the youth education courses once in two weeks and are responsible for recruiting the teachers. Based on their inspection, supervision and evaluation of the sports and youth education the inspectors provide the heads of the Sub-district Offices with data and suggestions for the improvement of sports and youth education in the sub-district areas.

(vi) Inspector for culture

The ratios of inspector to groups of cultural activities are 1:20 in Kecamatan Medan Kota, 1:40 in Kecamatan Medan Timur, 1:48 in Kecamatan Medan Baru, 1:21 in Kecamatan Medan Denai, and 1:14 in Kecamatan Medan Tuntungan. The types of cultural activities vary in each sub-district area. The inspectors guide, develop, and supervise the existing cultural groups. They visit the groups at the average of once in two months and more often during the preparation for cultural festivals conducted by the Municipal Office or the Municipal Government. The inspectors also stimulate the people in the sub-district areas to organize new cultural groups to preserve and develop local cultures.

Aside from supervising the cultural groups, the inspectors collect data on antiques of cultural value and historical remains in the sub-districts. They arrange for their removal

to museums or other places for their protection or for safe-keeping. In accomplishing these tasks, the inspectors co-operate with other government bodies in the sub-districts. Based on their inspection, supervision, evaluation, the inspectors provide the heads of the Sub-district Offices with data on cultural activities on historical remains and propose suggestions and new programs for improvements.

(vii) Communication

As one of the purposes of the new organization of the Ministry of Education and Culture is to establish a unity of command, the communication within the Sub-district Offices flows basically in line with the organizational chart. Downward communication flows from the head of the Sub-district Office to the subordinates. Upward communication flows from the subordinates to the head. For formal lateral, upward and downward communications, the head arranges monthly staff meetings where all executives and the head can communicate with each other officially. Formal communications from and to outside are channelled through the head.

Aside from these formal communications, informal communications are also practised vertically and horizontally.

For the effectiveness of upward communication, every executive is expected to prepare monthly reports. But in real practice, not all executives

do this regularly. While for the Municipal Office, the head of the Sub-district Office provides with regular monthly, semester, and annual reports as well as casual reports.

(c) Leading

Leadership is exercised in the following ways:

- (i) Leadership exercised by the Municipal Office. Based on the monthly, semester, and annual reports as well as the casual reports, the head of the Municipal Office and the section heads discuss the existing programs and problems with the heads of the Sub-district Offices individually or in a group. The section heads also provide the inspectors with guidance and advice on how to carry out their individual tasks effectively and efficiently.
- (ii) The heads of the Sub-district Offices lead their subordinates by : supervising their tasks, they continue to supervise and encourage their subordinates in carrying out their tasks properly; discussing their problems, they discuss problems with the subordinates and provide alternative solutions; and motivating subordinates to accomplish their tasks effectively by proposing their promotions and creating good relationships among the personnel.

(d) Evaluating

The Municipal Office controls and evaluates the Sub-district Offices on the basis of direct observation and reports provided by the Sub-district Offices. In general the evaluation is carried out twice a year, in the middle and at the end of the year.

The heads of the Sub-district Offices evaluate the jobs of their subordinates officially twice a year in the middle and at the end of the year. Informal evaluations are carried out every month on the basis of the subordinates reports. The evaluations are focused on how the subordinates utilize the available resources and how effective and efficient their performance has been in implementing job descriptions. For the promotion of subordinates, the heads evaluate each employee once every four years. The sources of evaluation are personal observation, and written and oral reports of how they have carried out their tasks.

(3) Organizational products

The main products of the five Sub-district Offices during the year, 1978 were as follows:

- (a) The official reports of the Sub-district Offices were submitted to the Municipal Office at the time required.
- (b) Data on primary education, mass education, sports and youth education, and culture in the sub-district areas are available in the Sub-district Offices.
- (c) The supervision of educational institutions and culture in the sub-district areas were conducted by the

inspectors and the heads.

- (d) The five Sub-district Offices passed the Government's target to accommodate 85.2 percent of primary school age by the end of 1978.
- (e) The inspectors for mass education and sports and youth education organized a number of courses on basic skills in the sub-district areas.



## CHAPTER IV

### DECISION ALTERNATIVES AND CRITERIA FOR EACH DECISION ALTERNATIVE

Stufflebeam and others view evaluation as a process of identifying and collecting information to assist decision makers in choosing among available decision alternatives. Therefore they propose "providing information useful to decision makers" as the last step in evaluation procedures. It is important to emphasize here that in this concept the final decision still lies with the decision makers. Decision makers must not only take the evaluator's recommendation into consideration but frequently must go beyond these judgements because final decisions involve social, political, financial, and other considerations which are not part of the immediate evaluation task (Dressel, 1976). Therefore the decisions taken could be different from the evaluator's recommendations.

In explaining the relationship between evaluators and decision makers, Worthen and Sanders (1973) write that in a decision oriented definition of evaluation, the evaluators, working closely with the decision makers, would collect sufficient information about the relative advantages and disadvantages of each decision alternative. However they state that the decision makers would judge the worth of each alternative and thus evaluation would be a shared function.

The decision oriented definition of evaluation as proposed by Stufflebeam and others, indicates decision making as the fundamental concept in the evaluation process. Consequently the evaluators must know two essential factors in decision making to enable them to serve decision problems. These two factors are:

- (1) "What decision alternatives are to be considered"
- (2) "What values or criteria will be applied"

(Stufflebeam et al. 1971:41)

#### 4.1 Decision Alternatives

To answer the first question raised by Stufflebeam and others, this project considers three types of decision alternatives which were developed from the decision alternatives proposed by Stufflebeam and others (1971: 217) and Dressel (1976: 13-14). The three types of decision alternatives are:

- (1) To maintain the Sub-district Offices as they are now.  
The result of evaluation recommends the affirmation of the status quo. Such affirmation confirms program validity and implies that the program should continue and that co-operation and support should be given.
- (2) To modify the Sub-District Offices.  
Possible alternatives following this type of decision could be:
  - (a) Reconsideration and possible redefinition of goals, purposes, objectives, or clients served.
  - (b) Review and alteration of the means or processes used including specific programs, elements, strategies, sequences and format.
  - (c) Redefinition or possible reassignment of functions duties, responsibilities, and patterns of performance.
  - (d) Review, classification, or alteration of norms, rules, policies, and standards.
  - (e) Change in resources allocation (budget or staff).
  - (f) Redefinition of roles and reassignment of individuals or alteration of organizational

structure.

- (g) Reconsideration of priorities and ordering of activities.

- (3) To terminate the Sub-district Offices.

Possible alternatives following this type of decision are:

- (a) Return to the previous organizational structure.
- (b) Totally restructure the organization of Sub-district Offices.
- (c) No further action.

#### 4.2 Criteria for Each Type of Decision Alternative

To recommend which decision of the three types of decision alternatives should be selected by decision makers, the evaluator answers the second question by formulating a set of criteria for each type of decision alternative. Relevant information is collected on the basis of the given criteria which are developed from the organization theories and Stufflebeam's concept.

- (1) Potential criteria for decision alternative no.: 1, to maintain the Sub-district Offices as they are now:
  - (a) The objectives of the Sub-district Offices are reasonable, feasible, and clearly stated.
  - (b) The resources available meet the minimum needs of the Sub-district Offices.
  - (c) Strategies for achieving the objectives of the Sub-district Offices are appropriate.
  - (d) The Sub-district Offices achieve the objectives with

resources available reasonably and efficiently.

- (e) The operations and the products of the Sub-district Offices do not create unhealthy conflicts within the organizations themselves and/or with other organizations themselves in the sub-district areas.
- (2) Potential criteria for decision alternative no.: 2, to modify the Sub-district Offices:
- (a) The objectives of the Sub-district Offices are reasonable and feasible.
  - (b) The objectives of the Sub-district Offices are not clearly stated.
  - (c) The resources available disenable the Sub-district Offices to operate properly.
  - (d) Strategies for achieving the objectives of the Sub-district Offices are inappropriate.
  - (e) The implementation of programs by the Sub-district Offices diverges from the intended performance.
  - (f) The Sub-district Offices do not achieve the objectives to degree possible.
  - (g) The operations and/or the products of the Sub-district Offices create unhealthy conflicts within the organizations themselves and/or with other organizations in the sub-district areas.
- (3) Potential criteria for decision alternative no.: 3, to terminate the Sub-district Offices:
- (a) The objectives of the Sub-district Offices are not reasonable nor feasible.
  - (b) The limited resources make it impossible for the

Sub-district Offices to operate.

- (c) The operations and/or the products of the Sub-district Offices create unhealthy conflicts within the organization themselves and/or with the other organization within the sub-district areas.
- (d) The cost of the Sub-district Offices are too high.
- (e) The Sub-district Offices fail completely to achieve the objectives.

To identify the criteria the Sub-district Offices have already fulfilled and to provide the decision makers with a rationale underlying the decision to be selected, it is necessary to determine the relevant aspects of evaluation to be carried out for each decision alternative.

For decision alternatives nos.: 1 and 3, the three aspects of evaluation, context, input, and product, are relevant. For decision alternative no.: 2, context, input, process, and product evaluations are relevant. The presented decision alternatives, the formulated criteria, and the selected aspects of evaluation are used as guides in delineating, obtaining and providing useful information needed for this evaluation.

#### 4.3 Information needed for each aspect of evaluation

##### (1) Context evaluation.

Stufflebeam and others (1971:218) explain that the purpose of context evaluation is to provide rationale for determination of objectives. The evaluation then serves planning decisions and in turn helps to determine objectives.

Methodology of context evaluation is divided into two

modes; contingency and congruency. In the contingency mode, context evaluation searches for opportunities and pressures outside of the immediate system to promote improvement in its. Congruence compares actual and intended system performance.

Information needed for the context evaluation in this project is:

- (a) The organizational problems of the Ministry of Education and Culture in the Sub-district areas in Kotamadya Medan prior to establishing the Sub-district Offices.
  - (b) The objectives of the Sub-district Offices.
  - (c) The appropriateness of the objectives of the Sub-district Office for solving the problems.
- (2) Input evaluation.

The purpose of input evaluation is to provide information on how to utilize resources to meet program objectives. Essentially input evaluation provides information to decide whether outside assistance is required to meet objectives (Stufflebeam et al., 1971: 223).

The methodology of input evaluation varies greatly depending upon whether large or small change is involved and whether high or low grasp is available to support the change. One important point Stufflebeam and others state is that "generally speaking the greater the change and the lower the information grasp, the more formal, structured, and comprehensive is the evaluation required" (1971: 218).

Information needed for the input evaluation in this

project is:

- (a) How the objectives of the Sub-district Offices are defined. (Are the objectives stated operationally and is their accomplishment possible?)
  - (b) How the job descriptions are stated.
  - (c) The inputs required for operating the Sub-district Offices.
  - (d) How the available inputs meet the requirements of the Sub-district Offices.
  - (e) What strategies already exist with potential relevance for meeting the objectives of the Sub-district Offices.
  - (f) The effectiveness of the strategy to accomplish the objectives of the Sub-district Offices.
- (3) Process evaluation.

The purpose of process evaluation is to provide periodic feedback to persons responsible for implementing plans and procedures. Process evaluation has three main objectives, "the first is to detect or predict defects in the procedural design or its implementation stages, the second is to provide information for programmed decisions and the third is to maintain a record of the procedure as it occurs" (Stufflebeam et al., 1971: 229). Information needed for the process evaluation in this project is:

- (a) How the Sub-district Offices obtain their resources.
- (b) Criteria applied for recruiting the personnel.
- (c) How the available resources are utilized to obtain the objective.

- (d) How the job descriptions are implemented
- (e) How the integration and co-ordination of the activities in the Sub-district Offices are maintained.

(4) Product evaluation.

The purpose of product evaluation is to measure and interpret attainments not only at the end of a project cycle but as often as necessary during the project term. Stufflebeam and others (1971: 232) suggest that "the general method of product evaluation includes devising operational definitions of objectives, measuring criteria associated with the objectives of activities, comparing this measurement with predetermined absolute or relative standards, and making rational interpretation of the outcomes using the recorded context, input, and process information."

Information needed for product evaluation in this project is:

- (a) The products of the Sub-district Offices.
- (b) The degree to which the products match the objectives of the Sub-district Offices.
- (c) Other products outside the predetermined objectives achieved by the Sub-district Offices.
- (d) Any undesirable side effects created by the Sub-district Offices.

Stufflebeam and others emphasize the interrelationship between process evaluation and product evaluation. Product evaluation investigates the extent to which objectives have been attained, while process evaluation assesses the extent

to which procedures operate as intended. Product evaluation reports that objectives were or were not achieved and process evaluation provides a basis for interpreting the reason for the outcomes. Both kinds of information provide a stronger rationale than either one alone to judge whether a procedure should be continued as is, modified or completely recycled (1971: 231-232). The following chapter, Chapter V, discusses the information required by each type of evaluation.



## CHAPTER V

### ANALYSIS

This chapter discusses the descriptive and statistical data of the Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan. The conclusions are drawn on the basis of the respondents' judgements, documents, and the principles of organization. The discussion is focused on the four aspects of evaluation: context, input, process, and product.

#### 5.1 Context evaluation

Information needed for this aspect of evaluation includes:

- (1) The organizational problems of the Ministry of Education and Culture in the sub-district areas in Kotamadya Medan before the implementation of the new organizational structure.

To identify the previously recognized organizational problems, information was collected from the head of the Municipal Office and the five heads of the Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan. The respondents indicated the following problems:

- (a) Centralization restricted the opportunity of potential agents at lower levels to enter into the process of development and it tended to delay decisions and their implementation because of the time it took for communication.
- (b) The subordinates of the Municipal Office lacked co-ordination and control. Consequently, overlapped

programs, conflicts, and misunderstandings often occurred among the subordinates. These unfavourable conditions impeded the operations of the subordinates.

- (c) Unhealthy conflicts between the Ministry of Education and Culture and the Ministry of Internal Affairs at both municipal and sub-district levels arose in the management of primary schools. This was particularly a problem in the placement and promotion of primary school teachers and the distribution of primary school facilities.
- (d) Horizontal and vertical communication and co-operation within the units of the Ministry of Education and Culture and with other government bodies were difficult to maintain.

## (2) Rationale underlying the problems

- (a) It is a fact that the Indonesian Government is a highly centralized government system where most decisions are processed at the top (Kansil, 1976). In education and culture, decisions are made in the Head Office of the Ministry of Education and Culture in Jakarta. This centralized decision-making obviously restricts the opportunity of the regional offices to initiate and implement new ideas for development. In addition centralized decisions do not always fit local needs because the top decision makers lack accurate information and data and because there are diverse cultural, geographical, social, and political conditions throughout the country.

The fact that Indonesia consists of thousands of

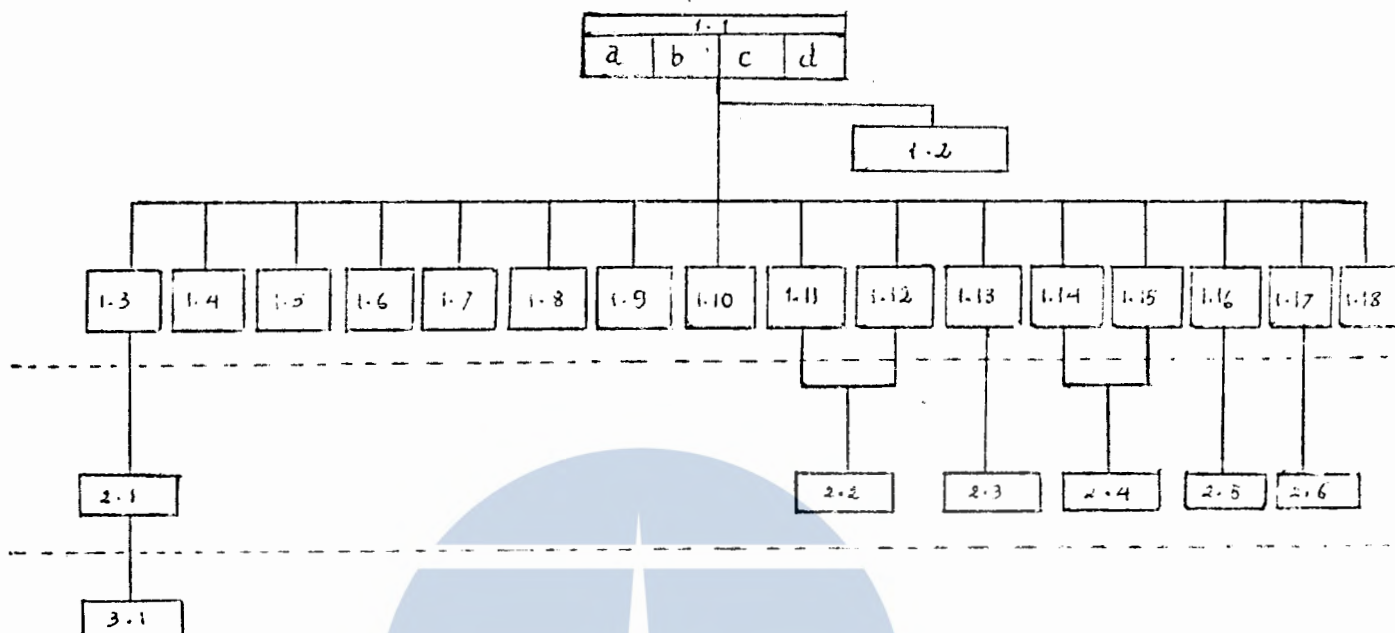
islands and communication is still a serious problem, often delays decisions and their implementation. Even for minor problems, the regional offices of the Ministry of Education and Culture have to refer to the Head Office and wait for its decisions (Beeby, 1976).

- (b) In the previous organization, the head of the Provincial Office (Kepala Perwakilan) functioned as the co-ordinator of the units of his office (Kabins). In their operations these Kabins were accountable to the head of the Provincial Office for administrative matters, and for professional matters they were accountable to their respective directorates in Jakarta. The Kabins actually operated as branches of the directorates and they used to communicate with each other directly without the knowledge of the head of the Provincial Office. The Kabins had their branches (Binkab) at the district/municipal level. The Binkabs were under the control of the Kabins. Some Binkabs were accountable to more than one Kabin because some Kabins were combined into one Binkab at the Municipal Office. In Kotamadya Medan only Binkab PDPLB (Primary Education Office) had its own branches (Kabinwil PDPLB) at the sub-district level.

Kabinwil PDPLB was under the control of Binkab in Kotamadya Medan, which was accountable to Kabin PDPLB at the provincial level. There were six Binkabs in Kotamadya Medan operating in different offices. Binkab PDPLB was appointed to co-ordinate all the Binkabs, but it could not function effectively,

Chart 5.1

Organizational Chart of the Provincial Office and District/Municipal Office of the Ministry of Education and Culture in North Sumatra before the reorganization in 1975



#### Provincial Office

- 1.1 The Provincial Office head assisted by:
  - a. Assistant for Education
  - b. Assistant for Culture
  - c. Assistant for Sports and Youth
  - d. Assistant for Administration
- 1.2 Secretary
- 1.3 Office for Primary Education
- 1.4 Office for Junior General Secondary Schools
- 1.5 Office for Senior General Secondary Schools
- 1.6 Office for Economic Schools
- 1.7 Office for Technical Schools
- 1.8 Office for Home Economic Schools
- 1.9 Office for Teacher Training Schools
- 1.10 Office for Special Matters
- 1.11 Office for Arts
- 1.12 Office for Art Education
- 1.13 Office for Museums
- 1.14 Office for Physical Education
- 1.15 Office for Sports
- 1.16 Office for Youth
- 1.17 Office for Mass Education
- 1.18 Office for Subject Matters

#### District/Municipal Office

- 2.1 Office for Primary Education
- 2.2 Office for Culture
- 2.3 Office for Arts
- 2.4 Office for Sports
- 2.5 Office for Youth
- 2.6 Office for Mass Education

#### Sub-district Office

- 3.1 Office for Primary Education

because the Binkabs were more loyal to as well as directly controlled by the Kabins. The chart of the previous organization of the Provincial and Municipal Office is shown in Chart 5.1.

The head of the Provincial Office also could not function effectively as the co-ordinator because the Kabins seemed to be more loyal to their directorates in Jakarta. Moreover, the direct communication between the Kabins and the directorates prevented him from controlling and co-ordinating the programs conducted by the Kabins. According to organizational theories, co-ordination is an essential principle for organization to be effective (Sexton, 1970 and Hicks & Gullett, 1975). Fayol includes unity of command as one of the organizational principles necessary for co-ordination and to reduce confusion and conflicts within the organization (Albers, 1965). Co-ordination within the organization is considered so important that classical organization theory includes co-ordination as the central problem of the organization and "the mother" of other organizational principles (Carzo and Janouzas, 1970).

In the previous organization, the Kabins and the Binkabs were responsible to more than one superior and this created confusion and conflict. The job-descriptions provided by the Head Office (Ministerial Decree, No.: 062/1972) stated general functions, responsibility, authority, relationship, and accountability of each unit in the regional offices. Nevertheless these job-descriptions seemed

to be too broad and often lead to misinterpretation by the units. These job-descriptions did not state requirements and performance standards of each job holder and this made control and supervision more difficult. Consequently the problems such as overlapped programs, disintegrated activities, and misunderstanding often occurred, particularly at the lowest level of the organization. As McConkey (1975: 93) states, "in the absence of clearly defined job requirements, there is considerable confusion between superior and subordinates as to what is required of the subordinates. This frequently results in the subordinate's operating in the dark and being criticized for matters he did not understand."

- (c) Presidential Decree No.: 65/1951 states that the control of educational matters should be exercised by the Ministry of Education and Culture, and the control of personnel, material, and financial matters should be exercised by the Ministry of Internal Affairs. Referring to this decree, the Minister of Education and Culture formulates objectives and policies, and under his authority, the Ministry establishes standards and prepares curriculum for all primary schools. It issues and approves books and provides direction on teaching methods; it inspects the schools, trains teachers, accredits schools and exercises general professional supervision over the primary school service. The Ministry of Internal Affairs recruits teachers, administers their promotion and appoints headmasters. It finances and controls

school building and prepares school facilities. It administers school fees and pays personnel salaries. This Ministry does not have a staff of professional educators of its own, and the Governor's office of education is staffed with administrative officers and relies on the Kabin PDPLB for professional guidance. This Governor's office of education and culture (Kantor Dinas Pendidikan dan Kebudayaan) has branches at the district/municipal and sub-district levels.

On the other hand, the Governor has more scope for initiative and immediate decision making than has his counterpart, the head of the Provincial Office of the Ministry of Education and Culture who has to refer quite minor matters back to the Head Office for decisions.

In education service where professional activities and material facilities are so interwoven, the opportunities such structure offers for conflict, misunderstanding, delay, and inefficiency are all too apparent.

- (d) As is shown in the organizational chart (Chart 5.1), only Binkab PDPLB extended its branches into the sub-district areas in Kotamadya Medan. The branches were established on the basis of the number of primary schools they had to control. Each Kabinwil PDPLB controlled at least 20 primary schools and there were 8 Kabinwils PDPLB for 11 sub-districts. These Kabinwils PDPLB did not follow the geographical division as the local government and other government bodies did. As the establishment of Kabinwil PDPLB

was based solely on the number of primary schools, one Kabinwil PDPLB could have more than one sub-district to supervise and one sub-district could have more than one Kabinwil PDPLB in its area. This structure resulted in problems of communication and co-operation between Kabinwils PDPLB and the local governments as well as other government bodies. This was because in their activities the Kabinwils PDPLB had to work and co-operate with other government bodies particularly the local governments.

(2) The objective of the Sub-district Offices

The objectives of the Sub-district offices have been described in Chapter III and the following section discusses these objectives as they relate to the organizational problems stated above.

- (a) One of the developments in the new organizational structure is the establishment of planning units in the Provincial Offices. These units are authorized and expected to prepare and co-ordinate regional planning for education and culture in the provinces. For the purpose of this regional planning, all Sub-district Offices are expected to provide this unit with sufficient accurate information and data including a statement of their needs. Although the final decision is still to be made in the Head Office, this effort at decentralization is expected to ensure that decisions will be more relevant to the sub-district's needs.
- (b) The principle of unity of command is emphasized in the new organizational structure. Through this principle it is expected that the heads of the offices

at the provincial, district/municipal, and sub-district levels can maintain good co-ordination and control of all units within their offices. Every officer is accountable to and controlled by only one superior. All formal horizontal and vertical communications as well as co-operation with other bodies pass through the Head Office.

The importance of unity of command within the organization is stated by Carzo and Janouzas (1970: 44) as follows:

"Unity of command facilitates order because it charges one official with an area of responsibility and establishes a chain of command where every organization member knows to whom he reports and who reports to him. Unity of command forms the basis, therefore, for the hierarchy of authority because it defines the path of authority which extends from the top to the bottom of the formal organization."

Clear-cut job descriptions define tasks, responsibility, authority, accountability, performance standards, and professional requirements for the job holder are also provided. These job descriptions are intended to facilitate control and supervision. By this system conflict and misunderstanding are expected to be minimized and overlapping programs avoided.

- (c) The new organizational structure and the job descriptions, however, seem not to deal with the problems created by the dual management system of primary schools. None of the objectives is directly concerned with solving these problems. In the job descriptions,

it is stated that the heads and the inspectors are expected to maintain good relationships and co-operation with other bodies. However this statement is too general and does not reach the root of the problem.

- (d) The establishment of the Sub-district Offices in Kotamadya Medan is based on geographical divisions with every sub-district having one Sub-district Office of its own. The units in the Sub-district Offices parallel the units in the Municipal Office. This structure is intended to smooth horizontal and vertical communication and co-operation both within the offices of the Ministry of Education and Culture and with other government bodies.

(3) The effectiveness of the Sub-district Office in solving the problems

Viewing the objectives of the Sub-district Offices and the previous organizational problems in Kotamadya Medan, the policy to establish the Sub-district Offices in the sub-district areas seems to be quite reasonable. Except for the problem of dual management of primary schools, the objectives are designed to overcome the organizational problems of the previous system.

## 5.2 Input Evaluation

Within the context of the process system conception, Immegart and Pilecki (1973) define organizational input as everything that is put into any organizational activity. They classify organizational inputs into operand inputs (those

inputs which are to be processed) and operator inputs (those inputs which are to do the processing). Operand inputs include information, energy (behaviour), and resources. Operator inputs include control structure, operations, and personnel. Both operand and operator inputs can vary in kind, substance, amount, degree and mix. Immegart and Pilecki state that input into an educational organization is indeed complex.

There are many other possible ways to characterize input, reveal the range and nature of input in the organizational context and therefore the kinds of inputs that are basic to organizational activity. Baker (1973) classifies organizational inputs into human inputs including actions, expectations, and interaction, and non-human inputs including task materials. Hicks and Gullett (1976) divide organizational inputs into human input consisting of the people who work in the organization, and natural resources consisting of the non-human input that will be processed or which will be used in combination with the human element to process other resources.

In this project, the inputs into the Sub-district Offices are also classified into human input and non-human input. Therefore the information needed for input evaluation is:

(1) The quantity and the quality of human input

Ministerial Decree No.: 079/0/1975, article 1076, states the human input for a Sub-district Office as one head, two or three administrative staff members, one or more than one inspector for primary education, and three inspectors responsible respectively for mass education, sports and youth education, and culture (see also Appendix I).

Qualifications for these positions are as follows (Dep. P & K, 1978):

(a) Head

Minimum education: Bachelor or equivalent; course: middle management; training: job orientation.

Minimum experience: A section head in the District/ Municipal Office for two years in sequence or an inspector for four years in sequence.

Knowledge: Management, educational administration, anthropology, public relations, and rural development.

Specific traits: Good leadership, innovative and dynamic.

Specific ability: Able to speak and write good Bahasa Indonesia.

Sex: Male or female.

Age: 30 years minimum.

Other qualities: Interested in education and culture in the sub-district area, minimum rank of III/a, good performance, the highest rank among the candidates, and good physical and mental health.

(b) Administrative Staff

The documents do not describe the requirements for administrative staff.

(c) Inspectors(i) Inspector for primary education

Minimum education: Senior Secondary Education;  
 course: educational administration;  
 training: job orientation.

Minimum experience: A head of kindergarten, special school, or primary school for four years in sequence.

Knowledge: Educational administration and supervision; curricula for kindergarten, special school, and primary school, teaching methodology, guidance, and counselling.

Specific traits: Good leadership, innovative and dynamic.

Specific ability: Able to speak and write good Bahasa Indonesia.

Sex: Male or female.

Age: 30 years minimum.

Other qualities: Interested in primary education, minimum rank of II/d, good performance, the highest rank among the candidates, and good mental and physical health.

(ii) Inspector for mass education

Minimum education: Senior Secondary Education;  
 course: mass education;

training: job orientation.

Minimum experience: An executive staff member of Mass Education or a head of primary school for four years in sequence.

Knowledge: Educational administration and supervision, out-of-school education, sociology, mass education, and social psychology.

Specific traits: Innovative and dynamic.

Specific ability: Able to speak and write good Bahasa Indonesia and the local languages.

Sex: Male or female.

Age: 30 years minimum.

Other qualities: Interested in mass education, minimum rank of II/d, good performance, the highest rank among the candidates, and good physical and mental health.

(iii) Inspector for sports and youth education

Minimum education: Senior Secondary Education; course: Sports and Youth Education; training: job orientation.

Minimum experience: An executive staff member of Sports and Youth Education or a head of primary school for

four years in sequence.

Knowledge: Education administration and supervision, out-of-school education, youth organization, and youth psychology.

Specific traits: Innovative and dynamic.

Specific ability: Able to speak and write good Bahasa Indonesia and the local languages, theoretical and practical skill in a branch of sports, and flexibility.

Sex: Male or female.

Age: 30 years minimum.

Other qualities: Interested in sports and youth education, minimum rank of II/d, good performance, the highest rank among the candidates, and good physical and mental health.

(iv) Inspector for culture

Minimum education: Senior Secondary Education;  
course: Cultural Development;  
training: job orientation.

Minimum experience: An executive staff member of Culture or a head of primary school for four years in sequence.

Knowledge: Administration and supervision, cultural sociology and anthropology, art and cultural appreciation.

Specific traits: Artistic, innovative, and dynamic.

Specific ability: Able to speak and write good Bahasa Indonesia and the local languages, theoretical and practical skill in a branch of culture.

Sex: Male or female.

Age: 30 years minimum.

Other qualities: Interested in culture, minimum rank of II/d, good performance, the highest rank among the candidates, good physical and mental health.

(2) The quantity and the quality of non-human input

None of the Ministerial Decrees nor the available documents prescribe the non-human inputs for the Sub-district Offices in detail. Ministerial Decree No.: 094/0/1975 states that every Sub-district Office must have an office building and each Sub-district Office must have at least 20 primary educational insitutions to supervise. Ministerial Decree No.: 059/0/1979, states that every Sub-district Office must have office facilities provided by the local government or by the Ministry of Education and Culture. However the size and the quality of the office building and its facilities are not defined.

Discussion

As previously mentioned, this analysis is concerned with

human and non-human inputs. The discussion on human input covers quantity and education background experience and rank required for the heads, the inspectors and the administrative staff members. These factors are considered essential and to have significant effects in the operation of the offices. For non-human input the discussion is focused on the quantity and the quality of the available non-human resources. This project's main focus is on the evaluation of the effectiveness of the Sub-district Offices; therefore it does not consider the merits or demerits of the job qualifications themselves.

(1) Human input

- (a) Heads: Three of the five heads of the Sub-district Offices have bachelor degrees in education and the other two have Teacher Training certificates. All of them attended middle management courses and job orientation trainings during their service. The five heads had more than two years' experience as inspectors for primary education and the rank of all was III/a at the time they were appointed as heads.

The above data indicate that the five heads did not completely fulfil the requirements for their positions, as none of them had had any middle management course or job orientation training before their service. Moreover two of the heads did not meet the minimum education requirement. Nevertheless these two heads had reached the rank of III/a when they were appointed, due to the length of time they were government servants.

- (b) Administrative Staff: Based on Ministerial Decree No.: 079/0/1975, each Sub-district Office must have

two or three administrative staff members. The fact is that Kecamatan Medan Kota has five, Kecamatan Medan Baru has six, Kecamatan Medan Timur has three, Kecamatan Medan Denai has four, and Kecamatan Medan Tuntungan has three. If the number of administrative staff is to be a minimum of two and a maximum of three, Kecamatan Medan Kota, Kecamatan Medan Baru and Kecamatan Medan Denai are obviously overstaffed. However four of the heads, excluding the Kecamatan Medan Baru head, indicate they still urgently need one more staff member for each office, due to the heavy work load.

The education of the present administrative staff members varies from primary school to senior secondary school. None of them were familiar with administrative work before their appointment. Three of the five administrative staffs received inservice training on statistics and the other two have not received any. Four of them indicated that they learned typing by themselves at the office and did not know how to type before.

Although the education of those on the administrative staffs ranged from a minimum of primary school to a maximum of senior secondary school, none appeared to have sufficient knowledge and skill for their professional work.

- (c) Inspectors: The present inspector-school ratios in the five Sub-district Offices are 1:33 in Kecamatan Medan Kota, 1:42 in Kecamatan Medan Baru, 1:52 in Kecamatan Medan Timur, and 1:51 in Kecamatan Medan

Denai, and 1:19 in Kecamatan Medan Tuntungan. If the inspector-school ratio for primary education is to be 1:20 as stated in Ministerial Decree No.: 094/0/1975, the Sub-district Offices need additional inspectors: two for Kecamatan Medan Kota, three for Kecamatan Medan Baru, three for Kecamatan Medan Timur and two for Kecamatan Medan Denai. The shortage of inspectors for primary education is confirmed by the heads and the inspectors in the four Sub-district Offices. The inspectors for primary education state that they cannot visit and supervise primary schools regularly because they have too many schools. In Kecamatan Medan Kota the inspectors inspect the primary schools at an average of once in two months, in Kecamatan Medan Baru, Kecamatan Medan Timur and Kecamatan Medan Denai at an average of once in three months. In Kecamatan Medan Tuntungan where the inspector-school ratio is 1:19, the inspector visits the schools once a month. According to the existing regulation the inspectors should visit every school at least once a month.

Ministerial Decree, No.: 079/0/1975 states that every Sub-district Office should have three inspectors responsible respectively for mass education, sports and youth education, and culture. The five Sub-district Offices staff the inspectors' positions as stated in the decree and the heads indicate that one inspector is sufficient for each of the three positions.

The minimum education for the inspectors is Senior Secondary Education. All the inspectors in

the five Sub-district Offices fulfilled this requirement. Twenty-one of the twenty-five inspectors in the five Sub-district Offices had achieved the rank of II/d which is the minimum rank for an inspector, and the other four were still at the rank of IIc when they were appointed to be inspectors in the new organization structure. Twenty-three of the inspectors fulfilled the minimum experience requirement. The other two were recruited from Junior Secondary School teachers.

The ten inspectors for primary education attended educational administration and supervision courses before their service and job orientation training during their service. Three of them attended a course on administration and supervision of kindergartens during their service. None of the ten inspectors had ever attended a course on administration and supervision of special schools. The inspectors agreed that insufficient knowledge of administration and supervision of kindergartens and special schools hinder them in carrying out their duties effectively. Two of the five inspectors for mass education, one of the five inspectors for sports and youth education and two of the five inspectors for culture attended a course on administration and supervision before their service and the others attended the course during their service. All of them attended job orientation training during their service.

The data given above show that none of the inspectors met fully the requirements for their

positions when they were appointed as inspectors in the new organizational structure. The inspectors for primary education have acute problems in supervising special schools and the majority of the inspectors face difficulties in supervising kindergartens due to their insufficient knowledge of these schools. Four of the inspectors did not achieve the minimum rank required for an inspector and two others did not have the specified minimum experience. The qualifications of the heads and the inspectors in the five Sub-district Offices when they were appointed for their positions is summarized in table 5.1.

Table 5.1

The heads and the inspectors who met the requirement for minimum education, experience and rank

Job holders	Minimum Education					Minimum Experience	Minimum Rank
	a	b	c	d	e		
1. Heads	5	-	-	-	-	5	5
2. Inspectors for primary education	10	-	-	10	-	10	10
3. Inspectors for mass education	5	-	-	2	5	4	3
4. Inspectors for sports & youth ed.	5	-	-	1	5	4	4
5. Inspectors for culture	5	-	-	5	5	5	4
Total	30	-	-	18	15	28	26

Notes:

a: Formal education.

b: Middle Management course.

c: Job orientation training.

d: Administration and Supervision course.

e: Professional courses.

N: 30

(2) The quantity and the quality of non-human input

None of the Ministerial decrees or the available documents prescribes in detail the components of non-human input for the Sub-district Offices. Ministerial Decree No.:

094/0/1975 states that every Sub-district Office must have an office building and a minimum of 20 primary schools.

Ministerial Decree No. 059/0/1976 mentions that every Sub-district Office must have office equipment provided by the local government or the Ministry of Education and Culture. The size and the quality of equipment is not described.

Discussion

The non-human inputs for the Sub-district Offices discussed in this project include: the offices' legal basis, organizational structure, office building, office facilities, and finance. These are the components considered essential for operating the Sub-district Offices.

(a) Legal basis

To fulfil Ministerial Decrees No.: 079/0/1975 and No.: 094/0/1975 the Municipal Office of the Ministry of Education and Culture in Kotamadya Medan had begun the reorganization by the end of 1975. In all sub-district Offices were established and began to operate in January 1976, though the Head Office in Jakarta had not officially approved their establishment. On May 14, 1977 the Head Office approved and legalized the Sub-district Offices in Ministerial Decree No.: 0155/0/1977. The job descriptions were provided in 1977 in Ministerial Decree No.: 0134/0/1977 issued on April 30, 1977 and the Sub-district Offices received

these job descriptions in August 1977.

These facts indicate that the Sub-district Offices in Kotamadya Medan began operations before their legal basis had been officially approved and before the job descriptions were provided. This is one reason why none of the personnel in the Sub-district Offices completely fulfil the requirements for their positions; they were recruited without any clear requirements.

(b) Organizational structure

Albers (1974) defines the organizational structure as the framework within which managerial and operating tasks are performed. In other words, structure refers to relatively fixed relationships that exist among the jobs in the organization. The fixed relationships result from the decision process which undertakes job definition, departmentalization, span of control and delegation (Gibson, et al., 1973).

Job definition

The work of the Sub-district Office is broken down into specific jobs. The context of each job is described in Ministerial Decree No.: 0134/0/1977, Chapter XIV, Articles 55-60. This decree specifies the tasks and divides them among the persons in the Sub-district Office.

Departmentalization

The Organizational Chart 3.2, in Chapter III, shows the division of tasks in the Sub-district Office. The tasks are classified as head, administrative

staff, Inspector for primary education, inspector for mass education, inspector for sports and youth education, and inspector for culture.

### Span of control

According to Chart 3.2, all divisions in the Sub-district Office are accountable to the head. Thus the head supervises five subordinates; he himself is accountable to the head of the Municipal Office. The inspectors each supervise different numbers of subordinates.

### Delegation

As mentioned in the Ministerial Decree No.: 0134/0/1977, Chapter XIV, in the operation of the Sub-district Office the head shall delegate authority to the subordinates to do their respective jobs.

The organizational structure of the Sub-district Offices as described above appears to meet the principles of organizational theory stated by Gibson and others (1973). Considering the type and amount of work the Sub-district Office has to carry out, the respondents in the Sub-district Offices also state that this structure is quite appropriate.

Although there is still no agreement among the theorists about the appropriate number of subordinates supervised by a superior (Massie, 1965), the number of subordinates supervised by the Sub-district Office head is considered reasonable. However the number of schools ranging from 33 to 52 that one inspector has to supervise is considered too large because of the

different types of schools involved, the limited knowledge of the inspectors, the time and energy involved and the facilities available.

In commenting about the degree of authority delegated to them, the inspectors explain as follows: The inspectors for primary education cannot supervise the primary schools to the maximum effectiveness because they do not have full authority. The responsibility of supervising these schools is shared by two inspectors, an inspector from the Ministry of Education and Culture and an inspector from the local government (dinas). The inspectors from the Ministry of Education and Culture deal with educational matters and the inspectors from dinas deal with material, financial and personnel matters. In practice, conflicts and misunderstandings occur between the inspectors of the two offices causing confusion to the headmasters and the teachers.

The other three inspectors also face similar problems because non-formal education or out-of-school education, youth education and controlling culture are carried out by other government bodies outside the Ministry of Education and Culture. Since the local government is appointed the co-ordinator of all government bodies in the sub-district areas, the inspectors face problems in exercising their authority.

These comments indicate that the inspectors in the Sub-district Offices need more authority to accomplish their tasks effectively.

(c) Office building

A well-equipped office building will motivate the persons working in it and thus increase the effectiveness and the efficiency of the office in achieving its objectives (Terry, 1970). But the fact is that the Sub-district Offices in Kotamadya Medan do not own their office buildings. The buildings or the rooms they occupy are borrowed from the local governments or they share buildings with other offices or schools. The offices are quite small; the largest is the office of Kecamatan Medan Tuntungan which is 6 x 8 metres and in fact is a classroom belonging to a primary school. There are four or five desks with seven or eight chairs available in each office. For filing documents there are two or three cupboards available. None of the offices has a telephone and only one of the Sub-district Offices has electricity and running water. All of the Sub-district Offices state that their offices are too small and the equipment is not adequate. If the standard office space is 20 x 20 feet (Terry, 1970) the statements by the Sub-district Office employees are indeed fair criticism.

Appropriate office location will facilitate the operation of the office; the office building, therefore, should be located in the area where it operates (Terry, 1970). However, two of the five Sub-district Offices are located outside their areas because buildings are not available in their areas. These inappropriate locations also hamper the operations of the offices. An explanation of the inadequacy of office space and

equipment and the inappropriate locations are in Ministerial Decree No.: 059/0/1976, article 3 which says that a Sub-district Office shall be established in each area and the office building and its equipment will be provided by the local government or by a school with available space. The Ministry of Education and Culture cannot provide new offices for the Sub-district Offices due to the limited budget. However the present office rooms and their equipment seem to be unsatisfactory if the Sub-district Offices are expected to operate effectively and efficiently.

(d) Office facilities

Figure 3.1 in Chapter III shows the office facilities in the Sub-district Office. Two of the Sub-district Offices do not have any typewriters and they usually share the typewriters with other offices in the same building. None of them has a duplicating machine and the Sub-district Offices have to go to the Municipal Offices for duplicating documents. This is obviously not efficient and delays the work. Employees in the five Sub-district Offices stated they need at least two typewriters and one duplicating machine in each office. For the purpose of presenting data information, each Sub-district Office needs four statistics boards.

Motorcycles and bikes are available but they are provided for the inspectors for primary education only. Due to the size of each sub-district area and the fact that inspectors are expected to spend most of their time in direct supervision, it is reasonable

to provide each of the inspectors with a motorcycle. The Sub-district Offices also complain of the small amount of stationery provided by the Municipal Office. Every year they experience a shortage of paper, stencil sheets, and carbon paper. They say each year they need of approximately two reams of paper, fifty stencil sheets, and one hundred sheets of carbon paper in addition to what they are supplied.

(e) Finance

Ministerial Decree No.: 0134/0/1977, Article 55.5 states that the head of the Sub-district Office shall manage the finance, the personnel, and the office facilities in the Sub-district Office. In the latest job descriptions (Dep. P & K, 1978) it is also mentioned that the head of the Sub-district Office is responsible for the routine budget of the office.

In fact, the heads of the Sub-district Offices never deal with the financial matters of the office. Salaries are directly distributed by the Municipal Office to each employee. Every one has to go to the Municipal Office on pay day to receive their salaries and consequently the Sub-district Offices are seldom fully staffed and cannot operate well on pay days. This system is obviously not efficient and the personnel complain of it.

All office facilities such as papers, stencil sheets, glue, clips, and envelopes are bought and distributed by the Municipal Office once every three months. The opportunity is not given to the heads of the Sub-district Office to spend their own routine

budget. Therefore in practice, there is no office money that the heads of the Sub-district Offices have to be responsible for. The amount of salary seems to be a problem for all the personnel in the Sub-district Offices. All of them state that their salaries are not sufficient to support their families. Therefore they have to do other work outside the office to meet their needs. The data show that all inspectors and all members of the administrative staffs, although not the heads, have other work after office hours. This fact decreases the productivity of the personnel at the office because they cannot fully concentrate their efforts on their work with the Sub-district Offices.

### 5.3 Process Evaluation

The components of process evaluation to be discussed here include: planning, organizing, leading, and evaluating. These components are considered essential in the organizational process (Robbins, 1976).

#### (1) Planning

Information needed for planning in the Sub-district Offices is:

##### (a) How the objectives of the Sub-district Offices are defined

The organizational theorists of classical, neo-classical and modern theories all agree that one of an organization's functions is to achieve its objectives. Therefore every organization should have clear objectives understood by every member involved in the

organization. In relation to the importance of clearly defined objectives, managerial literature is sprinkled with such statements as (Hicks, 1972: 60):

- "1. Objectives serve as reference points for the efforts of the organization.
2. Objectives are necessary for co-ordinated efforts.
3. For co-ordination, the first step is to state the objectives the organization desires to achieve.
4. The organization that wishes to compete effectively and grow must continually renew its objectives.
5. Organizational objectives are the end toward which all organizational action is directed.
6. Objectives are prerequisite to determining policies, procedures, methods, strategies and rules.
7. Organizational objectives define the destination of the organization; they move forward as rapidly as they are approached or attained.
8. Clearly defined organizational objectives are analogous to a star which can be used for navigation by ships and airplanes."

Dressel (1976) characterizes the requirements of organizational objectives as highly visible and realistic, appropriate, relevant and related to the needs, consistent with each other, comprehensive and balanced, distinctive, attainable, and evaluable to some extent. Dressel's descriptions of the organizational objectives appear to be similar to McConkey's. McConkey (1975) describes the characteristics of the objectives of non-profit organizations such as educational organizations as specific and

measurable to some extent, addressing themselves to results (end result), realistic and attainable, matching experience and capability, consistent with responsibility and authority, updated, limited in number, vertically and horizontally compatible and clearly stated. Hicks (1972: 60) states the advantages of well defined objectives of organization as follows:

- (i) Encourages all members to work toward the same organizational objectives. Good objectives make behaviour in organizations more rational, more co-ordinated and thus more effective because everyone knows the goals.
- (ii) Yardsticks for measuring, comparing, and evaluating performance and also rational basis for settling disputes.
- (iii) Good motivators because they make it easier for a member to relate the accomplishment of his personal goals to the work of the organization.

General objectives of the Ministry of Education and Culture are stated in Presidential Decree No.: 4/1950, Article 3. These broad objectives have been specified and updated in GBHN of each Repelita. As GBHN still does not state the objectives and policies operationally, the Ministry of Education and Culture develops more specific operational objectives and transmits them to all units within the Ministry. The units are expected to develop the objectives in accordance with local conditions and needs which are proposed in UKOR (Proposal for Routine Programs) every

year. The UKOR's of Sub-district Offices in Kotamadya Medan are processed in the Municipal Office to be prepared for the higher levels and to be finalized at the Head Office in Jakarta. The information obtained from the heads of the Sub-district Offices in Kotamadya Medan indicates that they never receive back the approved proposals. Therefore they do not know whether their program proposals stated in UKOR are completely approved, revised or refused. As a consequence, they never implement the programs they propose in UKOR and merely continue with their routine work as stated in the job descriptions. Occasionally and in a seemingly random way they get instructions and programs from the Municipal Office in addition to their routine work. These programs are not the ones the Sub-district Offices have proposed in UKOR.

When the heads of the Sub-district Offices, the administrative staff members, and the inspectors were asked the objectives of the offices, they cited the objectives stated in Ministerial Decree No.: 0134/0/1977 (see Chapter III). These objectives are not specified and developed. As to whether the objectives stated in Ministerial Decree No.: 0134/0/1977 are clearly understood, all respondents answered affirmatively. However all of the respondents also agreed that the visibility and attainability of these objectives much depended on the quantity and quality of inputs available for the operation of the Sub-district Offices.

The inspectors for primary education explained

further that the objectives concerning the control of primary schools cannot be fully attained since the management and control of primary schools are still exercised by two bodies, the Ministry of Education and Culture and the Ministry of Internal Affairs.

Since Ministerial Decree No.: 0134/0/1977 does not state the objectives in quantitative terms and the Sub-district Offices do not develop and specify the objectives in measurable terms, it is obviously difficult to measure the attainment of the objectives precisely. Even the job descriptions state the performance standards for the heads and the inspectors in qualitative terms which make quantitative measurement difficult. These facts indicate that though these objectives of the Sub-district Offices are well understood and considered attainable, they need to be developed and specified if they are to be measured accurately.

(b) How the job descriptions are stated

The importance of clearly defined jobs is emphasized by organizational theorists. Carzo and Janouzas (1970) write that the classical theorists strongly believe that smooth co-ordination and control within the organization can be maintained only through a careful definition of tasks and specialized jobs. This is also recognized by the neo-classical and modern organizational theorists (Hodge and Johnson, 1970).

The absence of clearly defined jobs creates conflicts between superiors and subordinates.

McConkey (1970) writes that in the absence of clearly defined jobs management frequently grants promotion, compensation and other rewards to the deserving and the undeserving in relatively equal amounts. This results from the system having no effective way to evaluate performance.

Famularo (1971) states four general areas included in good job descriptions: function, responsibility, relationship, and accountability. The function section summarizes the general function of the job and briefly states its basic objectives. Responsibility and authority include the major specific responsibilities assigned to the position and often the major responsibilities refer to the factors or standards against which performance can be measured. In the definition of authority, the relationship between the subordinate and his superior is spelled out. Relationships describe the major relationships up and down the line of authority and at all levels outside the line of authority subordinate position directly by the position is included. The area of accountability concurs specific standards of performance which may be used in measuring individual performance.

The job descriptions of the position holders in the Sub-district Offices are stated in Ministerial Decree No.: 0134/0/1977 and have been clarified through inservice training to all the heads of the Sub-district Offices in Kotamadya Medan. As reported to the writer of this study, the staffs of four Sub-district Offices had received and read the copies of the decree and

received further explanation from their sub-district heads. But in the other one, Kecamatan Medan Tuntungan, the inspectors and the administrative staff had neither received nor read the decree.

The decree describes the principal tasks of the head, the inspectors, and the administrative staff. In regard to the areas important in good job descriptions as stated by Famularo, this decree is inadequate as it only covers the functions of the head, the inspectors and the administrative staff. Realizing the job descriptions were not complete, the Head Office issued a three-volume book "Uraian Jabatan" (Job descriptions) in 1978. The third volume contains more detailed job descriptions for the head and the inspectors in the Sub-district Office, developed from Ministerial Decree No.: 0134/0/1977. These job descriptions state job titles, functions, general and specific tasks, authority and responsibility, resources and sources, performance standards and requirements.

These job descriptions cover the four areas of good job descriptions prescribed by Formularo. However, in January 1979, this book was not available in the five Sub-district Offices and none of the personnel had ever seen it.

If every job must be clearly defined, the latest job descriptions provided by the Head Office are still not complete, because the duties of the administrative staff are not defined at all in that book. The functions of the administrative staff stated in the

Ministerial Decree, article 56, should also be developed and specified.

As to whether the job descriptions stated in Ministerial Decree No.: 0134/0/1977 are clearly understood, the following table tabulates the respondents' answers.

Table 5.2

The respondents' understanding of the job descriptions

Options	n	%
1. Clearly understand and do not need further clarification	5	14.29
2. Understand and do not need further clarification	6	17.14
3. Do not clearly understand and need further clarification	19	54.28
4. Do not understand and need further clarification	5	14.29
Total	35	100.00

The respondents choosing the first option are the heads of the five Sub-district Offices, those choosing the second option are six of the inspectors; those choosing the third option comprise 15 inspectors and 4 administrative staff members, and those choosing the fourth option comprise 4 inspectors and 1 administrative staff member. The data show only 31.43 percent (11 respondents) did not need further clarification and 68.57 percent (24 respondents) still needed further clarification of the job descriptions.

(c) The strategies used by the Sub-district Offices to achieve the objective

Albers (1974: 204) defines strategy in organization as "determination of long-term organizational objectives together with the adoption of plans and the resources allocation necessary to achieve them", or more briefly "strategy is a set of goals and major policies" (Dressel, 1976: 8).

Clarifying the similarities and the difference between strategy and tactics, Lucio and McNeil (1969: 54) write as follows:

"Both strategy and tactics are terms representing the act of employing certain procedures adroitly for the accomplishment of ends. Strategy involves the development of objectives and a plan of action for a large scale operation; tactics call for skilful direction of specific tasks and arrangement of particular conditions which contribute to the fulfilment of the plan".

Haimoun and Scott (1970) relate strategy with policy and objectives in the organization. They define strategy as the means of carrying out policy. Its primary concern is effect - that is, what plan will actually achieve the policy. From this point of view the objectives and policies are always antecedent to strategy.

Referring to the ideas of strategy proposed by some writers above, the strategies implemented by the five Sub-district Offices can be identified as

follows:

- (i) Follow the long and the intermediate term objectives provided by the Head Office.

As previously mentioned, the long term objectives of the Ministry of Education and Culture are stated in Presidential Decree No.: 4/1950, article 3 and the intermediate term objectives (five year term) are stated in the GBHN of each Repelita.

- (ii) Proposing short term objectives (one year term) to the Municipal Office.

Every year the Sub-district Offices prepare their short term planning proposals including objectives, budget, personnel, and programs. These proposals are processed by the Municipal Office to become the program proposal of the Municipal Office which is then proposed to the Provincial Office. However, these proposals are usually used only for the purpose of budgetting. The Sub-district Offices never get back their proposals and do not know whether their proposals are approved, because in actual fact they do not deal with their budgets and their routine needs are supplied by the Municipal Office. Consequently the Sub-district Offices do not implement their annual planning proposals; after submitting their plans they return to the routine tasks prescribed in the job descriptions.

- (iii) Accomplish the job instructions given by the Municipal Office.

In addition to the routine work, the Sub-district Offices carry out the job instructions given by the Municipal Office in a random way.

- (iv) Encourage the personnel to do their tasks as written in the job descriptions.

Due to the absence of short term objectives and the fact that the intermediate and long term objectives are very general, the heads of the Sub-district Offices encourage their subordinates to do their respective tasks written in the job descriptions. They hope they will be able to attain those objectives by doing so.

The above stated strategies seem not to meet the principles of appropriate strategies proposed by the organizational theorists. The Sub-district Offices could not develop their strategies due to inadequate resources and due to the absence of short term objectives for the work of the Sub-district Offices.

## (2) Organizing

Terry (1972: 298) defines organizing as "the establishment of effective behavioural relationships among persons so that they may work together efficiently and gain personal satisfaction in doing selected tasks under given environmental conditions for the purpose of achieving some goal or objective". This definition indicates that organizing brings together the basic resources in an orderly manner and arranges people in a pattern conducive to performing

the required activities. Organizing unites people in interrelated tasks and is intended to provide a framework for people to work together effectively toward accomplishment of specific goals.

Using a definition similar to Terry's, Robbins (1976) identifies the major components of organizing as the dividing up of the jobs, determination of the grouping of works, formation of authority, and equalizing of authority and responsibility. In the organizing process Robbins emphasizes the importance of co-ordinating the available resources, the administration or designs of a formal structure of tasks and authority relationship that will foster the effective and efficient attainment of goals. In this project the components of organization within the Sub-district Offices are identified according to the components as stated above by Robbins.

(a) The division of jobs

In line with the organizational structure prescribed by the Head Office, the jobs within the Sub-district Offices are divided into six divisions: management (head), administration, supervision for primary education, supervision for mass education, supervision for sports and youth education, and supervision for culture. None of the Sub-district Offices deviates from the structure defined by the Head Office.

The employees are grouped into these six divisions. In the five Sub-district Offices, there is only one inspector respectively for mass education, sports and youth education, and culture. Two of the Sub-district Offices have one inspector for primary

education, while the others have more than one. The administrative units of the Sub-district Office have three to six staff members.

The data gathered from the interviews and observation show that everybody in the Sub-district Offices has been grouped into one of the six divisions. All of the respondents in the five Sub-district Offices consider this division of jobs appropriate but additional administrative members and inspectors for primary education are still needed, especially in the offices having only three administrative staff members and/or imbalanced inspector-school ratios.

(b) Determination of grouping of work

The heads of the Sub-district Offices do not make any new policy regarding the grouping of the work. They follow the determination of the grouping of work as instructed by the higher levels of organization. The employees are grouped into their respective units on the basis of the regulations issued by the Municipal Office.

The heads of the Sub-district Offices divide the administrative tasks among the administrative staff members according to the number of personnel available. They are assigned to do different tasks such as statistics, filing, collecting data, and typing. In Kecamatan Medan Tuntungan and Kecamatan Medan Timur, each of which has three administrative staff members only, one staff member must do both statistics and data collection. In Kecamatan Medan Baru which has six administrative members, three of

them do typing and in Kecamatan Medan Kota which has five administrative members, two of them do typing.

In the Sub-district Offices having more than one inspector for primary education, the heads group the schools located close to each other on the basis of the number of inspectors available. This is to help them do the supervision more effectively and efficiently. Where there is a shortage of inspectors, the heads help the inspectors with the supervision.

The inspectors for primary education comment on this system, that having primary schools, kindergartens, and special schools grouped together for supervision by one inspector makes the supervision less effective. In practice most supervision is conducted at primary schools due to insufficient knowledge of the inspectors about the other two types of schools.

Assignment of work for the inspectors for mass education, sports and youth education, and culture seems not to create any problems because their tasks are quite distinct. These inspectors are satisfied with the existing grouping of work and did not comment on it.

Therefore it can be concluded that in general grouping of work in the Sub-district Offices seems to be appropriate but work is still imbalanced due to the shortage of personnel.

(c) Formation of authority grade

The heads of the Sub-district Offices state, the formation of authority in their offices is based in

Ministerial Decree No.: 0134/0/1977 which states that the head of the Sub-district Office has the highest grade of authority and responsibility within the office. To assist in the exercise of his responsibilities, he delegates authority to his subordinates. These subordinates, inspectors and administrative staff members are accountable to the head.

As Robbins (1976) and Terry (1972) state, in a good organization the higher the position in the organization the higher the authority level should be; this has been applied in the Sub-district Offices.

(d) Equalizing authority and responsibility

The job descriptions (Dep. P & K, 1978) state, one of the functions of the Sub-district Office head is to co-ordinate all educational and cultural activities in the sub-district area. Thus the head is authorized to supervise activities not only in primary education but also in secondary education. However as the heads of the Sub-district Offices have explained, they are unable to do this task satisfactorily because they do not have enough authority to supervise secondary education which is directly controlled by Kabid PMU (Secondary Education Unit) at the Provincial Office. None of the heads of the Sub-district Offices knows precisely what and how secondary schools are doing and none of them has ever been involved in planning for secondary schools in the Sub-district areas.

The inappropriate location of some primary schools, which has a negative impact on the educational process, also results from the dual management system of primary

schools. Decisions on the location of schools lie in the hands of Kantor Dinas P & K (The Educational Office of local government) which considers financial matters more than educational matters. The heads of the Sub-district Offices have to accept the decisions though these decisions do not suit the educational needs of the community.

The administrative staff members state, the authority they have is balanced with their responsibility and they do not have any problems in the exercise of their authority.

The inspectors for primary education indicate the dual management system of primary schools reduces their authority which is thus not balanced with their responsibility. Their programs of allocation and location of teachers as well as teacher promotion cannot work properly due to the regulations that these matters have to be finalized by Kantor Dinas P & K. The headmasters and the teachers are more loyal to Kantor Dinas P & K because of the fact that their promotions are decided and their salaries are paid by Kantor Dinas P & K.

The inspectors for mass education also experience an imbalance between their authority and responsibility. They cannot implement their programs successfully because mass education such as literacy courses, vocational and technical courses and other practical courses are organized and controlled by other government bodies. Moreover, the organizers of both private and government courses more often consult the

head of the MASORDA Section at the Municipal Office for administrative and educational matters and seldom consult the inspectors. This has prevented the inspectors from effective supervision of the courses.

The inspectors for sports and youth education do not face problems of imbalance between authority and responsibility. Nevertheless insufficient resources are identified as problems in exercising their authority and in fulfilling their responsibilities.

The inspectors for culture comment in regard to authority and responsibility that the local police are more powerful than they are in controlling the culture in the sub-district areas. Licences for cultural shows are issued by the Police Office without consulting the inspectors. This creates problems for the inspectors in ensuring that cultural activities are appropriate to the local society.

The above summary of comments shows that in general the heads and the inspectors in the Sub-district Offices face the problem of equalizing authority and responsibility. The heads of the Sub-district Offices have reported these problems to the Municipal Office but none of these problems has been resolved.

From the above discussion it is apparent that the Sub-district Office heads have organized their offices by dividing the work into six divisions in line with the organizational structure, grouping the personnel and the work on the basis of this division, delegating authority to and expecting corresponding responsibility from the

personnel. Nevertheless in actual practice there is still imbalance between authority and responsibility which burdens the heads and the inspectors for primary education, mass education, and culture in accomplishing their tasks effectively. The dual management system of education and culture in the sub-district areas is recognized as the most serious problem for the heads and the inspectors in exercising their authority. Due to their limited power and authority, none of the heads and the inspectors are able to solve this problem. The Municipal Office, which is expected to solve the problem, has not provided any effective solution.

### (3) Leading

Gibson and others (1973) define "leading" in the organizational context as a process of interaction between persons in which one person presents information of a sort and in such manner that the other becomes convinced that his outcomes will be improved if he behaves in the manner suggested or desired. Briefly, leading can be defined as the process of getting things done through interpersonal relations (Richman and Farmer, 1975).

Robbins (1976) identifies the components of leading as supervision, motivation, and communication. In this project these three components within the Sub-district Offices are discussed.

#### (a) Supervision

The term supervision refers to the activity of immediately directing the activities of subordinates (Robbins, 1976). The heads of Sub-district Offices

indicate they supervise their subordinates on the basis of their personal observation and written and oral reports provided by the subordinates. For this purpose the heads arrange regular staff meetings once a month and individual meetings as necessary. In addition, directions are also given informally and indirectly.

Aside from the supervision carried out by the heads of the Sub-district Offices, the head of the Municipal Office arranges regular meetings with the Sub-district heads and casual meetings with the inspectors for the purpose of supervision. The available information indicates that the process of supervision carried out within the Sub-district Offices meets the principles of good supervision proposed by Albers (1966) that supervision should be carried out continuously and by observing a subordinate's behaviour under various conditions. The latter, Albers says, is sometimes the best way to evaluate his performance or potential.

(b) Motivation

Motivating means "discovering the stimulus for particular individuals that will lead to desired behaviour" (Hicks, 1972: 33). In this process organizational members are motivated to work for organizational objectives when their concept of the organization's objectives is closely comparable to the actual organizational objectives for themselves. The central problem of motivation is, therefore, how to induce a group of people, each having his own

distinctive needs, and to work together toward the organization's objectives.

The ways in which a head motivates his subordinates seem to be similar from one office to another. The five Sub-district Office heads explained that proposing the promotions of the subordinates regularly and creating a good working atmosphere at the Office are the only means they use to motivate the subordinates to do their tasks properly. No other rewards and no punishment are given to them for the purpose of motivation. The heads of the Sub-district Offices indicate these are the only two measures open to them because of their limited authority and resources.

(c) Communication

Katz and Kahn (1966) define communication as the exchange of information and transmission of meaning. Communication within an organization can be identified as either formal or informal communications. Formal communication can be superior-subordinates, subordinates-superior, intra-administrative or external. Superior-subordinates interaction represents downward communication or vertical communication. These are administrative communications which provide instruction, information and clarification. When subordinates initiate communications to their superior the flow is upward and is also classified as vertical communication. This type of communication includes participation in decision making and expressions of dissatisfaction and opinions. Intra-administrative communication or horizontal communication passes across organizational

levels. It is particularly frequent between line and staff units. Formal communication takes place externally to the organization that is with outside groups. All this communication process takes place under the formal sanction of the organization. Aside from these formal communications, all organization members also engage in informal communications originating spontaneously outside the formal channels and being natural responses to the need for social interaction (Robbins, 1976 and Katz & Kahn, 1966).

The principle of unity of command also affects the process of communication within the organization. According to this principle, formal communications to and from outside the organization must pass through the head (Carzo & Janouzas, 1970 and Hicks & Gullett, 1975).

The data collected show the two communication types, formal and informal communication, flowing vertically or horizontally take place within the Sub-district Offices. The formal upward communications include reports on organizational practice, job implementations and proposals which are submitted in oral or written form. The formal downward communications include job instructions, job rationales, information on organizational procedures and practice, and feedback about the subordinates performance. These are transmitted in oral or written form. Formal intra-subordinate communication or horizontal communications include information on programs and suggestions.

The Sub-District heads and their subordinates indicate that all the formal upward and downward communication as well as the communications to and from outside the offices are channelled through the heads of the Offices. The data also show there are seldom problems in understanding the messages contained in the communications. If there is they usually can obtain clarification through informal communications.

The inspectors comment in regard to the principle of unity of command that this principle delays the flow of communication. The upward and downward communication between the inspectors and the Section heads at the Municipal Office takes more time than it should due to the heavy workload of the heads.

Supervision, motivation, and communication are inter-related components of the leading process. The head of the Municipal Office and the heads of the Sub-district Offices carry out supervision of their subordinates continuously on the basis of personal observation, oral and written reports. Their limited power and authority as well as insufficient resources make it possible for the heads to motivate the subordinates in only two ways, both of which are positive rewards.

Despite these shortcomings the communication process in the Sub-district Office is conducted according to the principle of unity of command.

#### (4) Evaluating

Within the organizational context, Robbins (1976: 413)

defines "evaluating" as "the process of monitoring activities to determine whether individual units and the organization itself are obtaining and utilizing their resources effectively and efficiently as to accomplish their objectives, and where this is not being achieved implementing corrective action".

This definition includes three steps of evaluating: measuring actual performance, comparing it with a standard to determine if there is any difference and correcting any deviations through remedial action.

The Municipal Offices evaluate the Sub-district Offices and the heads of the Sub-district Offices evaluate their subordinates twice a year, in July and December. The data used for the evaluations are personal observation, oral and written reports.

The second step in the evaluating process is "comparing" in which the actual performance and results are compared with the desired standards. The criterion applied in this comparing process is Ministerial Decree No.: 0134/0/1977; before this decree was issued, the criterion was not clear and varied from one office to another. Since this decree does not describe measurable objectives of the Sub-district Office but states the functions of the Sub-district Office including the head's, the inspectors' and the administrative staff's tasks, the standard used in this evaluation is the functions and not the objectives.

The remedial actions are carried out by the Municipal Office head and the Sub-district Office heads by advising and instructing the subordinates to operate as stated in the Ministerial decree.

These facts indicate that the result of the evaluation carried out by the Municipal Office head and the Sub-district Office heads cannot determine the effectiveness and efficiency of the Sub-district Offices.

#### 5.4 Product Evaluation

The organizational outcomes can be categorized as productivity, integration, organizational health and feedback. Organizational productivity refers to the attainment of organizational objectives or the fulfilment of organizational purposes. Organizational integration is the meshing of the needs of individuals and groups within the organization to meet organizational objectives. Organizational health represents the ability of an organization to maintain itself and its productivity in terms of the dynamic interaction of the organization and its environment. Organizational feedback is the inspection and modification of organizational resources, processes, procedures, or activity based on all other kinds of output or the results of system action, (Immegart and Pilecki, 1973).

The outcomes of the Sub-district Offices are classified into four categories of organizational outcomes as proposed by Immegart and Pilecki. Therefore the information needed for the evaluation of organizational products is:

##### (1) Organizational productivity

The statement of Immegart and Pilecki (1973) saying that the evaluation of organizational productivity should be based on the attainment of organizational objectives indicates that organizational productivity can be precisely measured only if the organizational objectives are stated

in measurable terms quantitatively and qualitatively. However, the objectives of the Sub-district Offices in Presidential Decree No.: 4/1950, in GBHN's and in Ministerial Decrees Nos.: 079/0/1975 and 0134/0/1977 are stated very broadly and are unmeasurable quantitatively and qualitatively. Therefore in this study the productivity of the Sub-district Offices is determined through the performance standards of the heads and the inspectors described in the job descriptions of 1978. This performance standard is also applied as a yard stick to measure the Sub-district Offices' productivity.

Since many of the criteria applied in measuring the performance standard are stated in qualitative terms which are difficult to measure unless sophisticated instruments are used, in this study the respondents' judgements as the main basis in evaluating such unmeasurable outcomes. It is also important to mention here that the job descriptions of 1978 do not describe the work of the administrative staff. Therefore the judgement of the Sub-district Office heads and the data collected through observation are the only criteria used to evaluate their performance.

(a) Heads

To what extent the Sub-district Office heads attain the performance standard stated in the job description of 1978 is shown in Table 5.3.

Category

a + indicating that the Sub-district Office produces annual, semester, quarterly and monthly programs and operates accordingly.

- indicating that the Sub-district Office

Table 5.3  
The Productivity of the Sub-district Office Heads

Product	Sub-district Office				
	1	2	3	4	5
a. Annual, semester, quarterly and monthly programs of the Sub-district Office	-	-	-	-	-
b. Program proposal for the activities of the Minicipal Office in the sub-district	-	-	+	-	-
c. Supervision of primary education, mass education, sports and youth education, and culture	+	+	+	+	+
d. Data on the evaluation of primary education, mass education, sports and youth education and culture in the sub-district	-	-	-	-	-
e. Data and information on primary education, mass education, sports and youth education, and culture in the sub-district	+	+	+	+	+
f. Working mechanism, co-ordination, integration, and synchronization within the Sub-district Office and with other bodies	+	+	+	+	+
g. Employees within the office carry out their tasks as described in the job descriptions	+	+	+	+	+
h. Improvement of employees' performance	+	+	+	+	+
i. Data on the evaluation of personnel performance within the Sub-district Office	-	-	-	-	-
j. Regular and casual reports of the Sub-district Office	+	+	+	+	+
k. Documents, letters and certificates	+	+	+	+	+

Notes: Sub-district Office 1: Kecamatan Medan Kota  
 2: Kecamatan Medan Timur  
 3: Kecamatan Medan Baru  
 4: Kecamatan Medan Denai  
 5: Kecamatan Medan Tuntungan

does not produce annual, semester, quarterly and monthly programs and operates on the basis of sub-district office functions stated in Ministerial Decree No.: 0134/0/1977.

- b + indicating that the Sub-district Office proposes a program for the activities of the Municipal Office in the sub-district every year.
- indicating that the Sub-district Office never proposes a program for the activities of the Municipal Office in the sub-district.
- c + indicating the Sub-district Office head's answer "Yes" to the question "Are the supervision, direction, and evaluation of primary education, mass education, sports and youth education and culture in the sub-district carried out according to the regulations and directions given by the Municipal Office?"
- indicating the Sub-district Office head's answer "No" to the above question.
- d + Complete data on the evaluation of primary education, mass education, sports and youth education, and culture in the sub-district are available at the Sub-district Office.
- Complete data on the evaluation of primary education, mass education, sports and youth education, and culture in the sub-district are not available at the Sub-district Office.

- e + Complete data on the primary education, mass education, sports and youth education, and culture in the sub-district are available at the Sub-district Office.
- Data on primary education, mass education, sports and youth education, and culture in the sub-district are not completely available in the Sub-district Office.
- f + Indicates the Sub-district Office head's answer "Yes" to the questions "Are working mechanism, co-ordination, integration, and synchronization within the Sub-district Office and with other bodies maintained properly as directed by the Municipal Office?"
- Indicates the Sub-district Office head's answer "No" to the above question.
- g + Indicates the Sub-district Office head's answer "Yes" to the question "Is each of the employees within the Sub-district Office carrying out his tasks as described in Ministerial Decree No.: 0134/0/1977?"
- Indicates the Sub-district Office head's answer "No" to the above question.
- h + Indicates the Sub-district Office head's answer "Yes" to the question "Is there any improvement in the personnel's working performance within the Sub-district Office?"
- Indicates the Sub-district Office head's answer "No" to the above question.

- i + the Sub-district Office has complete data on the evaluation of the personnel's performance in the Sub-district Office.
- the Sub-district Office does not have complete data on the evaluation of the personnel's performance in the Sub-district Office.
- j + indicates the Sub-district Office head's answer "Yes" to the question "Do you always submit regular and casual reports of the Sub-district Office to the Municipal Office at the time required?"
- indicates the Sub-district Office head's answer "No" to the above question.
- k + indicates the Sub-district Office head's answer "Yes" to the question "Do you always complete documents letters and certificates at the time required?"
- referring to the Sub-district Office head's answer "No" to the above question.

(b) Inspector for primary education

The productivity of the inspectors for primary education is shown in Table 5.4.

Category

- a + Program proposals for direction, evaluation, and supervision of primary education in the sub-district are prepared by the inspector according to the regulations and directions

Table 5.4

## The Productivity of the Inspectors for Primary Education

Product	Sub-district Office				
	1	2	3	4	5
a. Program proposals for direction, evaluation and supervision of primary education in the sub-district	-	-	+	-	-
b. Direction, evaluation, and supervision of curriculum implementation, technical staff, and primary education facilities in the sub-district	-	-	-	-	-
c. The establishment of new primary education institutions in the sub-district	-	-	-	-	-
d. Data and information on curriculum implementation, technical staff, and primary education facilities in the sub-district	+	+	+	+	+
e. Regular and casual reports on curriculum implementation, technical staff and primary education facilities in the sub-district	+	+	+	+	+
f. Data on the evaluation of job performance of the heads of the primary education institutions in the sub-district	-	-	-	-	-
g. Data on the evaluation of the primary education institutions in the sub-district	-	-	-	-	-
h. List of the candidates for the headmasters of primary education institutions	+	+	+	+	+
i. Documents, letters, and certificates	+	+	+	+	+

Notes: Sub-district Office 1: Kecamatan Medan Kota  
 2: Kecamatan Medan Timur  
 3: Kecamatan Medan Baru  
 4: Kecamatan Medan Denai  
 5: Kecamatan Medan Tuntungan

given by the Sub-district Office head.

- program proposals for direction, evaluation, and supervision of primary education in the sub-district are not prepared by the inspector.
- b + direction, evaluation, and supervision of curriculum implementation, technical staff, and primary education facilities in the sub-district are regularly carried out.
- direction, evaluation, and supervision of curriculum implementation, technical staff, and primary education facilities in the sub-district are not regularly carried out.
- c + indicates the inspector's answer "Yes" to the question "Do all the new primary education institutions in the sub-district fulfil the requirements defined by the Sub-district Office head?"
- indicates the inspector's answer "No" to the above question.
- d + the inspector has complete data on curriculum implementation, technical staff, and learning facilities for primary education in the sub-district.
- the inspector does not have complete data on curriculum implementation, technical staff, and learning facilities for primary education in the sub-district.
- e + indicates the inspector's answer "Yes" to

the question "Do you always prepare regular and casual reports on direction, evaluation, and supervision of curriculum implementation, technical staff and learning facilities for primary education at the time required?"

- indicates the inspector's answer "No" to the above question.

f + the inspector has complete data on the evaluation of the job performance of the headmasters of primary education institutions.

- the inspector does not have complete data on the evaluation of the job performance of the headmasters of primary education institutions.

g + the inspector has complete data on the evaluation of primary education institutions in the sub-district.

- the inspector does not have complete data on the evaluation of primary education institutions in the sub-district.

h + the inspector has prepared a list of candidates for the headmasters of the primary education institutions.

- the inspector has not prepared the list of candidates for the headmasters of the primary education institutions.

i + indicates the inspector's answer "Yes" to the question "Do you always complete documents, letters and certificates at the

time required?"

- indicates to the inspector's answer "No" to the above question.

(c) Inspector for mass education

The productivity of the inspectors for mass education in the five Sub-district Offices is shown in Table 5.5.

Category

- a + program proposals for implementation, direction, evaluation and supervision of mass education is prepared by the inspector according to the regulations and directions given by the Sub-district Office head.
- program proposals for implementation, direction, evaluation and supervision of mass education is not prepared by the inspector.
- b + direction, evaluation and supervision of program implementation, technical staff and facilities for mass education are carried out regularly and properly.
- direction, evaluation and supervision of program implementation, technical staff and facilities for mass education are not carried out regularly and properly.
- c + indicates the inspector's answer "Yes" to the question "Are the activities and the units of mass education in the sub-district organized according to the regulations and

Table 5.5

## The Productivity of the Inspectors for Mass Education

Product	Sub-district Office				
	1	2	3	4	5
a. Program proposals for direction, evaluation, and supervision of mass education in the sub-district	-	-	-	-	-
b. Direction, evaluation, and supervision of program implementation, technical staff, and facilities for mass education in the sub-district	-	-	-	-	-
c. Establishment of activities/units of mass education in the sub-district	-	-	-	-	-
d. Data and information on activities of mass education in the sub-district	+	+	+	+	+
e. Data on the skills and knowledge needed by local society	+	+	+	+	+
f. Candidates for technical staff for mass education in the sub-district	+	+	+	+	+
g. Regular and casual reports on the direction, supervision, and evaluation of mass education in the sub-district	+	+	+	+	+
h. Data on the evaluation of mass education in the sub-district	-	-	-	-	-
i. Documents, letters and certificates	+	+	+	+	+

Notes: Sub-district Office 1: Kecamatan Medan Kota  
 2: Kecamatan Medan Timur  
 3: Kecamatan Medan Baru  
 4: Kecamatan Medan Denai  
 5: Kecamatan Medan Tuntungan

directions given by the Sub-district Office head?"

- indicates the inspector's answer "No" to the above question.
- d + the inspector has complete data on mass education in the sub-district.
- the inspector does not have complete data on mass education in the sub-district.
- e + the insepctor has identified the skills and the knowledge needed by the local society.
- the inspector has not identified the skills and the knowledge needed by the local society.
- f + the inspector has prepared a list of candidates for technical staff for mass education in the sub-district.
- the inspector has not prepared a list of candidates for technical staff for mass education in the sub-district.
- g + indicates the inspector's answer "Yes" to the question "Do you always prepare regular and casual reports on the direction, evaluation and supervision of mass education in the sub-district?"
- indicates the inspector's answer "No" to the above question.
- h + the inspector has complete data on the evaluation of mass education in the sub-district.

- the inspector does not have complete data on the evaluation of mass education in the sub-district.
- i + indicates the inspector's answer "Yes" to the question "Do you always complete documents, letters and certificates at the time required?"
- indicates the inspector's answer "No" to the above question.

(d) Inspector for sports and youth education

The productivity of the inspectors for sports and youth education in the five Sub-district Offices is shown in Table 5.6.

Category

- a + program proposals for implementation, direction, evaluation and supervision of sports and youth education in the sub-district are prepared by the inspector according to the regulations and directions given by the Sub-district Office head.
- program proposals for implementation, direction, evaluation and supervision of sports and youth education are not prepared by the inspector.
- b + direction, evaluation, and supervision of the program implementation, technical staff and facilities for sports and youth education in the Sub-district are carried out regularly

Table 5.6  
The Productivity of the Inspectors for  
Sports and Youth Education

Product	Sub-district Office				
	1	2	3	4	5
a. Program proposal for implementation, direction, evaluation, and supervision of sports and youth education in the sub-district	-	-	-	-	-
b. Direction, evaluation, and supervision of the program implementation, technical staff and facilities for sports and youth education in the sub-district	-	-	-	-	-
c. Establishment of activities/units of sports and youth education in the sub-district	+	+	+	+	+
d. Data and information on sports and youth education in the sub-district	+	+	+	+	+
e. Data on the traditional sports of the local society	+	+	+	+	+
f. Candidates for technical staff for sports and youth education in the sub-district	+	-	+	-	+
g. Regular and casual reports on the direction, evaluation and supervision of sports and youth education in the sub-district	+	+	+	+	+
h. Data on the evaluation of activities/units of sports and youth education	-	-	-	-	-
i. Documents, letters, and certificates	+	+	+	+	+

Notes: Sub-district Office 1: Kecamatan Medan Kota  
 2: Kecamatan Medan Timur  
 3: Kecamatan Medan Baru  
 4: Kecamatan Medan Denai  
 5: Kecamatan Medan Tuntungan

as directed by the Sub-district Office head.

- direction, evaluation and supervision of program implementation, technical staff, and facilities for sports and youth education in the sub-district are not carried out as directed by the Sub-district Office head.
- c + indicates the inspector's answer "Yes" to the question "Are the activities/units of sports and youth education in the sub-district organized according to the regulations and directions given by the Sub-district Office head?"
  - indicates the inspector's answer "No" to the above question.
- d + the inspector has complete data and information on the sports and youth education in the sub-district.
  - the inspector does not have complete data and information on sports and youth education in the sub-district.
- e + the inspector has complete data on traditional sports of the local society.
  - the inspector does not have complete data on traditional sports of the local society.
- f + the inspector has prepared a list of candidates for technical staff for sports and youth education in the sub-district.
  - the inspector has not prepared a list of

candidates for technical staff for sports and youth education in the sub-district.

- g + indicates the inspector's answer "Yes" to the question "Do you always prepare regular and casual reports on the direction, evaluation and supervision of sports and youth education in the sub-district?"
- indicates the inspector's answer "No" to the above question.
- h + the inspector has complete data on the evaluation of the activities/units of sports and youth education in the sub-district.
- the inspector does not have complete data on the evaluation of the activities/units of sports and youth education in the sub-district.
- i + indicates the inspector's answer "Yes" to the question "Do you always complete documents, letters and certificates at the time required?"
- indicates the inspector's answer "No" to the above question.

(e) Inspector for Culture

The productivity of the inspectors for culture in the five Sub-district Offices is shown in Table 5.7.

Category

- a + program proposals for implementation, direction, evaluation, and supervision of the cultural activities in the sub-district are prepared by the inspector according to

Table 5.7

## The Productivity of the Inspectors for Culture

Product	Sub-district Office				
	1	2	3	4	5
a. Program proposals for implementation, direction, evaluation, and supervision of cultural activities in the sub-district	-	-	-	-	-
b. Direction, evaluation, and supervision of the program implementation, technical staff, and facilities for cultural activities in the sub-district	-	-	-	-	-
c. Establishment of cultural activities/units in the sub-district	+	+	+	+	+
d. Data and information on culture in the sub-district	+	+	+	+	+
e. Data on the traditional culture of local society	+	+	+	+	+
f. Regular and casual reports on the direction, evaluation, and supervision of cultural activities in the sub-district	+	+	+	+	+
g. Data on the evaluation of cultural activities/units in the sub-district	-	-	-	-	-
h. Documents, letters and certificates	+	+	+	+	+

Notes: Sub-district Office 1: Kecamatan Medan Kota  
 2: Kecamatan Medan Timur  
 3: Kecamatan Medan Baru  
 4: Kecamatan Medan Denai  
 5: Kecamatan Medan Tuntungan

the regulations and directions given by the Sub-district Office head.

- program proposals for implementation, direction, evaluation and supervision of the cultural activities are not prepared by the inspector.
- b + direction, evaluation, and supervision of the program implementation, technical staff, and facilities for cultural activities in the sub-district are carried out regularly as directed by the Sub-district Office head.
- direction, evaluation, and supervision of the program implementation, technical staff, and facilities for cultural activities in the sub-district are not carried out regularly and properly.
- c + indicates the inspector's answer "Yes" to the question "Are the activities/units of culture in the sub-district organized according to the regulations and directions given by the Sub-district Office head?"
- indicates the inspector's answer "No" to the above question.
- d + the inspector has complete data and information on cultural activities in the sub-district.
- the inspector does not have complete data and information on cultural activities in the sub-district.
- e + the inspector has complete data on the

- traditional culture of the local society.
- the inspector does not have complete data on the traditional culture of the local society.
- f + indicates the inspector's answer "Yes" to the question "Do you always prepare regular and casual reports in direction, evaluation, and supervision of the cultural activities in the sub-district at the time required?"
- indicates the inspector's answer "No" to the above question.
- g + the inspector has complete data on the evaluation of the cultural activities/units in the sub-district.
- the inspector does not have complete data on the evaluation of the cultural activities/units in the sub-district.
- h + indicates the inspector's answer "Yes" to the questions "Do you always complete documents, letters and certificates at the time required?"
- indicates the inspector's answer "No" to the above question.

### Discussion

Table 5.3 indicates, none of the Sub-district Office heads can fully attain the performance standards stated in the job descriptions of 1978. The degree of performance

standard attained is not much different from one office to another. None of the five Sub-district Offices operates on the basis of annual, semester, quarterly and monthly programs as expected in the job descriptions of 1978 and only one of the five Sub-district Offices proposes the programs for the Municipal Office activities in the sub-district. As described in the input evaluation, the Sub-district Office heads do propose annual programs to the Municipal Office. However, since in actual practice they never get any feedback from their proposals and they are not given opportunity to use their budgets for themselves, they do not implement nor develop their program proposals and operate on the basis of their functions stated in Ministerial Decree No.: 0134/0/1977.

The heads explain they evaluate primary education, mass education, sports and youth education, and culture in the sub-districts regularly, but the records of the evaluation are not available in the Sub-district Offices. This might mean that the Sub-district Offices do not have good filing systems.

All the Sub-district Office heads state that the working mechanism, co-ordination, integration, and synchronization of the activities in the Sub-district Offices are maintained as directed by the Municipal Office. The reliability of this statement is not explored further in this study. However, the absence of conflicts and overlapped programs in the Sub-district Offices supports the Sub-district heads' statement.

The heads also state that they evaluate their subordinates regularly, twice a year formally and every

month informally, but the records of this evaluation are not available. The records available on the evaluation of personnel performance at the time of promotion which is once in four years.

The Municipal Office head states that the Sub-district Offices always submit the regular and casual reports at the time required. Therefore the reliability of the Sub-district Office heads' statement that they always complete the regular and casual reports, documents, letters and certificates is verified.

As shown in Table 5.4, only one of the inspectors for primary education prepares his annual, semester, quarterly and monthly program proposals. The others sometimes prepare weekly program proposals for visiting the schools. None of them can direct, evaluate and supervise according to the regulations and directions given by the Sub-district Office heads due to the problems resulting from dual management of primary education and/or the unbalanced inspector-school ratios. Moreover, the direction, evaluation, and supervision of kindergartens and special schools cannot be carried out properly due to insufficient knowledge of the inspectors about these types of school. The regulation stating that school location and school building erection is determined by Dinas P dan K after consulting the Sub-district Office heads but the final decision is made by Dinas P dan K prevents the inspectors from ensuring that the new schools will conform with the regulations. As a consequence, a number of new primary schools are located improperly and the quality of the buildings is below the standard.

There are no available records on the evaluation of the headmasters of primary education institutions and the quality of primary education to support the inspectors' statements that they evaluate the headmasters and the quality of primary education regularly.

The reliability of the inspectors' statements that they always complete documents, letters and certificates at the time required is verified by the Sub-district Office heads.

As indicated in Table 5.5 none of the inspectors for mass education can fully attain the performance standard. The inspectors are able to carry out their routine functions only and are unable to develop their program proposals due to limited budget and facilities. The direction, evaluation and supervision cannot be carried out according to the regulations and directions given by the Sub-district Office heads due to the multilateral management and control of mass education in the sub-districts, insufficient finance and facilities as well as insufficient power and authority. These problems also make the evaluation of mass education units difficult.

The Sub-district Office heads verify the inspectors' statements that they complete documents, letters, and certificates at the time necessary.

Table 5.6 also shows that none of the inspectors for sports and youth education can fully attain the performance standard. The insufficient budget and facilities for sports and youth education available in the sub-district prevent the inspectors from preparing programs for implementation, direction, supervision and evaluation of

sports and youth education. The lack of finance and facilities also underlies the inspectors' reasons for not directing evaluating and supervising the activities/units of sports and youth education in the sub-districts according to the regulations and directions given by the Sub-district Office heads. Though they state that they evaluate the activities/units of sports and youth education regularly, there is no evidence to this effect available at the Sub-district Offices.

The Sub-district Office heads verify the inspectors' statements that they always complete documents, letters and certificates at the time required.

Table 5.7 indicates that the productivity of the inspectors for culture is below the performance standard. The reasons provided by the inspectors for not carrying out their tasks on the basis of set programs are the insufficient budgets and facilities available in the Sub-district Offices. Multilateral management and control of cultural activities in the sub-districts as well as insufficient power and authority are included among the factors preventing them from carrying out their tasks according to the regulations and directions given by the Sub-district Office heads. There is also no evidence that the inspectors evaluate the cultural activity regularly.

The inspectors' statements that they always complete documents, letters, and certificates related to their tasks at the time required is verified by the Sub-district Office heads.

The lack of data on the evaluation of education and culture in the sub-districts seems to indicate that the

administrative staff cannot function effectively, perhaps due to the insufficient number of staff members. If the administrative staff members have to be responsible for these incomplete data, the administrative staff cannot reach the performance standard. Viewing that other data and documents, letters as well as certificates can be completed at the time required, the existing number of administrative staff members seems to be sufficient. This is of course in contradiction with the need of the Sub-district Office for additional administrative staff members.

The comment of the Sub-district Office heads on this is that the inspectors are assigned to help the administrative staff to accomplish the administrative tasks within the Sub-district Offices.

## (2) Organizational integration

There are three indicators to be measured in evaluating organizational integration. The first is the potential for self-actualization within the organization, that is to what extent individuals as members of the organization are able to realize their highest personal goals. The second is group decision making that is to what extent the individual employee or group of employees is involved with management in making decisions regarding the achievement of organizational goals. The third is flexibility, that is an organizational member's or group's willingness to attempt and accept innovation, (Immegart and Pilecki, 1973).

To measure the potential of self-actualization within the Sub-district Offices the following question was asked the Sub-district Office heads. "Are the personnel willing

the question affirmatively, the heads provide further explanation saying that the inspectors for mass education, sports and youth education, and culture usually carry out their tasks outside office hours, in the afternoon or in the evening and the administrative staff often work over time to finish administrative tasks without any extra payment. In addition the Sub-district Office heads themselves often attend official meetings in and outside their areas at their own expense.

Group decision making in the Sub-district Offices seem to be low due to the fact that budgets and facilities for office operation are highly centralized. The personnel in the Sub-district Offices cannot develop and fully implement their program proposals due to limited budgets and facilities. Moreover they are not given opportunity to spend their own budget.

To measure their flexibility the following question was asked to the Sub-district Office heads "Did the personnel ever refuse to accept and obey new regulations and directions provided by their superiors?" Answering the question negatively, the Sub-district Office heads stated that there were quite a few new regulations and innovations provided by the Municipal Office in the past few years.

Although the study of organizational integration within the Sub-district Office was not carried out in detail, the above data lead to the conclusion that the organizational integration within the Sub-district Offices is satisfactory.

### (3) Organizational health

Immegart and Pilecki (1973) state three indicators to test organizational health: capacity to test reality, identity sense, and organizational adaptability.

Capacity to test reality represents the extent to which an organization searches out, accurately perceives, and correctly interprets the real property of the environment. Identity sense is the extent to which an organization evinces knowledge and insight into what it is, what its goals are, and what it is to do. Adaptability is the extent to which an organization solves problems and reacts with flexibility to changing environmental demands.

To measure the three indicators proposed by Immegart and Pilecki needs sophisticated instruments and thorough study which are regarded as beyond this pilot project. The indicators used to measure the organizational health in this project are: absenteeism, turnover, and conflicts. The absenteeism of the personnel in the five Sub-district Offices in 1978 is shown in Table 5.8.

The percentages of absenteeism among the Sub-district Office personnel in the five Sub-district Offices range from 0 percent to 2 percent. This is considered low. The data available show no turnover in the five Sub-district Offices since the Offices have been established.

In the discussion of organizational productivity, it has been pointed out that based on the Sub-district Office heads' statements there is no dangerous organizational conflict within the Sub-district Offices.

It can be concluded, therefore, that the organizational

Table 5.8  
The Absenteeism of the Personnel (1978)

Job Holders	1				2				3				4				5			
	a	b	tt	%	a	b	tt	%	a	b	tt	%	a	b	tt	%	a	b	tt	%
1. Head	-	2	2	.7	3	-	3	1	1	1	2	.7	1	3	4	1.3	2	4	6	2
2. Inspector for primary education	3	-	3	1	1	3	4	1.3	2	-	2	.7	2	-	2	.7	1	-	1	.3
3. Inspector for mass education	5	-	5	1.7	-	2	2	.7	2	1	3	1	1	1	2	.7	-	2	2	.7
4. Inspector for sports and youth education	1	-	1	.3	3	2	5	1.7	2	1	3	1	2	1	3	1	-	-	-	-
5. Administrative staff member	1	1	2	.7	-	-	-	-	3	-	3	1	1	1	2	.7	1	-	1	.3

Notes: 1: Kecamatan Medan Kota      a: absenteeism due to sickness  
 2: Kecamatan Medan Timur      b: absenteeism due to other reasons  
 3: Kecamatan Medan Baru      tt: total  
 4: Kecamatan Medan Denai  
 5: Kecamatan Medan Tuntungan

Working days: 300 days in 1978

health within the Sub-district Offices is relatively high from the perspectives of absenteeism, turnover, and organizational conflict.

#### (4) Feedback

Organizational feedback can be assessed in two ways: in terms of desirability and in terms of penetration. Desirability is the degree to which feedback and evaluation are encouraged and wanted by the organization. Penetration of feedback is the time it takes for feedback to travel from the point at which it re-enters the organization until it reaches all persons responsible for and holding commensurate authority for implementation. (Immegart and Pilecki, 1973).

The Sub-district Office heads receive feedback on their office performance from the higher levels of organization within the Ministry of Education and Culture, other bodies in the sub-district areas and from the community. The subordinates mostly receive feedback on their performance from the heads and the Municipal Office. In addition they also receive feedback from the schools or the units they supervise.

The information available indicates that the Sub-district Office heads are not reluctant to accept feedback and it is always transmitted to the responsible persons to be used for improving their performance.

From the above discussion on the evaluation of organizational product it can be concluded that it is difficult to measure the outcomes of the Sub-district Offices in terms of quality and quantity precisely because the objectives applied are too

general. The performance standards used as yardsticks in this study also have some weaknesses such as: a number of criteria used to measure the outcomes are stated in qualitative terms which are difficult to measure; the performance standards for administrative staff are not provided as these performance standards are not available at the Sub-district Offices. Due to these problems, the evaluation is less objective than is desirable.

Although the organizational integretaiion and organizational health of the Sub-district Offices seem to be satisfactory, none of the five Sub-district Offices can fully attain the performance standards defined by the Head Office due to the problems existing in the organizational inputs and process.

The evaluation of the Sub-district Offices in Kotamadya Medan above discussed can be summarized as follows:

Context evaluation:

Considering the previous organizational problems of the Ministry of Education and Culture in the sub-district areas in Kotamadya Medan on the one hand and the objectives set for the Sub-district Offices on the other, the policy of establishing the Sub-district Offices in Kotamadya Medan was reasonable. Nevertheless none of the objectives deals with the problems resulting from the multilateral management system of education and culture in the sub-district areas. These problems were inherited from the previous organizational structure.

Input evaluation:

Though the long - and intermediate - term objectives of the Sub-district Offices are clearly stated, these objectives are not developed into operational and measurable short term

objectives. This makes accurate measurement of the effectiveness and efficiency of the Sub-district Office impossible.

The available resources of both human and non-human inputs do not meet the minimum requirement of the Sub-district Offices to operate as they are expected in Ministerial Decrees No.: 079/0/1975 and No.: 0134/0/1977. Moreover due to the limited and insufficient inputs available, the Sub-district Offices cannot develop effective strategies to attain the long - and intermediate - term objectives.

Process evaluation:

The highly centralized administration system, insufficient inputs available and lack of authority as well as multilateral management system of education and culture in the sub-district areas hinder the Sub-district Offices from functioning effectively.

Product evaluation:

Although the organizational integration, organizational health, and organizational feedback seem to be satisfactory within the Sub-district Offices, none of the Sub-district Offices can fully achieve the performance standards required in the job descriptions of 1978 due to the problems in the inputs and the processes of the Sub-district Offices.

The rate of return of the Sub-district Offices cannot be calculated because the products of these offices cannot be valued in quantitative terms. However, comparing the costs of the Sub-district Offices which include personnel salaries and stationery expenses only with their products, it is reasonable to conclude that the costs of the Sub-district Offices are not too high.

## CHAPTER VI

## CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions(1) Regarding the organizational theories and the evaluation model

- (a) Organization theories were developed from classical theory through neo-classical theory to modern theory. This development included both macro and micro approaches to the study of organization. The classical theory focuses its study on the organizational anatomy and defines the organizational components rigidly. In classical theory organizational efforts are intended to maximize the attainment of organizational objectives. The neo-classical theory modifies the classical theory by integrating behavioural science into organization. Human interaction and the role of informal organization in the formal organization are recognized. The modern theory views organization as an open system consisting of interrelated components. The organization is studied as a whole with the emphasis put on the strategic parts of the system, the nature of their mutual dependency, the main process in the system, and the objectives sought by the system. The Sub-district Office of the Ministry of Education and Culture, as an organization, can be analysed on the basis of the system approach as applied by the modern organization theory. The components within the Sub-district Office can be identified as organizational inputs, organizational

process, and organizational outputs. The organizational principles such as division of labour, chain of command, span of control, and organization structure also can be observed in the Sub-district Office.

- (b) Stufflebeam's evaluation model (CIPP) is also derived from the system approach and focuses the evaluation on context, input, process, and product of organization. Since this model is congruent with the approach applied by modern organization theorists, it can be developed to evaluate the effectiveness of the Sub-district Offices in Kotamadya Medan. Moreover this model can be applied not only at the end of the program but also during the operation of the program.

However, the products of the Sub-district Offices are difficult to evaluate precisely, because the objectives of the Sub-district Offices are not developed into measurable terms and not all of what is produced by the Sub-district Offices can be quantified such as the improvement in the quality and quantity of education and culture and the impact they have on the environment in the sub-district.

- (c) Since the interviewer is also a staff member at the Head Office, he was always served officially and the interviews in the Sub-district Offices were conducted in formal meetings and tape-recorded. This may have influenced the interviewees to give less objective data and information.

Moreover in gathering data on organizational health, organizational integration, and organizational feedback, the methods employed, interviews and

document collection did not allow for as precise an evaluation as is desirable.

(2) Regarding the effectiveness of the Sub-district Offices

- (a) The evaluation of the previous organizational problems of the Ministry of Education and Culture in Kotamadya Medan indicates that the policy to establish Sub-district Offices in this municipality was reasonable. The objectives of the Sub-district Offices are appropriate for solving most of the previous problems. However, none of the objectives is intended to solve the problems of dual management of primary schools inherited from the previous organizational structure.
- (b) Although the organizational integration, organizational health and organizational feedback seem to be satisfactory, none of the Sub-district Offices can fully attain the performance standard defined by the Head Office due to the problems existing in the inputs and the processes of the Sub-district Offices.
- (c) Inadequate inputs quantitatively and qualitatively such as shortage of inspectors for primary education and administrative staff members, insufficient knowledge and skill of the existing personnel, inadequate office building space and poor and insufficient equipment prevent the Sub-district Offices from functioning properly as expected in Ministerial Decrees Nos. 079/0/1975 and 0134/0/1977.
- (d) The insufficient budget and the way in which it is spent prevent the Sub-district Offices from developing the long - and intermediate - term objectives into

operational short-term objectives.

The long- and intermediate-term objectives are stated in general terms and make the degree to which the Sub-district Offices achieve the objectives difficult to measure.

- (e) Ministerial Decree No.: 0134/0/1977 being used by the Sub-district Offices as their job descriptions does not fully define the tasks of the personnel. Furthermore this decree merely describe the functions of the Subdistrict Offices. Although this decree has been developed to provide more complete job descriptions in Uraian Jabatan (1978) this document is not available at the Sub-district Offices and these new job descriptions still do not define the tasks of the administrative staff.
- (f) The jobs within the Sub-district Offices have been divided into six divisions as required by Ministerial Decree No.: 079/0/1975 and the personnel are grouped on the basis of these divisions. The authority given to and the responsibility required from the heads and the inspectors are still unbalanced. The heads and the inspectors cannot fulfil their responsibilities due to the insufficient authority they have. This is primarily because the management and the control of education and culture in the sub-district areas are exercised by several bodies and the Sub-district Offices are not fully authorized to co-ordinate those bodies.
- (g) Supervision within the Sub-district Offices is regularly carried out by the Sub-district Office heads and

Municipal heads and attempts are made to motivate the subordinates through regular promotion and good working atmosphere.

The principle of unity of command implemented within the Ministry of Education and Culture has made the programs and the activities more integrated, and synchronized, but on the other hand it is thought to prolong the communication flow to and from the Sub-district Offices.

- (h) Although the job performance of the Sub-district Offices is officially evaluated twice a year, the outcomes of the evaluation cannot determine the precise effectiveness of the Sub-district Offices due to the unmeasurable objectives used.

## 6.2 Recommendations

### (1) Regarding the decision alternatives

Considering the outcomes of the Sub-district Offices and the problems within them on the one hand, and the criteria applied in choosing the decision alternatives as discussed in Chapter IV on the other, this study recommends to the decision makers in the Ministry of Education and Culture that they modify the Sub-district Offices in Kotamadya Medan.

### (2) Regarding further modification

In line with the decision above-recommended, the following actions are recommended:

- (a) The Sub-district Office should develop the long\_ and intermediate objectives into measurable and operational

short-term objectives. For this purpose, Management by Objective (MBO) should be used in defining the short-term objectives. Using MBO will facilitate the accurate evaluation of the effectiveness of the Sub-district Offices.

- (b) Administrative control is too centralized. There should be a better balance of power between the Sub-district Offices and the Head and Municipal Offices. The budget allocation for each Sub-district Office should be based on their program proposals which state their short-term objectives clearly. The Sub-district Offices should be given opportunity to spend their budgets according to their program proposals.
- (c) The management and the control of education and culture in the sub-district should be fully authorized to the Sub-district Office. Other bodies may be authorized to assist the Sub-district Office to carry out its functions.
- (d) All Sub-district Offices should be located in their own areas and equipped with reasonable facilities to enable them to operate effectively. The minimum office space should be 6 x 8 metres and in cases where an office building is not available, a classroom of a school can be used.
- (e) Additional inspectors for primary education and additional administrative staff members should be provided, so that the inspector-school ratios are balanced (1:20) and administrative tasks can be accomplished properly.

Inservice courses for personnel should be carried out regularly to enable them to accomplish their tasks as required at the stated performance standard.

- (f) Financial incentives should be given to the personnel for their overtime work.
- (g) The Municipal Office head and the Sub-district Office heads should be encouraged to minimize the obstructions in communication flow resulting from the principle of unity of command. The role of the heads in smoothing the communication within this principle is very important.
- (h) Evaluation of the Sub-district Office should be intensified and feedback should be provided to improve their productivity.

(3) Regarding further study

- (a) A balance between centralization and decentralization of administration of the Sub-district Offices is essential for the effective functioning of these offices. This study considers only superficially changes in this regard. Further study is needed in this area.
- (b) Since this study does not evaluate the appropriateness of the job specifications of the Sub-district Offices as stated in Uraian Jabatan (1978), it is necessary to evaluate how appropriate these job specifications are.
- (c) One objective of the Sub-district Office is to supervise education and culture in the sub-district.

One question which needs to be explored further is how significant is the impact of the Sub-district Offices.

- (d) Organizational integration, organizational health, and organizational feedback are not studied and evaluated in depth. More sophisticated instruments are required to study and evaluate them in order to obtain more objective results.



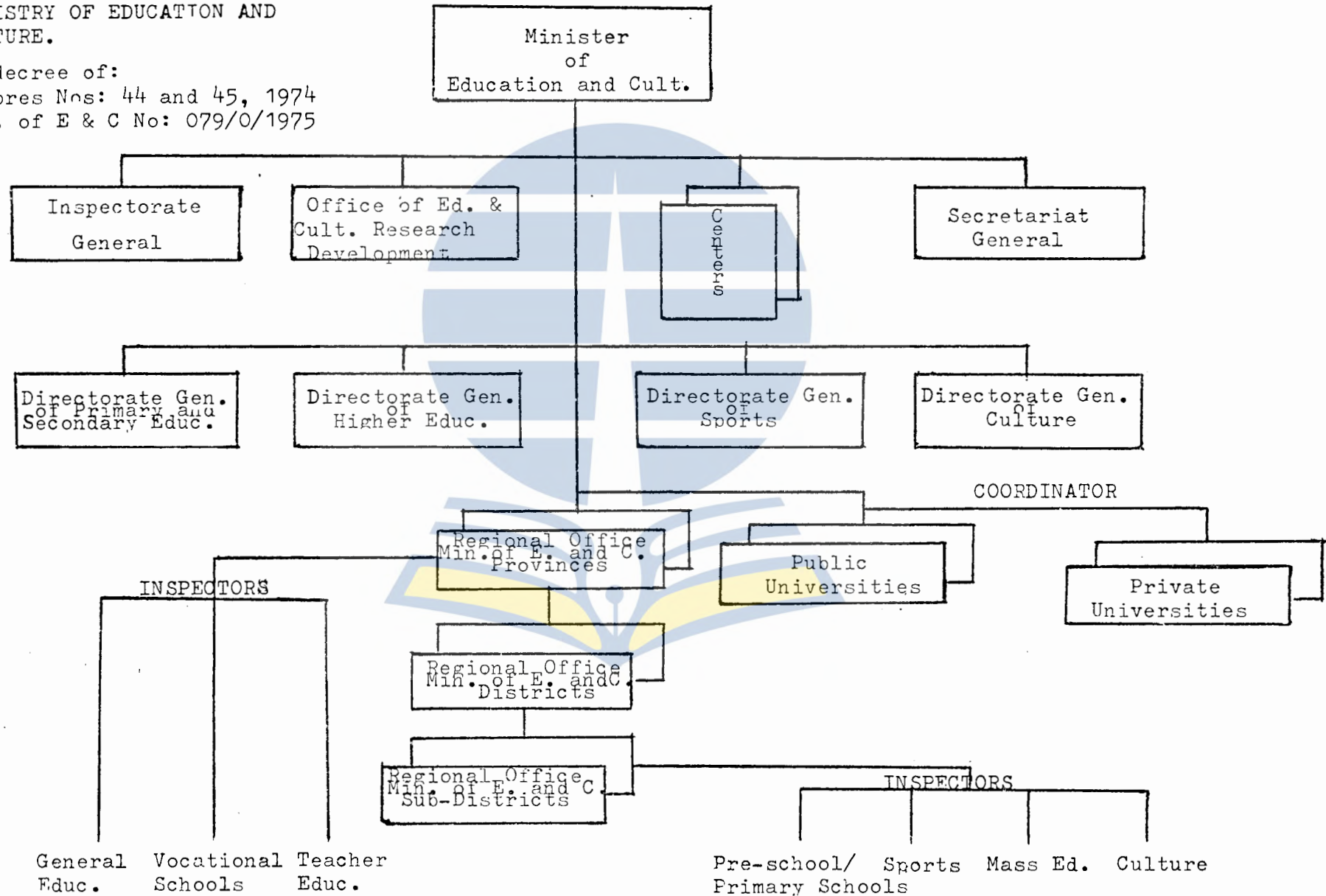
## APPENDIX A

ORGANIZATIONAL STRUCTURE  
MINISTRY OF EDUCATION AND  
CULTURE.

By decree of:

Keppres Nos: 44 and 45, 1974

Min. of E & C No: 079/0/1975



## APPENDIX B

POPULATION IN KOTAMADYA MEDAN  
1978

NO	SUB-DISTRICTS	POPULATION		
		MALE	FEMALE	TOTAL
1	MEDAN KOTA	111,109	119,933	231,042
2	MEDAN BARAT	66,275	65,985	132,260
3	MEDAN TIMUR	80,499	89,956	170,455
4	MEDAN BARU	57,675	59,962	117,637
5	MEDAN DENAI	57,626	59,735	117,361
6	MEDAN JOHOR	26,399	26,377	52,776
7	MEDAN TUNTUNGAN	8,529	8,530	17,059
8	MEDAN SUNGGAL	43,964	41,531	85,495
9	MEDAN DELI	24,567	24,381	48,948
10	MEDAN LABUHAN	27,160	26,591	53,751
11	MEDAN BELAWAN	31,449	33,227	64,676
	GRAND TOTAL	353,252	556,208	1,091,460

(Source: Dep. P &amp; K, Kodya Medan, 1978)

APPENDIX C<sub>1</sub>

NUMBER OF PERSONNELS BY OCCUPATION AND GRADE  
IN THE OFFICES OF THE MINISTRY OF EDUCATION  
AND CULTURE, KODYA MEDAN, 1 DEC. 1977

OCCUPATION		G R A D E S																				GRAND TOTAL		
		I					II					III					IV							
		a	b	c	d	TTL	a	b	c	d	TTL	a	b	c	d	TTL	a	b	c	d	e		TTL	
1.	HEAD OF THE OFFICES	-	-	-	-	-	-	-	-	3	3	5	2	2	-	9	-	-	-	-	-	-	-	12
2.	HEAD OF THE ADMINIS- TRATIVE SUB-SECTION	-	-	-	-	-	-	-	-	-	-	-	1	-	-	1	-	-	-	-	-	-	-	1
3.	HEAD OF THE GENERAL UNIT	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	-	1
4.	HEAD OF THE FINANCIAL UNIT	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	-	1
5.	HEAD OF THE PERSONNEL UNIT	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	-	1
6.	HEAD OF THE PRIMARY EDUCATION SECTION	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	1
7.	HEAD OF THE CULTURAL SECTION	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	-	1
8.	HEAD OF THE MASS EDUC. SPORT AND YOUNG GENERATION SECTION	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	-	1
9.	PRIMARY EDUCATION INSPECTORS	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	-	1
10.	CULTURAL INSPECTORS	-	-	-	-	-	-	-	1	10	11	3	-	-	-	3	-	-	-	-	-	-	-	14
11.	MASS EDUCATION INSPECTORS	-	-	-	-	-	-	1	4	5	10	1	-	-	-	1	-	-	-	-	-	-	-	11
12.	SPORT AND YOUNG GENERATION INSPECTORS	-	-	-	-	-	1	4	2	3	10	1	-	-	-	1	-	-	-	-	-	-	-	11
13.	STAFF MEMBERS	-	-	-	-	-	-	1	2	4	7	1	-	-	-	1	-	-	-	-	-	-	-	8
14.	CLERKS	14	12	8	3	39	-	-	-	-	-	-	-	-	-	4	-	-	-	-	-	-	-	79
TOTAL		14	12	8	3	39	20	21	37	38	116	18	4	4	-	26	-	-	-	-	-	-	-	181

(Source: Dep. P & R, Kodya Medan, 1978)

APPENDIX C<sub>2</sub>

NUMBER OF PERSONNELS BY OCCUPATION AND GRADE  
IN THE OFFICE OF THE MINISTRY OF EDUCATION  
AND CULTURE, KODYA MEDAN, 1 DEC. 1977

OCCUPATION	G R A D E S																					GRAND TOTAL
	I					II					III					IV						
	a	b	c	d	TTL	a	b	c	d	TTL	a	b	c	d	TTL	a	b	c	d	e	TTL	
HEAD OF THE OFFICE	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	1
HEAD OF ADMINIS- TRATIVE SUB-SECTION	-	-	-	-	-	-	-	-	-	-	-	1	-	-	1	-	-	-	-	-	-	1
HEAD OF THE GENERAL UNIT	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	1
HEAD OF THE FINANCIAL UNIT	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	1
HEAD OF THE PERSONNEL UNIT	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	1
HEAD OF THE PRIMARY EDUCATION SECTION	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	1
HEAD OF THE CULTURAL SECTION	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	1
HEAD OF THE MASS EDUC. SPORT AND YOUNG GENERATION SECTION	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	1
STAFF MEMBERS	-	-	-	-	-	8	8	20	12	48	3	1	-	-	4	-	-	-	-	-	-	52
CLERKS	3	5	3	2	13	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	13
TOTAL	3	5	3	2	13	8	8	20	12	48	7	2	3	-	12	-	-	-	-	-	-	73

(Source: Dep. P & K, Kodya Medan, 1978)

APPENDIX C<sub>3</sub>

NUMBER OF PERSONNELS BY GRADE  
IN THE OFFICES OF THE MINISTRY OF EDUCATION AND CULTURE  
KODYA MEDAN - 1 DEC. 1977

SUB-DISTRICTS	G R A D E S																				GRAND TOTAL
	I					II					III					IV					
	a	b	c	d	TTL	a	b	c	d	TTL	a	b	c	d	TTL	a	b	c	d	TTL	
MEDAN	1	-	-	1	2	3	1	3	2	9	2	-	-	-	2	-	-	-	-	-	13
MEDAN BARAT	3	1	-	-	4	-	1	2	2	5	-	1	-	-	1	-	-	-	-	-	10
MEDAN TIMUR	-	1	1	-	2	-	2	1	2	5	2	-	-	-	2	-	-	-	-	-	9
MEDAN BARU	-	2	1	-	3	1	3	-	2	6	2	1	-	-	3	-	-	-	-	-	12
MEDAN DENAI	1	1	-	1	3	1	-	3	2	6	-	-	-	-	-	-	-	-	-	-	9
MEDAN JOHOR	2	1	-	-	3	-	1	2	2	5	1	-	1	-	2	-	-	-	-	-	10
MEDAN TUNTUNGAN	2	-	-	-	2	1	-	1	3	5	1	-	-	-	1	-	-	-	-	-	8
MEDAN SUNGGAL	-	-	2	-	2	1	1	2	3	7	1	-	-	-	1	-	-	-	-	-	10
MEDAN DELI	1	1	1	-	3	1	2	3	2	8	-	-	-	-	-	-	-	-	-	-	11
MEDAN LABUHAN	1	-	-	1	2	1	1	-	4	6	1	-	-	-	1	-	-	-	-	-	9
MEDAN BELAWAN	-	-	-	-	-	3	1	-	2	6	1	-	-	-	1	-	-	-	-	-	7
REGIONAL OFFICE KODYA MEDAN	3	5	3	2	13	8	8	20	12	48	7	2	3	-	12	-	-	-	-	-	73
TOTAL	14	12	8	5	39	20	21	37	38	116	18	4	4	-	26	-	-	-	-	-	181

(Source: Dep. P & K, Kodya Medan, 1978)

Koleksi Perpustakaan Universitas terbuka

## APPENDIX D

PERSONNEL SALARY BY SUB DISTRICT  
 MINISTRY OF EDUCATION AND CULTURE KODYA MEDAN  
 DECEMBER 1978

NO	SUB DISTRICT	TOTAL
1	MEDAN KOTA	Rp. 721,240
2	MEDAN BARAT	Rp. 459,030
3	MEDAN TIMUR	Rp. 492,120
4	MEDAN BARU	Rp. 548,110
5	MEDAN DENAI	Rp. 409,810
6	MEDAN JOHOR	Rp. 458,600
7	MEDAN TUNTUNGAN	Rp. 412,720
8	MEDAN SUNGGAL	Rp. 488,050
9	MEDAN DELI	Rp. 438,510
10	MEDAN LABUHAN	Rp. 395,070
11	MEDAN BELAWAN	Rp. 301,780
	TOTAL	Rp. 5,125,040

(Source: Dep. P & K, Kodya Medan, 1978)

## APPENDIX: E

## Number of personnel in the sample Sub-district Offices

Position	Sub-district Offices					Total
	1	2	3	4	5	
1. Head	1	1	1	1	1	5
2. Administrative Staff	5	6	3	4	3	21
3. Inspector for Primary Education	4	2	2	1	1	10
4. Inspector for Mass Education	1	1	1	1	1	5
5. Inspector for Sports and Youth Education	1	1	1	1	1	5
6. Inspector for Culture	1	1	1	1	1	5
Total	13	12	9	9	8	51

Notes:

Sub-district Office 1: Kecamatan Medan Kota  
 2: Kecamatan Medan Baru  
 3: Kecamatan Medan Timur  
 4: Kecamatan Medan Denai  
 5: Kecamatan Medan Tuntungan

(Source: Dep. P & K, Kodya Medan, 1978)

APPENDIX F<sub>1</sub>

## NUMBER OF PRIMARY SCHOOLS IN KODYA MEDAN

1978

SUB-DISTRICTS	P R I M A R Y   S C H O O L S					TOTAL
	GOVERN	INPRES	SUBSID	AIDED	PRIVATE	
MEDAN KOTA	37	5	23	5	38	108
MEDAN BARAT	21	4	4	5	25	59
MEDAN TIMUR	32	4	19	6	32	93
MEDAN BARU	25	5	10	1	33	74
MEDAN DENAI	5	4	18	5	27	59
MEDAN JOHOR	17	5	5	3	8	38
MEDAN TUNTUNGAN	2	6	1	2	3	14
MEDAN SUNGGAL	11	4	7	2	24	48
MEDAN DELI	7	3	4	-	13	27
MEDAN LABUHAN	8	6	-	7	3	24
MEDAN BELAWAN	13	10	2	3	3	31
TOTAL	178	56	93	39	209	575

(Source: Dep. P&amp;K, Kodya Medan, 1978)

APPENDIX F<sub>2</sub>NUMBER OF PRIMARY SCHOOL TEACHERS  
IN KODYA MEDAN 1 DEC 1977

SUB-DISTRICTS	FULL TIME TEACHERS						PART TIME TEACHERS						
	GOVERN.	INPRES	SUBSID	AIDED	PRIV.	TTL	GOVERN.	INPRES	SUBSID	AIDED	PRIVATE	TTL	GRAND TOTAL
MEDAN KOTA	383	33	202	-	-	618	-	-	105	43	507	655	1273
MEDAN BARAT	200	34	31	31	263	559	-	-	-	-	-	-	559
MEDAN TIMUR	363	36	202	-	-	601	11	1	4	47	241	304	905
MEDAN BARU	258	20	81	11	308	678	678	2	7	-	4	691	1369
MEDAN DENAI	68	37	138	-	-	243	1	-	37	43	214	295	538
MEDAN JOHOR	179	36	56	22	8	301	-	-	-	-	46	46	347
MEDAN TUNTUNGAN	23	37	8	15	14	97	-	2	-	-	-	2	99
MEDAN SUNGGAL	129	38	82	-	-	249	-	-	13	16	169	198	447
MEDAN DELI	45	23	34	3	67	172	-	-	9	-	-	9	181
MEDAN LABUHAN	63	44	-	-	-	107	-	-	-	42	18	60	167
MEDAN BELAWAN	119	34	25	29	13	220	2	1	-	-	-	3	223
TOTAL	1830	372	859	111	673	3845	692	6	175	191	1199	2263	6108

(Source: Dep. P&amp;K, Kodya Medan, 1978)

APPENDIX F<sub>3</sub>

NUMBER OF CLASSES AND PUPILS  
IN INPRES PRIMARY SCHOOLS, KODYA MEDAN

1978

SUB-DISTRICTS	NUMBER OF CLASSES						NUMBER OF PUPILS						
	I	II	III	IV	V	VI	I	II	III	IV	V	VI	TTL
MEDAN KOTA	9	9	7	6	4	4	359	403	321	247	170	159	1,659
MEDAN BARAT	8	8	5	5	4	3	376	326	241	198	165	85	1,391
MEDAN TIMUR	12	12	8	5	5	3	534	511	307	219	182	71	1,824
MEDAN BARU	13	12	5	1	1	1	584	514	191	48	47	45	1,429
MEDAN DENAI	7	7	5	3	3	2	303	277	161	109	101	52	1,003
MEDAN JOHOR	11	11	5	5	3	2	378	377	226	142	67	41	1,231
MEDAN TUNTUNGAN	12	11	8	8	5	3	457	360	282	204	154	74	1,531
MEDAN SUNGGAL	12	12	10	7	7	5	490	481	353	287	231	195	2,037
MEDAN DELI	10	10	8	5	6	5	430	405	325	246	192	158	1,756
MEDAN LABUHAN	15	17	14	8	4	2	582	664	550	300	96	24	2,216
MEDAN BELAWAN	12	12	8	5	5	3	565	541	368	230	160	177	2,041
TOTAL	121	121	83	58	47	33	5,058	4,859	3,325	2,230	1,565	1,081	18,118

(Source: Dep. P&amp;K, Kodya Medan, 1978)

APPENDIX F<sub>4</sub>

NUMBER OF CLASSES AND PUPILS  
IN GOVERNMENT PRIMARY SCHOOLS, KODYA MEDAN  
1978

DISTRICTS	NUMBER OF CLASSES						NUMBER OF PUPILS						
	I	II	III	IV	V	VI	I	II	III	IV	V	VI	TTL
MEDAN	57	53	55	59	60	51	2,576	2,377	2,301	2,414	2,299	1,954	13,921
MEDAN BARAT	30	33	31	31	30	28	1,480	1,513	1,427	1,418	1,270	1,124	8,232
MEDAN TIMUR	51	57	61	59	54	47	2,476	2,693	2,687	2,555	2,353	906	13,670
MEDAN BARU	43	42	40	41	39	39	1,836	1,727	1,590	1,632	1,556	1,251	9,592
MEDAN DENAI	13	13	12	11	9	8	542	473	407	376	321	182	2,301
MEDAN JOHOR	25	27	24	24	22	19	1,085	999	889	821	824	713	5,331
MEDAN TUNTUNGAN	2	2	2	2	2	3	63	50	56	52	65	86	372
MEDAN SUNGGAL	31	20	17	19	17	15	759	736	633	616	590	537	3,871
MEDAN DELI	8	9	8	7	7	6	291	292	224	158	146	146	1,257
MEDAN LABUHAN	18	16	15	11	11	10	792	705	624	507	420	381	3,429
MEDAN BELAWAN	30	25	23	17	16	15	1,470	1,218	964	758	633	592	5,635
TOTAL	308	297	288	281	267	241	13,370	12,783	11,802	11,307	10,477	7,872	67,611

(Source: Dep. P&K, Kodya Medan, 1978)

APPENDIX F<sub>5</sub>

NUMBER OF CLASSES AND PUPILS  
IN SUBSIDIZED PRIMARY SCHOOLS, KODYA MEDAN

1978

SUB-DISTRICTS	NUMBER OF CLASSES						NUMBER OF PUPILS						
	I	II	III	IV	V	VI	I	II	III	IV	V	VI	TOTAL
MEDAN KOTA	39	40	38	35	36	30	1,517	1,576	1,443	1,278	1,324	1,055	8,193
MEDAN BARAT	10	10	8	7	5	4	489	429	329	305	209	1,655	1,926
MEDAN TIMUR	32	32	32	36	34	29	1,040	1,249	1,096	1,061	1,007	928	6,381
MEDAN BARU	12	14	14	14	13	12	418	569	546	538	470	392	2,933
MEDAN DENAI	9	8	7	8	6	4	450	360	307	274	181	134	1,706
MEDAN JOHOR	7	8	10	8	7	6	216	222	263	277	192	195	1,365
MEDAN TUNTUNGAN	1	1	1	1	1	1	38	48	45	48	36	30	245
MEDAN SUNGGAL	19	19	19	16	15	14	789	687	690	660	599	576	4,001
MEDAN DELI	38	37	36	36	32	28	1,576	1,476	1,420	1,360	1,192	1,007	8,031
MEDAN LABUHAN	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN BELAWAN	9	9	8	6	7	5	424	381	356	317	281	228	1,987
TOTAL	176	178	173	167	156	133	6,957	6,997	6,495	6,118	5,491	6,200	36,768

(Source: Dep. P&amp;K, Kodya Medan, 1978)

APPENDIX F<sub>6</sub>

NUMBER OF CLASSES AND PUPILS  
IN AIDED PRIMARY SCHOOLS, KODYA MEDAN  
1978

SUB-DISTRICTS	NUMBER OF CLASSES						NUMBER OF PUPILS						
	I	II	III	IV	V	VI	I	II	III	IV	V	VI	TTL
MEDAN KOTA	10	11	8	8	8	7	353	268	279	275	275	220	1,670
MEDAN BARAT	6	6	6	6	6	6	190	175	139	159	129	162	954
MEDAN TIMUR	8	7	7	7	6	6	348	297	288	243	250	227	1,653
MEDAN BARU	1	1	1	1	1	1	40	42	60	38	34	30	244
MEDAN DENAI	7	7	6	6	5	5	253	237	207	197	167	132	1,193
MEDAN JOHOR	4	4	4	4	4	3	183	167	188	163	150	127	978
MEDAN TUNTUNGAN	5	4	4	3	3	3	157	142	180	191	89	94	853
MEDAN SUNGGAL	5	3	3	3	3	3	152	165	156	130	111	111	825
MEDAN DELI	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN LABUHAN	12	12	11	10	8	7	528	486	560	372	253	204	2,403
MEDAN BELAWAN	6	6	6	6	6	6	236	234	186	225	236	222	1,339
TOTAL	64	61	56	54	50	47	2,440	2,213	2,243	1,993	1,694	1,529	12,112

(Source: Dep. P&K, Kodya Medan, 1978)

APPENDIX F<sub>7</sub>

NUMBER OF CLASSES AND PUPILS  
IN PRIVATE PRIMARY SCHOOLS, KODYA MEDAN  
1978

SUB-DISTRICTS	NUMBER OF CLASSES						NUMBER OF PUPILS						
	I	II	III	IV	V	VI	I	II	III	IV	V	VI	TTL
MEDAN KOTA	82	85	80	77	75	74	3,837	3,898	3,763	3,755	3,730	3,229	22,212
MEDAN BARAT	48	45	45	45	40	38	2,414	2,162	1,943	1,947	1,615	1,421	11,502
MEDAN TIMUR	46	44	43	44	41	38	1,992	1,869	1,627	1,575	1,296	1,217	9,576
MEDAN BARU	47	49	45	99	45	42	1,394	2,229	2,214	2,234	1,967	1,863	11,901
MEDAN DENAI	37	35	34	33	30	24	1,370	1,325	1,153	1,023	875	631	6,377
MEDAN JOHOR	8	9	9	8	7	8	359	351	359	270	197	197	1,733
MEDAN TUNTUNGAN	3	3	3	3	3	3	60	61	86	66	64	44	381
MEDAN SUNGGAL	39	40	37	39	28	24	1,628	1,546	1,354	1,258	1,005	850	7,641
MEDAN DELI	16	16	15	14	12	11	651	595	561	461	321	252	2,841
MEDAN LABUHAN	4	4	4	4	4	4	138	124	148	109	100	109	728
MEDAN BELAWAN	5	4	3	3	3	2	131	128	84	86	75	39	543
TOTAL	335	334	318	369	288	268	13,974	14,288	13,292	12,784	11,245	9,852	75,435

(Source: Dep. P&amp;K, Kodya Medan, 1978)

APPENDIX G<sub>1</sub>

## JUNIOR VOCATIONAL SECONDARY EDUCATION

KODYA MEDAN 1978

DISTRICTS	ST						SKKP						SMEP					
	1		2		3		1		2		3		1		2		3	
	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG
Medan Kota	1	2	27	16	444	182	1	-	23	-	207	-	-	-	-	-	-	-
Medan Barat	-	1	-	18	-	124	-	-	-	-	-	-	1	-	24	-	549	-
Medan Timur	2	-	70	-	833	-	-	-	-	-	-	-	-	-	-	-	-	-
Medan Baru	-	-	-	-	-	-	1	1	23	12	281	86	-	-	-	-	-	-
Medan Denai	-	1	-	9	-	48	-	-	-	-	-	-	-	-	-	-	-	-
Medan Johor	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Medan Tuntungan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Medan Sunggal	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Medan Deli	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Medan Labuhan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Medan Belawan	1	-	10	-	246	-	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL	4	4	107	43	1523	354	2	1	46	12	488	86	1	-	24	-	549	-

Notes: ST = Junior Technical School  
 SKKP = Junior Home Economic School  
 SMEP = Junior Economic School

1 = Number of Schools  
 2 = Number of Teachers  
 3 = Number of Students

G = Government  
 NG = Non-Government

Koleksi Perpustakaan Universitas terbuka  
 (Source: Dep. P & K, Sumut, 1978)

APPENDIX G<sub>2</sub>GENERAL SECONDARY EDUCATION  
IN KODYA MEDAN 1978

SUB DISTRICTS	SMP						SMA					
	1		2		3		1		2		3	
	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG
MEDAN	6	23	218	172	6235	7029	4	11	207	61	4508	5247
MEDAN BARAT	3	19	131	226	3020	4134	1	-	37	-	932	-
MEDAN TIMUR	2	30	52	238	1680	9778	3	6	141	60	3496	3309
MEDAN BARU	3	21	149	157	4085	4047	1	13	54	114	1422	6957
MEDAN DENAI	1	8	34	56	441	896	1	2	31	30	260	244
MEDAN JOHOR	-	9	-	54	-	1397	-	3	-	27	-	264
MEDAN TUNTUNGAN	-	2	-	17	-	110	-	-	-	-	-	-
MEDAN SUNGGAL	2	15	53	123	1031	2398	1	3	30	33	289	255
MEDAN DELI	-	3	-	21	-	627	-	-	-	-	-	-
MEDAN LABUHAN	1	1	53	9	970	1252	1	-	23	-	410	-
MEDAN BELAWAN	-	6	-	42	-	353	-	1	-	14	-	292
TOTAL	18	137	690	1115	17462	32021	12	39	523	339	11,317	16,568

Notes: SMP = Junior General Secondary School  
SMA = Senior General Secondary School

1 = Number of Schools

G = Government

2 = Number of Teachers

NG = Non-Government

3 = Number of Students

APPENDIX G<sub>3</sub>

## SENIOR VOCATIONAL SECONDARY EDUCATION

KODYA MEDAN 1978

SUB-DISTRICTS	STM						SKKA						SMTK					
	1		2		3		1		2		3		1		2		3	
	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG
MEDAN KOTA	2	4	79	78	1346	1574	-	1	-	12	-	54	-	-	-	-	-	-
MEDAN BARAT	-	2	-	45	-	739	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN TIMUR	2	2	71	68	1450	680	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN BARU	-	-	-	-	-	-	1	2	31	32	225	484	1	-	21	-	242	-
MEDAN DENAI	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN JOHOR	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN TUNTUNGAN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN SUNGGAL	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN DELI	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN LABUHAN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN BELAWAN	-	1	-	9	-	342	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL	4	8	150	200	2796	3335	1	3	31	44	225	538	1	-	21	-	242	-

Notes: STM = Senior Technical School  
 SKKA = Senior Home Economic School  
 SMTK = Senior Home Technical School

1 = Number of Schools  
 2 = Number of Teachers  
 3 = Number of Students

G = Government  
 NG = Non-Government

(Source: Pusat Perpustakaan Universitas terbuka, 1978)

APPENDIX G<sub>4</sub>

## SENIOR VOCATIONAL SECONDARY EDUCATION

KODYA MEDAN 1978

SUB-DISTRICTS	SMEA						SMPS						KPAA					
	1		2		3		1		2		3		1		2			
	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG		NG
MEDAN KOTA	1	2	35	77	548	656	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN BARAT	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN TIMUR	1	1	34	15	428	275	-	-	-	-	-	-	1	-	6	-	52	-
MEDAN BARU	-	-	-	-	-	-	1	-	30	-	251	-	-	-	-	-	-	-
MEDAN DENAI	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN JOHOR	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN TUNTUNGAN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN SUNGGAL	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN DELI	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN LABUHAN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN BELAWAN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL	2	3	69	92	976	931	1	-	30	-	251	-	1	-	6	-	52	-

Notes: SMEA = Senior Economic School  
 SMPS = Senior Social School  
 KPAA = Senior Administration Courses

1 = Number of Schools  
 2 = Number of Teachers  
 3 = Number of Students

G = Government  
 NG = Non-Government

(Source : Dep. P & K, Sumut, 1978)  
 Koleksi Perpustakaan Universitas terbuka

APPENDIX G<sub>5</sub>

## SENIOR VOCATIONAL SECONDARY EDUCATION

KODYA MEDAN 1978

SUB-DISTRICTS	SMM						SPG						SGO					
	1		2		3		1		2		3		1		2		3	
	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG	G	NG		
MEDAN KOTA	-	-	-	-	-	-	1	4	43	63	1194	693	1	-	22	-	372	-
MEDAN BARAT	-	-	-	-	-	-	-	3	-	43	-	983	-	-	-	-	-	-
MEDAN TIMUR	1	-	27	-	75	-	1	2	51	33	909	831	-	-	-	-	-	-
MEDAN BARU	-	-	-	-	-	-	-	2	-	34	-	568	-	-	-	-	-	-
MEDAN DENAI	-	-	-	-	-	-	-	1	-	16	-	159	-	-	-	-	-	-
MEDAN JOHOR	-	-	-	-	-	-	-	1	-	15	-	140	-	-	-	-	-	-
MEDAN TUNTUNGAN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN SUNGGAL	-	-	-	-	-	-	-	1	-	10	-	58	-	-	-	-	-	-
MEDAN DELI	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN LABUHAN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MEDAN BELAWAN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL	1	-	27	-	75	-	2	14	94	214	2103	3432	1	-	22	-	372	-

Notes: SMM = Music School  
 SPG = Teacher Training School  
 SGO = Sport Teacher Training School

1 = Number of Schools  
 2 = Number of Teachers  
 3 = Number of Students

G = Government  
 NG = Non-Government

(Source: Data P & K Sumut, 1978)

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## APPENDIX H

MINISTERIAL DECREE No. 079/0/1975  
CHAPTER LXXIII  
SUB-DISTRICT OFFICE OF THE MINISTRY  
OF EDUCATION AND CULTURE

## Act 1074

The task of the Sub-district Office of The Ministry of Education and Culture is to carry out the responsibility of the District/Municipal Office of The Ministry of Education and Culture within the sub-district.

## Act 1075

To complete the task stated within Act 1074, the Sub-district Office of The Ministry of Education and Culture functions:

- a. to manage the administration of the Sub-district Office of The Ministry of Education and Culture;
- b. to supervise kindergartens, primary schools, and special schools;
- c. to maintain and supervise mass education;
- d. to maintain and supervise sports and youth education;
- e. to maintain and supervise culture.

## Act 1076

The Sub-district Office of the Ministry of Education and Culture consists of:

- a. 2 (two) or 3 (three) administrative staff members;
- b. a number of sub-district inspectors, they are:
  1. one or more than one inspector for kindergartens,

- primary schools, and special schools;
2. one inspector for mass education;
  3. one inspector for sports and youth education;
  4. one inspector for culture.

In order to ensure equity of work load, there may be only one inspector for functions 2, 3, and 4.

(The original decree was written in the Indonesian language.)

## APPENDIX I

MINISTERIAL DECREE No. 0134/0/1977

## CHAPTER XIV

SUB-DISTRICT OFFICE OF THE MINISTRY  
OF EDUCATION AND CULTURE

## Act 55

The responsibility of the Sub-district Office of The Ministry of Education and Culture are:

1. to direct activities of kindergartens, primary schools, special schools, sports, youth education, mass education, and culture;
2. to evaluate the activities of kindergartens, primary schools, special schools, sports, youth education, mass education and culture;
3. to supervise kindergartens, primary schools, special schools, sports, youth education, mass education and culture;
4. to report on all activities of the Sub-district Office of The Ministry of Education and Culture to the District/Minicipal Office of The Ministry of Education and Culture;
5. to manage the financial, personnel, and office equipment within the Sub-district Office of The Ministry of Education and Culture.

## Act 56

The tasks of the administrative staff are to assist the head of the Sub-district Office of The Ministry of Education and Culture in:

1. managing office administration involving correspondence,

- typing, duplicating, filing and statistics;
- 2. managing finance, personnel, and office equipment;
- 3. maintaining office tidiness.

#### Act 57

The tasks of the inspector for kindergartens, primary schools, and special schools are to carry out the responsibility of the head of the Sub-district Office of The Ministry of Education and Culture including:

- 1. directing activities of kindergartens, primary schools and special schools;
- 3. supervising kindergartens, primary schools, and special schools and providing recommendations for the promotion of headmasters;
- 4. reporting on activities of kindergartens, primary schools, and special schools.

#### Act 58

The tasks of the inspector for mass education are to carry out the responsibility of the head of the Sub-district Office of The Ministry of Education and Culture including:

- 1. guiding the activities of mass education on the basis of predetermined programs;
- 2. directing and evaluating activities of mass education;
- 3. preparing leaders for mass education;
- 4. collecting data on activities of mass education;
- 5. reporting on activities of mass education;

6. providing the head of the District/Municipal Office of The Ministry of Education and Culture with opinions about and proposals for the improvement of mass education.

#### Act 59

The tasks of the inspector for sports and youth education are to carry out the responsibility of the head of the Sub-district Office of The Ministry of Education and Culture including:

1. guiding activities of sports and youth education on the basis of predetermined programs;
2. directing and evaluating activities of sports and youth education;
3. preparing leaders for sports and youth education;
4. collecting data on activities of sports and youth education;
5. reporting on activities of sports and youth education;
6. providing the head of the District/Municipal Office of The Ministry of Education and Culture with opinions about and proposals for the improvement of sports and youth education.

#### Act 60

The tasks of the inspector for culture are to carry out the responsibility of the head of the Sub-district Office of The Ministry of Education and Culture including:

1. motivating activities of culture on the basis of predetermined programs;
2. directing activities of culture;
3. evaluating activities of culture;

4. supervising units of culture;
5. reporting on cultural activities of the Sub-district Office of The Ministry of Education and Culture.

(The original decree was written in the Indonesian language.)

of Education and Culture in the sub-district before the implementation of the new organizational structure?

- 1.5 How effectively is the Sub-district Office dealing with these problems?
- 1.6 What problems have resulted from the organizational structure in the sub-district.
- 1.7 What resources are required by the Sub-district Office to operate effectively and what resources are available in practice?
- 1.8 What is the unit cost of the Sub-district Office per month?
- 1.9 How does the Sub-district Office utilize the available resources to maximize organizational effectiveness and efficiency?
- 1.10 Who plans, organizes, directs, and evaluates the activities carried out by the Sub-district Office?
- 1.11 Do the Sub-district Office personnel perform their individual duties as described in Ministerial Decree No.: 0134/0/1977?
- 1.12 What are the constraints and the problems faced by the Sub-district Office in its operation and how does the Sub-district Office head attempt to solve the problems?
- 1.13 Is there any government or private body conducting programs similar to those of the Sub-district Office?
- 1.14 Are the direction, supervision, and evaluation of

education and culture in the sub-district conducted according to the regulations and directions provided by the Municipal Office?

- 1.15 Are the working mechanism, co-ordination, integration, and synchronization of the programs and activities working properly as directed by the Municipal Office?
- 1.16 Are regular and casual reports of the Sub-district Office always submitted at the time required?
- 1.17 Are documents, letters and certificates under the authority of the Sub-district Office always accomplished at the time required?
- 1.18 Is there any improvement in the personnel job performance?
- 1.19 How does the Sub-district Office head co-operate with other bodies in the sub-district?
- 1.20 How is communication horizontally and vertically conducted within the Sub-district Office and with other bodies outside the Sub-district Office?

## 2. Primary Education:

- 2.1 Are the job descriptions for the inspector for primary education stated in Ministerial Decree No.: 0134/0/1977 clear and well understood?
- 2.2 What resources are required by the inspector to enable him to accomplish his tasks effectively and what resources are available in practice?
- 2.3 How does the inspector perform his tasks and what constraints and problems does he face in fulfilling

his tasks?

- 2.4 How does the inspector attempt to solve the existing problems?
- 2.5 Are direction, supervision, and evaluation of primary schools, kindergartens, and special schools carried out according to the regulations and directions provided by the Sub-district Office head?
- 2.6 Have the new primary schools, kindergartens, and special schools in the sub-district been established according to the existing regulations?
- 2.7 Does the inspector have complete relevant data on primary education in the sub-district?
- 2.8 Are regular and casual reports of primary education in the sub-district always submitted at the time required?
- 2.9 Are documents, letters, and certificates under the inspector's authority always completed at the time required?
- 2.10 What effects does supervision by the inspector have on the schools?

### 3. Mass Education:

- 3.1 Are the job descriptions for the insepctor for mass education stated in Ministerial Decree No.: 0134/0/1977 clear and well understood?
- 3.2 What resources are required by the inspector to enable him to accomplish his tasks effectively and what resources are available in practice?

### 3.3 Who defined the programs for mass education in the

sub-district and how were they defined?

- 3.4 How does the inspector carry out his tasks and what constraints and problems does he face?
- 3.5 How does the inspector attempt to solve the existing problems?
- 3.6 Are the programs and the activities of mass education in the sub-district organized according to the existing regulations?
- 3.7 Are direction, supervision, and evaluation of the programs and the activities of mass education in the sub-district carried out according to the direction and regulations provided by the Sub-district Office head?
- 3.8 Are regular and casual reports of mass education in the sub-district always submitted at the time required?
- 3.9 Are documents, letters, and certificates under the inspector's authority always completed at the time required?
- 3.10 Does the inspector have complete relevant data on mass education in the sub-district?
- 3.11 What effects does supervision by the inspector have on mass education in the sub-district?

#### 4. Sports and Youth Education:

- 4.1 Are the job descriptions for the inspector for sports and youth education stated in Ministerial Decree No.: 0134/0/1977 clear and well understood?

- 4.2 What resources are required by the inspector to enable him to accomplish his tasks effectively and what resources are available in practice?
- 4.3 Who defined the programs for sports and youth education in the sub-district and how were they defined?
- 4.4 How does the inspector carry out his tasks and what constraints and problems does he face?
- 4.5 How does the inspector attempt to solve the existing problems?
- 4.6 Are the programs and the activities of sports and youth education in the sub-district organized according to the existing regulations?
- 4.7 Are direction, supervision and evaluation of sports and youth education in the sub-district carried out according to the regulations and directions provided by the Sub-district Office head?
- 4.8 Does the inspector have complete relevant data on sports and youth education in the sub-district?
- 4.9 Are regular and casual reports of sports and youth education in the sub-district always submitted at the time required?
- 4.10 Are documents, letters, and certificates under the inspector's authority always completed at the time required?
- 4.11 What effects does supervision by the inspector have on sports and youth education in the sub-district?

## 5. Culture

- 5.1 Are the job descriptions for the inspector for culture stated in Ministerial Decree No.: 0134/0/1977 clear and well understood?
- 5.2 What resources are required by the inspector to enable him to accomplish his tasks effectively and what resources are available in practice?
- 5.3 Who defined the programs for cultural activities in the sub-district and how were they defined?
- 5.4 How does the inspector perform his tasks and what constraints and problems does the inspector face?
- 5.5 How does the inspector attempt to solve the existing problems?
- 5.6 Are direction, supervision, and evaluation of culture in the sub-district carried out according to the regulations and directions provided by the Sub-district Office head?
- 5.7 Are the programs and the activities of culture in the sub-district organized according to the existing regulations?
- 5.8 Does the inspector have complete relevant data on culture in the sub-district?
- 5.9 Are regular and casual reports of culture in the sub-district always submitted at the time required?
- 5.10 Are documents, letters, certificates under the inspector's authority always completed at the time required?

5.11 What effects does supervision by the inspector have on culture in the sub-district?

6. Administration

6.1 What are the tasks of administrative staff members?

6.2 What resources are required by the administrative staff to enable them to accomplish their tasks effectively and what resources are available in practice?

6.3 How do the administrative members carry out their tasks and what constraints and problems do they face?

6.4 How do the administrative staff members attempt to solve the existing problems?

6.5 Are administrative tasks always accomplished at the time required?

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#### Presidential Decrees

- No. 4/1950: Basic outlines of education in Indonesia.
- No. 65/1951: Decentralization of the management of primary education.
- No. 44/1974: Organizational structures of the Ministries.
- No. 45/1974: Functions of the Ministries.

#### Ministerial Decrees

- No. 072/0/1967: Functions and organizational structure of Provincial Office of the Ministry of Education and Culture.
- No. 022/0/1975: Reorganization of the units and reformation of the functions, duties, authorities, personnel and facilities within the Ministry of Education and Culture in regard to Presidential Decrees Nos. 44 and 45/1974.
- No. 079/0/1975: Organizational structure and job descriptions of the Ministry of Education and Culture.

- No. 094/0/1975: Implementation of Ministerial Decree  
No. 079/0/1975.
- No. 059/0/1976: Requirements and procedures for the establishment of Sub-district Office of the Ministry of Education and Culture.
- No. 076/P/1977: Structure of jobs and grades for structural and non-structural job holders within the Ministry of Education and Culture.
- No. 0134/0/1977: Job descriptions for Provincial, District/Municipal, Sub-district Offices of the Ministry of Education and Culture.
- No. 0155/0/1977: Establishment of the Sub-district Offices of the Ministry of Education and Culture in Kotamadya Medan.