Evaluation of Education Autonomy Improving Quality of Education Quality

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EVALUATION OF EDUCATION AUTONOMY
IMPROVING QUALITY OF EDUCATION QUALITY

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ABSTRACT

This study aims to evaluate the implementation of regional education autonomy in Indonesia. Quality assurance, quality assurance in education autonomy and the role of the Ministry of education and culture in guaranteeing the quality of the implementation of education au /tonomy in the regions. With the location of the object of research in the ministry of education and culture. This type of research is a qualitative descriptive evaluation. The source of information in this study is official data that has been published by the official government related to the ministry of education. Data collection techniques include/consists of interviews, observation and document study. Data analysis techniques include/consists of data collection, data reduction, data presentation, and drawing conclusions. Based on the results of the evaluation, the researchers gave the following recommendations: 1) the ministry of education and culture formed a body equivalent to echelon II whose main tasks and functions were to foster and supervise the implementation of educator and regional autonomy in Indonesia, 2) these institutions independently and reporting directly to the minister of education and culture, and 3) data and information on the results of the evaluation of autonomy are published officially and open to the general public

keywords: evaluation of descriptive models, educational autonomy, internal quality assurance

I. INTRODUCTION

Quality improvement is an important theme in the development of education in Indonesia. Since 2001 the Government of Indonesia has initiated several important and fundamental reforms in the Indonesian system including education in Indonesia through various policies. Based on the mandate of Law No. 22 of 1999 concerning local government which was revised into Law No. 32 of 2004 then refined to Law No.23 of 2014 is an effort to reform and improve the quality of education in Indonesia through regional education autonomy from 2001 continuing to the present. In law 23 of 2014 in article 31 accelerate the improvement of the quality of public services.

The responsibilities, duties and authority of the central government education sector in this case the ministry of education and culture (Kemendikbud) are delegated to the district / city / province regional government in this case the education office. For regions that want advancement in the field of education, they are very enthusiastic and serious in responding to the presence of educational autonomy to advance education in their regions. Where the autonomy of education in the area in the hope it can improve the quality and welfare of life in regions in Indonesia through education, because the previous education system is the centralization of obstacles in the development of education in the area in terms of quantity and quality. Autonomy of education based on needs and strengthened on the basis of legislation is the best solution to improve the quality of education in Indonesia as a nation that has diversity and a wide and diverse local characteristics, such conditions should benefit the development of educational policies in the autonomous region. education autonomy efforts whose processes are currently and are still being carried out, and several structures of educational autonomy are also available to transfer power from the central to the local level to ensure that education decision making becomes more efficient and responsive to local needs.

Autonomy (decentralization) of education is the process of delegating or delegating power (authority) from the leadership or superior to subordinate levels in the organization. Through decentralization, all decisions made in the body of an organization are delegated to the levels in their subordinates (Musaheri: 2005: 125). According to Hasbullah, (2006) In line with the direction of the policy of autonomy and decentralization pursued by the government, the responsibilities of regional governments will increase and broaden, including in the management of education. Local governments are expected to continuously improve their abilities in various stages of education development, starting from the formulation of regional policy, planning, implementation, to monitoring and monitoring in their respective regions in line with the national education policy outlined by the government. This was also conveyed by

according to Tilaar in Salman (2010) the notion of autonomy in the context of decentralized education, covering six aspects, namely: (1) Setting the balance of authority of the center and the regions, (2) Management of community participation in education, (3) Strengthening capacity local government management, (4) joint empowerment of educational resources, (5) partnership of education "stakeholders"; (6) development of social infrastructure. Strengthened according to Fasli Djajal and Dedi Supriadi (2001) Decentralization (autonomy) of education is a management system for realizing educational development that emphasizes diversity. Educational decentralization is defined as delegation of broader authority, and education autonomy according to the National Education System Law Number 20 Year 2003 is revealed in the Chapter on the Rights and Obligations of Citizens, Parents, Communities and Government. In the third part of Community Rights and Obligations Article 8 states that "Communities have the right to participate in planning, implementing, monitoring and evaluating educational programs; Article 9 The community is obliged to provide resource support in the administration of education. Like wise in the fourth part of the Rights and Obligations of the Government and Regional Governments, article 11 paragraph (2) "The Government and Regional Governments are obliged to guarantee the availability of funds for the implementation of education for every citizen aged seven to fifteen years".

In accelerating the realization of the implementation of educational autonomy in the regions with the efficienciely and effectivenessly of the administration of regional government in the field of education, it needs to be improved is the Indonesian government's national strategy to achieve a higher quality level of education in Indonesia. With the autonomy of education in the regions can improve the efficiency and effective management and job satisfaction of education customers in the regions and create an education system with concrete policies.

However, it is important to note that in 2001 to 2018, the application of quality in regional education autonomy in Indonesia was not entirely in good practice as desired. Seen Based on the Human Development Index (HDI), before the implementation of educational autonomy in 1995 and 1996 Indonesia was at the level of 105, in 1998 and in 2000 was at 109 level and in early 2001 the implementation of educational autonomy was at the level of 112, whereas after 4 years of entry into force education autonomy in 2005 Indonesia ranked 110th, in 2006 and in 2007 Indonesia ranked 108th, in 2008 ranked 109th, in 2009 ranked 111th, in 2010 Indonesia ranked 108th, in 2011 slipped to 124th, but in 2012 and in 2013 Indonesia to be 121th place, there was an increase in 2014 to 108th place, in 2015 Indonesia again dropped to 113th place and survived in 2016, in 2017 and in 2018 decrease at the 116th place.

Based on the HDI data, it is clear that the quality of educational resources in Indonesia has actually decreased, but Indonesia's HDI ranking was better when before the regional autonomy policy. Where the purpose of regional autonomy based on law 23 of 2014 is to accelerate the realization of people's welfare through improving services, empowerment, and community participation, and increasing regional competitiveness. which is expected with the autonomy of education in the regions can increase the development of human resources in Indonesia but is inversely proportional to the reality of the decline in human resources in Indonesia in the era of regional autonomy

When viewed the development of national education that can be measured through APK (raising gross participation), APM (pure enrollment rate) and APS (school participation rate) seen decreasing school age participation at the next level. Where/which the number of elementary school age decrease in junior high school participation and likewise junior high school has decreased to high school / vocation participation in the following year.

Table 1 raising gross participation (APK) National 2011-2018

Angka Partisipasi Kasar (A P K) Nasional 2011-2018								
Jenjang	2011	2012	2013	2014	2015	2016	2017	2018
SD/MI/Paket A	102.57	104.33	107.71	108.87	110.5	109.31	108.5	108.61
SMP/Mts/Paket B	89.83	89.49	85.96	88.63	91.17	90.12	90.23	91.52
SM/SMK/MA/Paket C	64.9	68.8	66.61	74.26	78.02	80.89	82.84	80.68

sumber : https://www.bps.go.id

Table 2 pure enrollment rate (APM) National 2011-2018

Angka Partisipasi Murni (A P M) Nasional 2011-2018								
Jenjang	2011	2012	2013	2014	2015	2016	2017	2018
SD/MI/Paket A	91.07	92.54	95.59	96.45	96.7	96.82	97.19	97.58
SMP/Mts/Paket B	68.36	70.93	73.88	77.53	77.82	77.95	78.4	78.84
SM/SMK/MA/Paket C	48.07	51.88	54.25	59.35	59.71	59.95	60.37	60.67

sumber : https://www.bps.go.id

In law 23 year 2014 Article 8 paragraph (1) Development and supervision by the Central Government as referred to in Article 7 paragraph (1) of the implementation of Government Affairs by the provincial Region is carried out by the minister / head of non-ministerial government institutions. Quality assurance arrangements are needed to protect or maintain educational autonomy and also to monitor whether it is in line with expected by the

ministry of education and culture as responsible for the implementation of education in Indonesia.

Based on the data the human development index and the APK / APM above, it is needed an important effort by the Ministry of Education and Culture to develop internal quality assurance activities in the implementation of educational autonomy in Indonesia. In a healthy organization, continuous quality improvement must be a major concern. Quality assurance must be encouraged internally, institutionalized in the standard procedures of each organization. Based on that, the ministry of education and culture records the districts, cities or provinces that implement very good educational autonomy and vice versa. In guaranteeing the quality of the internal autonomy of education, it requires stages, including through the evaluation of the implementation of internal quality assurance activities in the autonomy of education in Indonesia. Quality assurance is an important part of the autonomy of education in Indonesia with a system of quality assurance of education autonomy in this area functioning as a tool to maintain high standards in the implementation of quality education autonomy in the region. Furthermore, up to now there is no expected system as a tool for continuous improvement in all aspects of the implementation of regional education autonomy. If you look at the development of the implementation of the education autonomy policy from 2001 to the present, it is appropriate to need an evaluation to find out the effectiveness of the implementation. Through the evaluation, it is hoped that the government will get a picture of interpretation, assessment and know the implementation of educational autonomy in an objective region.

Design of internal quality assurance evaluation, there are three main intentions of the research of internal quality assurance in the assessment of the application of educational autonomy in Indonesia. These reasons are as follows:

1. Assess the extent of the implementation of the internal quality assurance of the ministry of education and culture in the assessment of regional autonomy in education.

2. Presenting quality profiles from each province or district / city under the internal quality assurance program. The purpose this profile is to expose the strengths and weaknesses of the implementation of educational autonomy in the regions. By doing this it will be safe as a model for regions or higher institutions that are still lagging behind in the implementation of education autonomy.

3. The program also intends to provide feedback, suggestions and recommendations to the ministry of education and culture and the autonomous region that has implemented

educational autonomy. It will have institutions to improve, develop and also to align the implementation of internal quality assurance in its institutions.

In Law No- 23 of 2014 in consideration of the main purpose of the implementation of regional government is directed to accelerate the realization of community welfare through improving services, empowerment, and community participation, as well as increasing regional competitiveness with efficiency and effectiveness. hence this research is focused on the central Government in this case the Ministry of Education and Culture (Kemendikbud) can ensure the implementation and improvement of national education development in the era of the policy of implementing educational autonomy.

2. METHOD

This research is an evaluation research with a qualitative descriptive approach by revealing events or facts, circumstances, phenomena that occur when the research takes place that is objective, systematic, analytical and descriptive, with consideration of knowing internal quality assurance management in the autonomy of education being an inseparable part of the process education development in Indonesia. a qualitative approach, researchers try to uncover how the management of internal quality assurance is carried out in the ministry of education and culture during the implementation of regional education autonomy. Qualitative research places more emphasis on process rather than results.

The data used in this study are secondary data from 2011 to 2018, from the Human Development Index, a survey of the Indonesian statistical center and data from the ministry of education and culture. The unit of analysis in this study is the stake holder of the ministry of education and culture. The reason for taking the data is official data from related institutions and to find out how far the achievement of the quality assurance of the quality of education autonomy in Indonesia in the development of education in Indonesia which is run by local governments.

3. DISCUSSION

3.1. Quality assurance

When discussing the notion of quality or quality of each individual / person can be different meanings, because quality has various / many criteria and is very dependent on the context. When defining quality requires a comprehensive view. In this case, there are several elements that can make something said to be quality. First, quality includes the business of meeting or exceeding customer expectations. Second, quality includes products, services,

people, processes and the environment. Third, quality is a condition that is always changing (which is considered quality now may be considered less quality at another time). Fourth, quality is a dynamic condition related to products, services, people, processes, and the environment that meets or exceeds expectations. When viewed in terms of the correlation of quality with educational autonomy, that the quality of education autonomy is the ability of the region in the development and implementation of education in the region in operational and efficient management of components related to education, so as to produce added value to these components according to norms / standards applicable. Quality of education refers to input, process, output, and impact. The quality of input can be seen from several contents. First, the condition of whether or not the input of human resources, such as ministry officials, heads of offices, schools, teachers, and students. Secondly, whether or not the policy input criteria for pro education development meet or not in the region and the education budget is at least 20% Third, whether the input criteria are in the form of software, such as regulations, policies in the development / implementation of education in the regions, job descriptions, and organizational structure. Fourth, the quality of inputs that are expectations and reality, such as achievement with expectations.

The purpose of quality assurance activities is beneficial, both for internal and external parties of the organization. According to Yorke (1997), the purpose of guarantee (Assurance) of the quality include the following: 1). Helping improvements and improvements continuously and continuously through best practices and willing to make innovations, 2). Make it easy to get help, either money loans or facilities or other assistance from strong and trustworthy institutions, 3). Providing information to the community according to targets and time consistently, and if possible, comparing the standards that have been achieved with competing standards, 4). Guarantee that there are no unwanted things. In addition, according to also (Yorke, 1997) the purpose of holding a quality assurance (Quality Assurance) is to be able to satisfy the various parties involved in it, so that they can successfully achieve their respective goals. Quality assurance is an integrated part in forming a quality product and service for an organization or company. The quality assurance mechanism used must also be able to stop the change if it is assessed that the change is going towards a decline or setback. Meanwhile, according to Stebbing (1993) relating to quality assurance, describes the quality assurance activities as follows:

1) Quality assurance is not quality control or inspection. Although the quality assurance program covers quality control and inspection, both activities are only part of a commitment to overall quality,

2) Quality assurance is not an extraordinary checking activity. In other words, the quality control department does not have to take responsibility in checking everything that is done by others.

3) Quality assurance is not the responsibility of the design department. In other words, the quality assurance department is not a design or engineering decision, but it requires people who can be responsible for making decisions in the fields needed in design.

4) Quality assurance is not an area that requires a very large cost. Documentation and certification relating to quality assurance is not a waste.

5) Quality assurance activities are control activities through proper procedures, so as to achieve improvements in efficiency, productivity and profitability.

6) Quality assurance is not medicine to cure various diseases. With quality assurance, it will be able to do everything well from the beginning and every time.

7) Quality assurance is an activity to achieve cost-effective, help increase productivity.

Based on the description from several experts above, it can be concluded that the guarantee of the quality of the implementation of educational autonomy in the regions is a step that must be prioritized in the management of education effectively and efficiently in order to realize educational services to the people in their area. Quality assurance aims to help continuous improvement and improvement. continuously and continuously in order to achieve the goals of education development.

3.2. Quality assurance in educational autonomy

Quality assurance is a systematic and ongoing process that aims to produce, improve and maintain the quality of a central and local government work so that quality education is guaranteed and is quickly felt by the community. Quality assurance of education autonomy in Indonesia is carried out to measure how effective the policy of education autonomy is implemented and how high the quality of education it produces, in addition to increasing competitiveness between regional and other regional education. Quality (quality) means compliance with requirements. Requirements that make it possible to measure quality by knowing that something that meets certain requirements to say quality. Macdonald (1993: 6), while according to Wijatno (2009) the definition of Quality Assurance (quality) is the process of establishing and fulfilling management quality standards consistently and sustainably, so that consumers, producers, and other interested parties obtain satisfaction, reinforced Sower (2009)) defines Quality Assurance as follows: Quality Assurance (QA) is a broad concept that

focuses on the entire quality system, including suppliers and ultimate consumers of the product or service. It includes all activities designed to produce products and services of appropriate quality. According to Damrong (2003) Quality assurance is an effort to ensure that systems, processes and procedures are in accordance with the promised standards, expectations, or plans. And the same thing is according to Kis, (2005) The concept of quality assurance is basically that quality assurance is a form of releasing responsibility, decentralizing responsibility for decision making at the level of educational institutions, according to Rusman, (2009: 560). in general the aim of education quality assurance is to plan, achieve, maintain and improve the quality of education on an ongoing basis in certain education units.

Based on the discussion and combination of existing expert opinions, the authors conclude that the common thread is:

1) responsibility for the quality of education in the autonomy of education is fully to the Ministry of education and culture as responsible for education in Indonesia;

2) the existence of benchmarks as a key to guaranteeing the quality of education, namely the determination and fulfillment of quality management standards for education autonomy;

3) the quality of education in the regions must be planned, achieved, maintained, and improved consistently;

3.3. The role of the Ministry of education and culture in guaranteeing the quality of the implementation of educational autonomy in the regions

In the instrument that was obtained and carried out by the Ministry of Education and Culture in knowing the quality of education in the regions, it was limited to the value of the national examination (UN), even though UN data was very minimal, digging deeper to get a map of quality and could not make reference in improving and guaranteeing the quality of education in the region. where the UN is the final process in the education process in the area.

The Ministry of Education and Culture in undergoing quality assurance or Quality Assurance (QA) is generally responsible for ensuring educational products or services meet the established standards including guidance and supervision of the administration of government affairs by regions including education autonomy as stipulated in law 23 of 2014 In article 7 (1) the Central Government provides guidance and supervision over the implementation of Government Affairs by the Regions. Article 8 (1) Guidance and supervision by the Central Government as referred to in Article 7 paragraph (1) for the administration of Government Affairs by the provincial Region shall be carried out by the minister / head of the non-ministerial government institution. 2) Guidance and supervision by the Central Government as

referred to in Article 7 paragraph (1) of the administration of Government Affairs by the regency / city Region is carried out by the governor as a representative of the Central Government. (3) Guidance and supervision as referred to in paragraph (1) and paragraph (2) are nationally coordinated by the Minister. According to the regulation the ministry of education and culture is responsible for the implementation of educational autonomy in the regions. the Ministry of Education and Culture is responsible for accelerating the improvement of the quality of public services especially education according to Law 23 of 2014 article 31 paragraph 2 point c of accelerating the improvement of the quality of public services;

So in general the ministry of education and culture (Kemendikbud) in Quality Assurance (QA) includes the guidance and supervision (monitoring, checking and fostering) of all educational processes involved in educational services. Ensure that all education quality standards are met by each local government from the education products or services provided to provide quality assurance according to standards provided by the central government. the main goal is to prevent the implementation of education in the area from inappropriate starting from the determination / planning stage of the center / Ministry of Education and Culture to the implementation stage of education development to avoid the occurrence of targets and complaints from the community as education customers which will harm the government's reputation and the expenditure of costs due to poor quality. However, at the implementation of the ministry of education and culture, the assessment was only limited to data published on the implementation of education in the regions without being institutionalized in standard procedures within the ministry. This step is still far from the mandate of the law, namely guidance and supervision. In general there are several strategic steps that can be implemented in the Ministry of Education and Culture in improving the quality of education autonomy. There will be three techniques or tools used to guarantee quality, namely Quality Audit, Process Analysis, Quality Management and Control Tools.

In the Quality Audit, a team of experts conducts a review of the processes and procedures of education development that have been carried out by the regional government with a central policy. If a difference is found between what is done and what is stated in the Ministry of Education and Culture's process or process, the relevant local government is asked to take corrective actions and will also provide suggestions for improvements to the processes. This Quality Audit ensures the processes and procedures that have been approved and have been determined are carried out properly and followed by the relevant local government.

Process Analysis is analyzing each process to find the possibility (potential) of policies and programs or processes that have no added value in the development of education in the regions and the center, then find the root causes and take corrective actions.

Quality Management and Control Tools include various diagram techniques that help to find problems, improve ideas, make decisions and prioritize problems that must be resolved. Examples of tools such as Quality Management and Control Tools such as Tree Diagrams, Affinity Diagrams, Network Diagrams and others.

The Ministry of Education and Culture can issue a report on the implementation of education autonomy in the regions as the provision or delivery of written and official information to various stakeholders, stakeholders, regarding the activities of implementing educational autonomy in the regions and the results achieved within a certain period of time based on plans and rules that have been established as a form of accountability responsible for the tasks and functions carried out by the local government. The reporting activity is actually a continuation of the evaluation activities in communicating the results of the evaluation formally to various parties as accountability for what has been done by the local government in the implementation of education and its results. Besides that, as an official written document, which concerns the accountability and reputation of the regional government, even though the contents must be based on the correct data and information the report has a specific purpose in accordance with the role of the institution sent or its reader. The strategy in essence has not actually been implemented by the ministry of education and culture

4. CONCLUSIONS

The quality of educational quality is the degree of excellence in managing education effectively and efficiently for the implementation of educational autonomy. The division of the authority of the Ministry of Education and Culture in the management of quality education in efficient and effective areas is the commitment of the ministry of education and culture where education is a continuous process. The satisfaction of the Ministry of Education and Culture stakeholders is one indicator of the success of the quality of the implementation of education autonomy. From the description above shows that the implementation of the internal quality assurance system of education autonomy in the ministry of education and culture is very important in improving the quality of education quality in the district / city / province, so that it can produce educational development in accordance with what is expected in accordance with the community, stakeholders and the mandate of the law. The importance of an effort of the internal quality assurance system if the findings obtained are followed up by planners and

implementers of education development policies at the central and regional levels for improvement in the future. Quality assurance of educational autonomy is required as a basis for controlling management through guidance and supervision in the implementation of educational autonomy in the regions not independent of the policy of quality evaluation, the quality target of the quality of the implementation of education autonomy so that its implementation can be optimally qualified. The tools should be in the form of an internal institution in the ministry of education and culture.

5. RECOMMENDATIONS

In guaranteeing the quality of educatioan quality autonomy, the authors provide recommendations

1. The Ministry of Education and Culture forms a body equivalent to echelon II, whose main task and function is to foster and supervise the implementation of the autonomy of educators and regions in Indonesia.

2. In implementing the institution, and reports directly to the minister of education and culture,

3. Data and information on the results of the autonomy evaluation are published officially and open to the public.