

# Implementation Efforts of Regional Autonomy Policy in Education

(Analysis of strategic plans of district/city education offices in Indonesia 2013-2018)

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**Abstract**—This study aims to examine the implementation of regional autonomy policies in the education sector at the level of the District / City Education Office, by reviewing one of the Dasas Education Strategic Plans (Renstra) in Indonesia in 2013-2018. This study uses a descriptive method with a qualitative approach, data collection through interviews, observations and documentation studies. The research findings that District / city Education Office in formulating the Strategic Plan have referred to according to established provisions and laws in accordance with the direction of the regional autonomy policy both vertically and horizontally. However, in formulating problems and implementing strategies, they are still general problems that occur in the field of education, there are no strategic steps that lead to education planning that is in line with current needs, innovations and new steps.

**Keywords**—educational quality; educational autonomy; strategy plan

## I. INTRODUCTION

As a great nation and country, Indonesia in the face of the Industrial Revolutionary Era 4.0 must prepare itself in various fields, especially in the field of education. Normatively, education is a shared responsibility between the government, local government, and society. Therefore, the shared responsibility of the three elements is borne together and there must be linkages and synergies which are the aim to produce quality Indonesian education in facing the challenges of the era. The purpose of education according to Minister of Education and Culture number 63 of 2009 is the level of national intelligence that can be achieved from the implementation of the National Education System. Not only is the quality of education used as the main goal by education policy makers, but education quality assurance needs to be established. Educational quality assurance is a systemic and integrated activity by educational units or programs, organizers of educational units or programs, local governments, governments, and communities to increase the intelligence level of national life through education. In the Education Quality Assurance System (SPMP), a Minimum Service Standard for Education (SPM) is established, namely the type and level of minimum education services that must be provided by educational units or programs, organizers of educational

units or programs, provincial governments and district or city governments as regulated in Government Regulation number 38 of 2007 concerning Division of Government Affairs between the Government, Provincial Government and Regency/City Government.

Educational quality assurance by educational units or programs is aimed at meeting three levels of educational quality reference, namely Minimum Service Standards (SPM), National Education Standards (SNP), and Education Quality Standards above SNPs chosen by formal education units or programs. These three elements are used as references for unit quality or formal education programs. The National Education Standards (SNP) are met by educational units or programs and organizers of educational units or programs in a systematic and gradual manner in the medium-term framework stipulated in strategic plans (Renstra) units or educational programs. The Strategic Plan establishes measurable targets for quality achievement on an annual basis. The relationship between the centre and the regions through Law No.22 of 1999 and Law No.25 of 1999 has a policy to force the government to implement decentralization, whose implementation is reinforced by PP No. 84 of 2000 which emphasizes decentralization is the transfer of government authority by the government to autonomous regions in order the unitary state of the Republic of Indonesia, and this is the basis for the implementation of a management system to realize educational development that emphasizes on culture. In decentralization in terms of administration also carried out delegation of personnel affairs, budgets, regional development strategic plans and other household matters from the central government to regional governments. District/City governments receive delegation of authority from the central government to remain under the control of the central government [1]. The purpose of delegating authority from the central government to local governments is an effort to improve the quality of education in Indonesia.

Various national education development policies have been born, among others, through a major leap in education budget legislation to reach at least 20% of the state budget. However, the size of the education budget is not a guarantee to achieve quality and competitive education. Indonesia still has to work

hard to realize the efficiency of management, allocation, and utilization of the education budget so that it is effective and efficient in achieving the intended goals. Education quality is education that can perform quality learner's maturation process developed by freeing people and students of ignorance, incompetence, powerlessness, untruth, dishonesty, and of the lack of morality and belief. Quality education is born from a good planning system with material and good governance system and is delivered by good teachers with good quality education components, especially teachers. Quality means conformity to requirements. Requirements need to be clearly specified so that everyone knows what they expect [2]. To support the achievement of a pattern of implementing quality education, leaders of educational institutions must take steps that are more effective, efficient and productive. Education providers can at least empower their institutions in accordance with their conditions and abilities [2-4].

The ultimate goal of Education Quality Assurance is the high intelligence of human and national life as envisioned by the Opening of the 1945 Constitution of the Republic of Indonesia which is achieved through the application of SPMP.

Since regional autonomy has been established in Indonesia, a centralized system that has been transformed into decentralization is expected to be able to increase the effectiveness of the implementation of education, which previously in a centralized system tended to be low due to contradictions in power. This can be seen from the example of several countries [1], in the decentralization of education, Fiske stated that in Colombia, Spain, Brazil, New Zealand and several other countries decentralization of education is an important element of a comprehensive strategy, because education in these countries is very tightly controlled by the central government. Management of education is changed from centralistic to decentralize where regions can regulate education budgets, make important decisions about curriculum, textbooks, and other matters concerning education policy.

In regional autonomy in Indonesia [1], in Chapter I Law No. 22 of 1999 concerning regional government states that two terms relating to the delegation of power which were first decentralized describe the delegation of authority from the Central Government to the Government of the Regency/City Autonomous Region and the second decentralization describes the delegation of authority from the Government to the Provincial Government. Then supported by article 2 Paragraph 4 of Law No. 25 of 1999 concerning Central and Regional Financial Balancing, stating the transfer and delegation of authority of the Central Government to the Governor or the transfer of authority or assignment of the Central Government to the Regent/Mayor followed by financing. This means that the administration of education by the government is also followed by funding. Government Regulation No. 25 of 2000 concerning the authority of the government and provinces as autonomous regions was confirmed. The education conditions desired by the Act and PP constitute a change in the implementation of education services from the previous centralistic to the centre, decentralized to the regions which place more emphasis on the principles of democracy, community participation, quality education, relevant to the

conditions faced by graduates educational institutions, and evenly distributed to the community.

From the discussion above, it can be said that since the existence of regional autonomy, the implementation of education has been given the broadest authority to carry out strategic and competitive education in their respective regions, with provisions of financing and professional management which are the authority of the regions to carry out the education. That is, systemically there must be a synergy between the central government and the regional government as a system, which then continues to the education subsystems, namely education units or programs, where all vision and mission, management and management of education, synergize, and are given full authority for the implementation of education in accordance with the characteristics of each region, but still there must be control of and in each of these components.

All good authority carried out by the central and regional governments becomes a policy in the implementation of education to achieve quality education. A policy system or all institutional patterns in which policies are made, includes reciprocal relations between elements of public policy, namely citizens and communities involved in the administration of education, policy actors, namely subsystems that are authorized to carry out education implementation policies either in the central government or area, and policy environment, namely its scope, such as the Ministry of Education and Culture, District / City Education Office, and Education Unit or Program.

## II. RESEARCH METHODS

This research uses descriptive method, qualitative approach. Methods of collecting data through interviews, documentation studies and active observation in Bogor, West Java, Indonesia as long as a month.

## III. RESEARCH RESULTS AND DISCUSSION

In the Strategic Plan, a vision and mission is formulated that will become a reference in education planning in the Regency/City. Based on Regency/City Regional Regulation No. 11 of 2008 concerning Establishment of Regional Offices, Dinas District/City Education is a regional apparatus as the implementing element for regional government administration, led by regional service heads who are under and accountable to regents / mayors . The Head of District/City Education Service in carrying out their duties is assisted by 1 (one) secretariat, 4 (four) fields, 3 (three) subags, 12 (twelve) sections.

Underlying the District City Education Office in formulating the Strategic Plan is the enactment of the District/City RPJMD for 2013-2018 stipulated through District/City Regional Regulation Number 5 of 2014 concerning RPJMD, the District/City Education Office aligns the Strategic Plan with reference to Predetermined RPJMD. The provisions of each SKPD must make the Strategic Plan listed in Article 151 of Law Number 32 Year 2004 concerning regional government. in Presidential Instruction Number 7/1999 concerning Accountability of Government Institution Performance, it is stated that strategic planning is a first step

that must be done and able to answer demands in the local, national and global strategic environment and remain in order. The drafting of the Strategic Plan has also been regulated in the Minister of Home Affairs Regulation Number 54 of 2010, which is a technical guideline that must be referenced by all SKPDs in preparing the SKPD Strategic Plan.

The drafting of the Strategic Plan starts with an inventory details of the main tasks and functions of the Education Office and alignment with District/City RPJMD documents 2013-2018, as well as collecting data related. Formulation of performance indicators at the target level done by collecting basic data on performance achievements, elaboration and analysis of data, and pay attention to indicators performance that is planned in the Regency/City RPJMD 2013-2018. Legalization of the Education Office Renstra Regency / City determined by Decree of Regent/Mayor and Head of District/City Education Department.

Based on Permendagri Number 86 of 2017, the Strategic Plan prepared formulates the vision and mission in accordance with Selected Regents/Mayors, which previously had not been stipulated in Permendagri Number 54. This policy began to be applied to the Strategic Plan to be prepared for the 2019 Renstra which replaced the 2013-2018 Strategic Plan. The purpose of the drafting of the Strategic Plan in accordance with the elected Regent/Mayor is to make the district government program successful in the next five years, especially in the education sector.

Increased accessibility of education implementation is implemented through expansion of capacity; strengthening of alternative schools; and facilitation of school operational costs. In the focus of the policy of improving the quality of education implementation sought through increasing human resource capacity, the implementation of school-based quality improvement management, and fulfilment of service delivery at a minimum level of primary education. Meanwhile, the focus of the illiteracy resolution policy was carried out through optimizing the coordination team for illiteracy quarantine at the district, sub-district and village levels, and the second collaborating with universities and non-governmental organizations.

The old school expectations (HLS) as a component of the education index, the results of the report between the Bogor Regency Central Bureau of Statistics in 2016 amounted to 12.05 years. Seeing these achievements, means that the length of school expected by children at a certain age (7 years and above) in Bogor Regency in the future is 12.58 years or equivalent to graduates at the high school level (precisely already in semester school) first).

While the second component of the education index is the average length of school (RLS), in 2016 it amounted to 7.83 years, meaning that the average Regency/City population who had reached the age of 25 years and above had only been in junior high school/equivalent in first class. If we look at the two indicators above, HLS's achievement is higher than the achievement of RLS, this is because in addition to the basis of different calculation methods, it is also closely related to the funding issued by the regional government. The district budget spent on funding education has been focused more on the age

of basic education which is more directed towards achieving indicators of old school expectations whose bases for calculating age start at 7 years, and to be calculated on indicators of the average length of school admission calculated at least 10 next year.

District/City education delivery program at the elementary and junior high school levels, as a form of program that is in accordance with the available education budget, helps disadvantaged students who attend primary and junior high schools in financing, etc., which aims to reduce dropout rates. Even though there is a government program, namely KIP (Indonesian Pinter Card) for underprivileged students, and the program is directly from the central government, the District / City Service has the duty to monitor and evaluate it in its implementation.

Challenges and Opportunities for Service Development of District / City Education Offices.

#### A. *Internal Environment*

##### 1) *Strengths (S)*

- The public's interest in early childhood education (PAUD) is increasing;
- Many PAUD institutions have been established by the community;
- Achievement of APK/APM at the elementary/equivalent and junior high school / equivalent level based on the results of internal evaluation of the Education Office has been above the national and provincial achievement average
- There is a significant increase in the achievement of APK/APM at the secondary education level (SMA/equivalent), especially in the last two years;
- Elementary/equivalent, junior high school/equivalent, high school/equivalent from year to year increasing;
- The proportion of SMKs to high schools is close to ideal proportions, that is 60:50;
- Literacy residents have reached numbers 97.10%;
- There is an increase in PTK academic qualifications, either at PAUD, Dikdas, and Dikmen levels.

##### 2) *Weaknesses (W)*

- The level of achievement of APK PAUD, based on the results of internal evaluations, is still below the average achievement national and provincial;
- Certainty in obtaining basic education quality cannot be fully realized;
- Availability, affordability, quality and service secondary education is still inadequate;
- Functional literacy education services for adults cannot fully reach residents who have not been literate;

- Improvement of PTK academic qualifications, both in ECD, Primary and Secondary Education, and not yet appropriate with existing needs.

## B. External Environment

### 1) Opportunities (O)

- availability of development services in the education sector for all levels and types of education, especially at the level of basic education and universal secondary education (education medium);
- The commitment of the regional government to establish education sector development has become one of the priorities in the development of five years future;
- Increasing support capacity of the budget from the central government (APBN), provinces (Provincial APBD), and districts (District APBD) in meeting the expansion of capacity and increase education quality;
- The increasing attention of the central and provincial governments in improving the academic qualifications of educators to conform to national standards education (SNP);
- Community awareness in DUDI towards the development of the education sector through its CSR (corporate social responsibility) program from year to year is increasing, both qualitatively or quantitative;
- Concern and community participation increasingly increase in the world of education;
- There is a central government policy towards school operational assistance (BOS), good for the level primary and secondary education;
- Increased coordination and synergy between functions both internally and internally within implementation of regional government.

### 2) Threats (T)

- Population growth from year to year is increasingly increase;
- At the tertiary level, especially vocational school, between the competencies of graduates and the world of work (working) still less relevant;
- Accessibility of education organizers on the middle level is still not evenly distributed;
- The poverty rate is relatively high;
- There are still companies that recruit employees / employees to residents who are still school age;
- In terms of wage policy, it still treats the same among employees who are graduates of secondary education with graduates who are at below it;

District / City Education Service in carrying out the strategy based on the results of the internal and external environment analysis in order to achieve the objectives, the decision making is determined as follows:

### 3) SO strategy

- Increase capacity by establishing unit/education program at all levels and type of education;
- Increasing the construction of new classrooms inside order to increase capacity at all levels education;
- Meet the adequacy of supporting facilities educational unit / program, both in quality and quantity;
- Improve the quality of professionalism and the competence of educators and education staff on all types and levels of education;
- More enhance cooperation with the business world and the industrial world;
- Improve coordination and synergy between functions which is internal or external;
- Increase development cooperation in the sector education with the regions in around the border area.

### 4) WO strategy

- Improve academic qualifications and competencies educators and educators at all levels and type of education;
- Increasing educational accessibility at all level and type of education;
- Improve educational infrastructure at all levels and types of education;
- Increasing the recruitment of regional honour teachers;
- Facilitate the management of educational unit / program permits at all levels and types of education;
- Increasing the development of expertise programs fits well in quality and quantity.

### 5) ST Strategy

- Increased capacity by adding classroom development;
- Increased quality and quantity of facilities infrastructure for supporting educational units/programs at all levels and types of education;
- Increase the number of educational units / programs at all levels and types of education;
- Establish various collaborations with stakeholders education;
- Improve scholarship programs for students who are underprivileged at all levels and type of education;
- Increase the participation of inner school committees organizing education at all levels and type of education;
- Develop an activity program that is on the path of non-formal education

### 6) WT strategy

- Improve academic qualifications and competence of educators and educators at all levels and type of education;

- Increasing the quantity and quality and competencies of PNF supervisors and tutors on the track non-formal education;
- Improving the quality of education facilities/programs/units at all levels and types of education;
- Increasing school capacity;
- Increase the quantity and quality of supervisors educational unit/program on the education track formal;
- Increasing the role of employers and stakeholders education in education development.

#### IV. CONCLUSION AND RECOMMENDATIONS

To realize the National Education Quality Assurance, in addition to the role of the curriculum as the spirit of the implementation of education, it is also supported by a system that regulates the implementation of education which is the responsibility and authority of all parties. The systemic role here is that there is a link between the management of education in terms of human resources and programs starting from the central government, regional government, and education units. There is a unity of vision and mission to realize and succeed national education.

In the National Education Strategic Plan which sets measurable targets for achievement of education quality on an annual basis. At the provincial level, the provincial education Strategic Plan is set forth which sets measurable targets for education quality achievement on an annual basis and is in line with the National Education Strategic Plan. At the regency or city level, it is set out in the district or city education Strategic Plan that sets measurable targets for education quality achievement on an annual basis and is in line with the Provincial education Strategic Plan and the National Education Strategic Plan. Meanwhile, at the organizer level the education program or program is set forth in the Education Strategic Plan which organizes education units or programs that set measurable targets for education quality achievement on an annual basis and are in line with the relevant District or City

Strategic Plans, the relevant Provincial Education Strategic Plan, and National Education Strategic Plan.

Problems that have been stated in the SWOT analysis both in terms of strength, opportunity, vulnerability and threats, are still generally occurring in the education of Bogor Regency, and in their strategies they are still general in nature but have not described strategic steps that are innovative and renewable. From the results of the analysis of the District/City Education Office's strategic plan and conclusions, it can be recommended as follows:

- Conduct an in-depth study of the policy of implementing BOS in the education unit, so that it will produce updated data every year that can be used as data in the preparation of the next strategic plan
- In the preparation of the strategic plan (Renstra) at the structural level of the District / City Education Office which is in the sub-section of the program and reporting, it is better if a special sub-section is made to formulate, implement and evaluate the strategic plan (Renstra) in District / City Education.
- Arrange education planning that is tailored to the current needs and in accordance with the character of each region
- Creating innovative programs in the solution to educational problems and strategies that will be set.

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