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Yogyakarta State University



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Institute of Research and Community Services
Yogyakarta State University



PROCEEDINGS
INTERNATIONAL CONFERENCE ON EDUCATIONAL
RESEARCH AND INNOVATION 2013 (ICERI 2013)
STRENGTHENING THE TIES BETWEEN EDUCATION AND RESEARCH

May 16 – 17 , 2013 | UNY Hotel | Yogyakarta State University

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Editor :
Bambang Sugeng, Ph.D
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INTRODUCTION

Research is one of the three activities that should be conducted by the academic community of a university. Through research activities lecturers get empirical facts that are valuable for the improvement and development of theories and practices to bring about a qualified education.

In relation to the essence of a research to improve the quality of education, it is highly recommended that they do not conduct researches perfunctorily. Researches that are conducted should show special qualities recognized internationally. One effort to realize it is by conducting researches in the field of education and teaching and the field of community service integratedly.

Another important effort is by updating the knowledge and insights in the educational field either through reading related references or having discussions and meetings with other researchers and educational practitioners. In this context an international conference on educational researches and innovations constitutes a strategic forum to improve the researchers' insights and studies in contributing themselves to solve the educational problems through reseraches.

Hopefully, all materials in this conference are compiled into a proceeding that all related parties can read and are useful for us to improve the quality of education.

Yogyakarta, 10th of May 2013
Rector of Yogyakarta State University

Prof. Dr. Rochmat Wahab, M.Pd., M.A.

PREFACE

First of and above all, all praises and thanks be to Allah, the Lord of mankind and all that exists for His blessings and grace without which this international conference on educational researches and innovations would never be realized. This conference is a forum for the local, national and international educational researchers and practitioners to discuss strategic issues in the field of educational researches and innovations that are and will have been developing to realize effective schools.

This proceeding consists of three parts. The first is research policies, which include the management of educational researches, the development of teacher training in researches, and the participation of students and teachers in researches. The second part covers the model and implementation of educational researches, including collaborative researches between the educational world and industry, as well as society based researches. The third part includes researches on teaching and learning innovations in the areas of educational sciences, sport sciences, mathematics and science, engineering and vocational education, and informal education.

Hopefully, this proceeding can be beneficial for all of us to improve the quality of education.

Yogyakarta, 10th of May 2013

Head of Research and Community Service Institute of
Yogyakarta State University

Prof. Dr. Anik Ghufron

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**SCHOOL QUALITY ASSURANCE MODEL
IN THE LOCAL AUTONOMY ERA OF INDONESIA**

By: Sutarto HP, M.Sc., Ph.D.

Abstract

The aim of this paper is to formulate school quality assurance model (SQAM). Conceptually, SQAM is a procedure of activities mainly consisted of Deming cycle (PDCA) combined with Kaizen principle (continuous quality improvement) that leads school operationally and step by step improving quality of school outputs. In local autonomy era, each school needs to conduct SQAM then be accredited independent body as a public accountability. By exercising SQAM, schools will be accustomed to do self evaluation: collect quality data, analyze it, and draw conclusion as a basis for developing annual school programs. In addition, school will be ready to follow accreditation procedure and honestly present school data and physical quality evidences required by accreditation assessor. When school internally driven implements the model, quality culture will grow to lead school incrementally reaches or exceeds national education standard. Furthermore, education quality map developed from accreditation data will be valid which is very important for decision makers at local and national levels.

The approach used in formulating the SQAM, firstly, is to explore existing regulations that mandate the availability school quality assurance and describe the role and function of Central Government, Provinces, and Districts to facilitate and guide schools to exercise education quality assurance. Secondly, describe existing national polices, programs and practices articulated with literatures, research findings, and other nation practices on education quality assurance. Finally, this paper will formulate a tentative model of school quality assurance which is appropriate for Indonesia context.

The SQAM resulted from this paper needs to be discussed with relevant stakeholders in province and district levels as well as with school representations for having inputs. Piloting the model will be the next step to know whether the model is applicable effectively to lead schools improving their quality outputs.

Keywords: *school, quality assurance, model, local autonomy era.*

A. Introduction

Decentralization Era in Indonesia that started in 1999 gives authority to local governments to manage public services to their citizen base on their style and local contexts including the service of education. Some local governments have high commitment, while others do not really care to education services. In addition, geographically, Indonesia is a large country and archipelago that indicates variety in terms of human capacity and their income resources. As a consequence, the quality of education in nationwide spectrum may vary from one to other districts.

The role of Central Government is to set national education standard as a barometer to measure education quality. Through National Body for Education Standard called BSNP, in 2005 Central Government has enacted eight National Education Standards (8 SNP). Each individual school must be accredited by independent body called Badan Akreditasi Nasional Sekolah/Madrasah (BAN S/M) against this national standard. Local Government needs to lead and facilitate their schools to be accredited and the appropriate approach to prepare accreditation is that school needs to hold the philosophy of Quality Assurance and implement it.

The problem, up to now there is no national school quality assurance model yet as a reference for schools to plan, implement, and evaluate school programs to reach or exceed the national education standard. Therefore, formulation of the problem of this paper is to develop a school quality assurance model (SQAM) which is appropriate for Indonesian context and how it works.

B. Discussion

In fact, there are adequate number of legislation and regulation that mandate the need of quality assurance model and its implementation in education unit (school). Followings are some representing constitution, government, and ministry regulation relevant to education quality assurance. Indonesia Constitution of 1945, Article 28 letter C has mandated that every citizen has a right to have education. Republic of Indonesia Law number 20, year 2003 on National Education System, Article 50 states that Government determines policies and national education standard for national education quality assurance. Then, Government Regulation number 19 year 2005 on National Education Standard, Article 91 states that each education unit (school) on formal and non-formal education system is obligated to do education quality assurance. Article 92 number 1- 4 of the same regulation above states that education ministry, religious ministry, province and district offices do supervision and help education unit under their authority to manage and

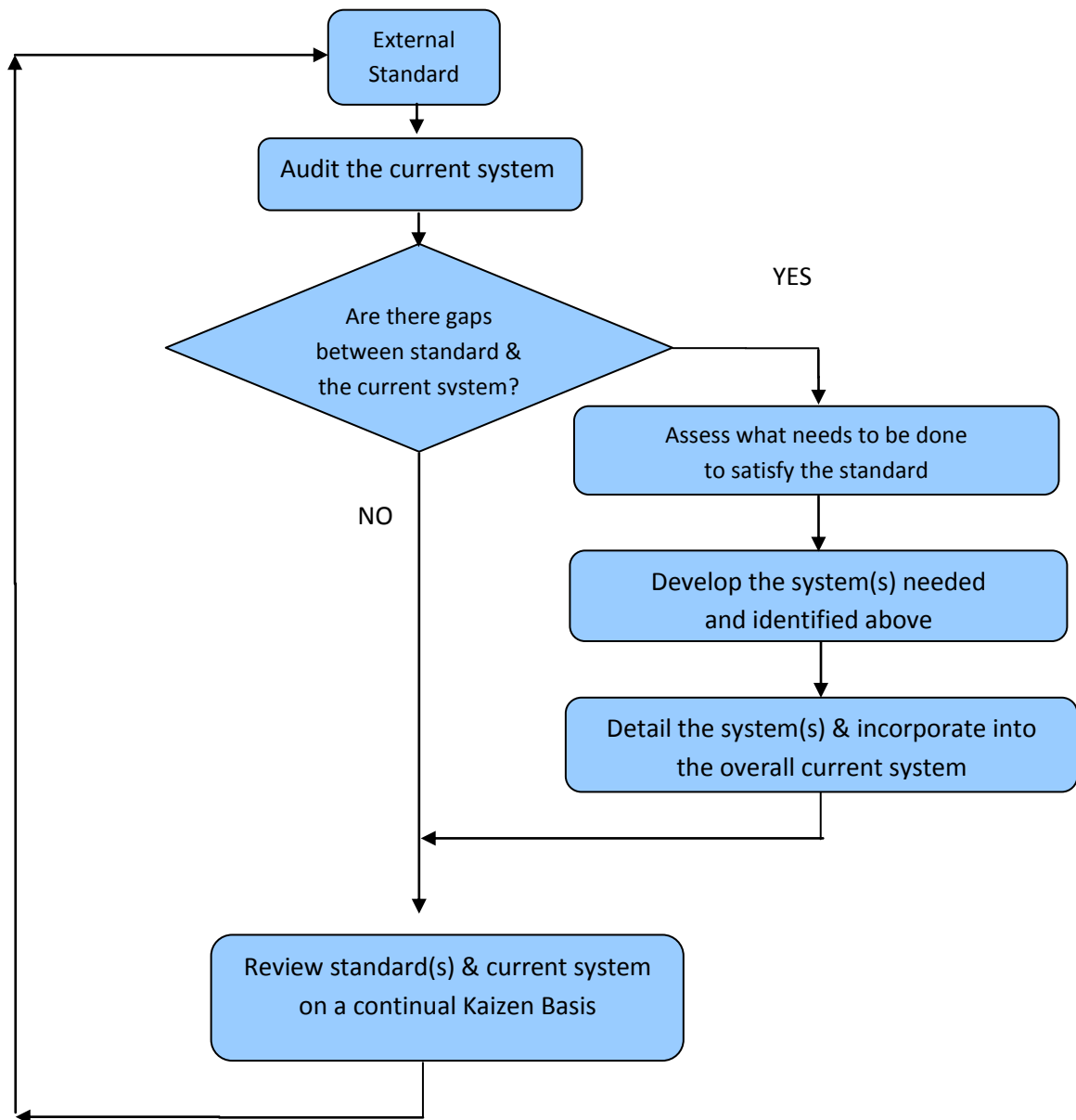
organize the implementation of quality assurance. All of these legal aspects do not describe yet in detail what education quality assurance looks like and how schools implement it.

The latest legal aspect on the matter that provides more detail information is that Education Ministry Regulation number 63 year 2009 on Education Quality Assurance System. This regulation describes the matter for national, province, and district levels. This regulation also describe from the point of national view on quality assurance aim, its paradigm, coverage, and distribution of role and responsibility for relevant stakeholders. This regulation defines that Education Quality Assurance is a systemic and integrated activities done by education unit, executor or foundation, local government, Central Government, and community for improving the level of intelligence of the nation's life through education.

The specific objective of education quality assurance of this regulation are to (1) develop education quality culture; (2) distribution of task and responsibility clearly and proportionally among education unit, organizer/foundation, local government, and Central Government; (3) having education quality map for the level of education unit/school, district, province, and national; and develop information system of education quality that are valid, integrated, and connected to education units and their stakeholders both local and national levels. Article 20 of this regulation mandates that each individual education unit (school) has to have standard operational procedure (SOP) for the implementation of education quality assurance. This SOP is also mandated for each individual organizer/foundation. Nationally, these SOP have not yet available, therefore there is a need for the development of those SOP which is in line with the Objective of this paper.

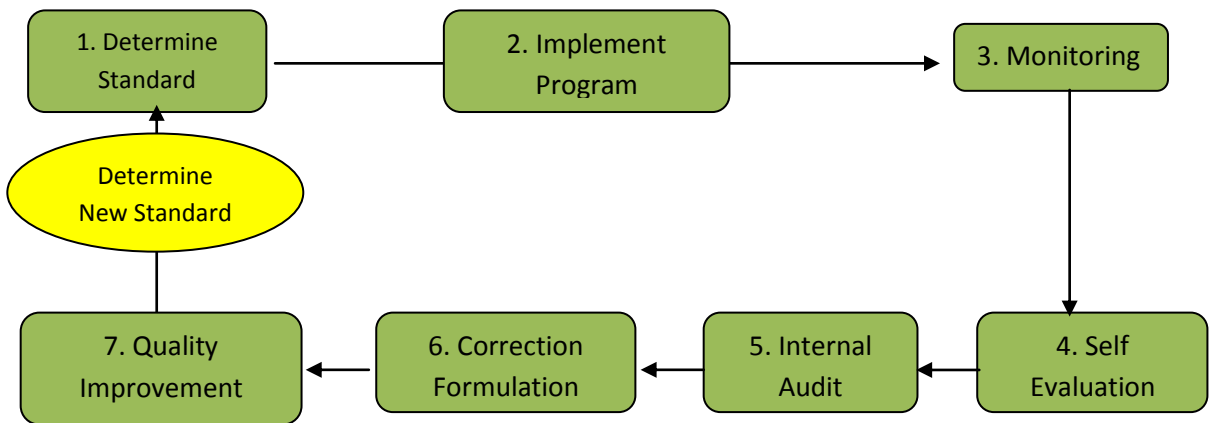
The objective of this paper is to develop School Quality Assurance Model (SQAM) that covers what the model of quality assurance looks like and how the model should be implemented step by step which is the needed SOP above. As it is briefly explained in abstract, quality assurance (QA) is a procedure of activities mainly consisted of Deming cycle (PDCA) combined with Kaizen principle (continuous quality improvement) that leads organization (school) operationally and step by step achieving and improving the quality of outputs. More detail and in general organization, Jones, et al. (2006: 119) stated that "*Quality assurance is all activities that guarantee the products that come out of the process.*" Furthermore, explained that important activities in quality assurance are primarily to identify the gap between the existing and expected quality, identify activities or components that may minimize or even eliminate the gaps, and plan program development required needed by the systems. Operationally, Jones, et al., (2006: 10) describes eight quality assurance steps which are (1) establish the quality standards, (2) audit or assess the

aspects under question against the standard, (3) identify and collate gaps, (4) identify what needs to be done; (5) detail action(s) to be resolved the gaps, (6) evaluate the new system; (7) review previous steps: the standards, assessment tools, and the improvements done to date; (8) prepare QA sheet that summarizes all the actions that have been done according to the previous seven steps. The eight steps are illustrated in Figure 1 below.



Picture 1: The Quality Assurance (QA) Steps (Jones, et al., 2006: 10)

In the education field, Asean University Network (AUN) quality assurance model in Toni Atyantoko D. (2006) describe the quality assurance cycle consists of seven stages: (1) Quality Standards, (2) Implementation, (3) monitoring, (4) Self-Evaluation, (5) Internal Quality Audit; (6) Formulation of Correction; (7) Continuous Quality Improvement. The seven stages shown in Figure 2 below.



Picture 2: AUN Quality Assurance

Furthermore, relevant to school/madrasah, Tony Atyantoko D. (2006: 39) adds the model with suggestion to the development of guidance book for each step as shown in Picture 3.

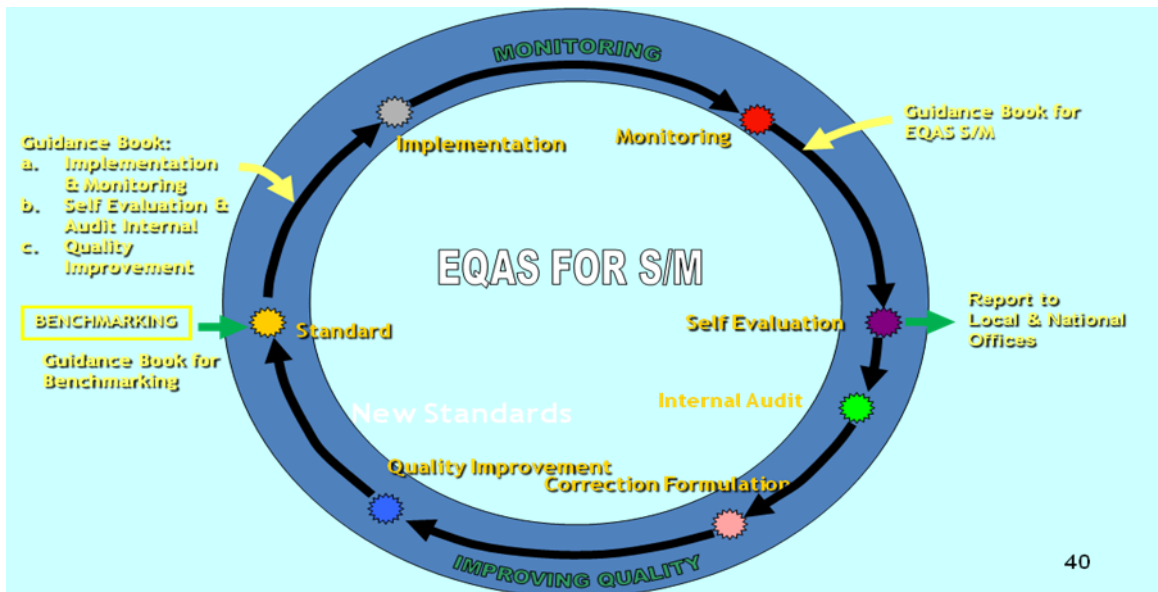
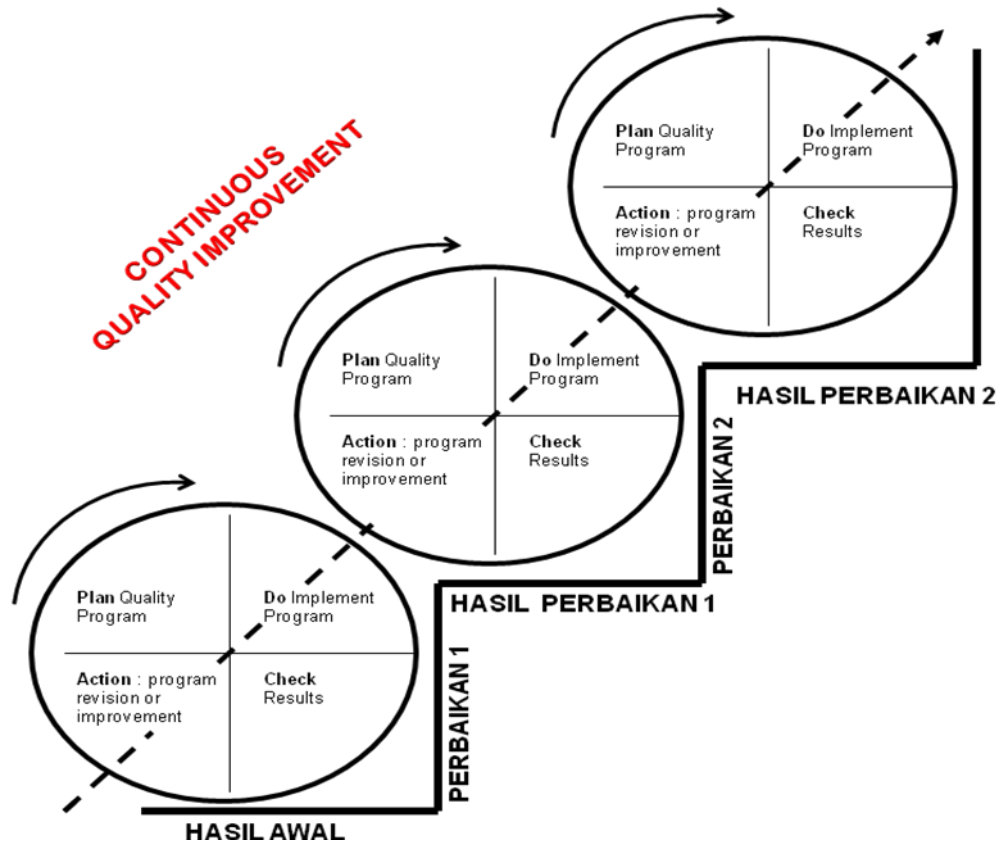


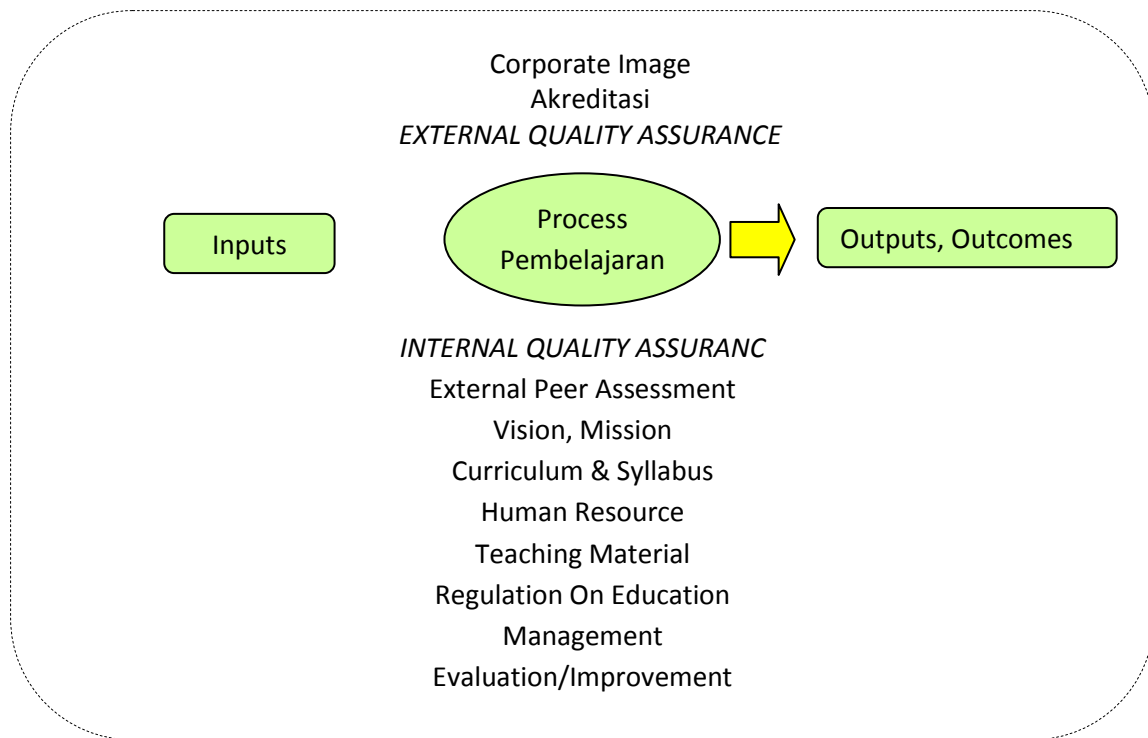
Figure 3: A Cyclic System of Quality Assurance for School/Madrasah

The next model of quality assurance is precisely based on Deming cycle (plan, do, check, and action - PDCA) and Kaizen principle (continuous quality improvement-CQI). The advantage of this model is a simple one to be memorized and easily implemented. This model may fit for small institution and may needs more additional form and explanation for big institution. The model shown in the following Picture 4.



Picture 4: Quality Assurance Model of Deming & Kaizen Principle

In regard to audit, Parri (2006: 107) in Journal of Vodyba-Management explains that there are two types of audit which are internal and external audits. Internal Audit is self institution audit with the purpose of internal accountability and the development of the institution. Internal audit focus on inputs, processes, and outcomes with physical evidence and information about the compliance program, vision, and mission of the institution. While External Audit is undertaken by outside institution team to determine institution performance. External Audit action and analysis is necessary as a form of accountability to the public on institution’s goal achievement. The form and object of internal and external audits in the quality assurance school context are shown in Figure 5.



Picture 5: Form and Object of Internal & External Audits in QA School Context

When internal quality assurance has been implemented by internally driven by quality obsession from all staff therefore, quality culture has been grown in the institution. In relation to grow the quality culture, Parri (2006: 107) explains that institution needs to conduct he call As (plural of A) and Es (plural of E). The *As consists of accountability, audit, and assessment, while Es consists of empowerment, enthusiasm, expertise and excellence of the staff.*

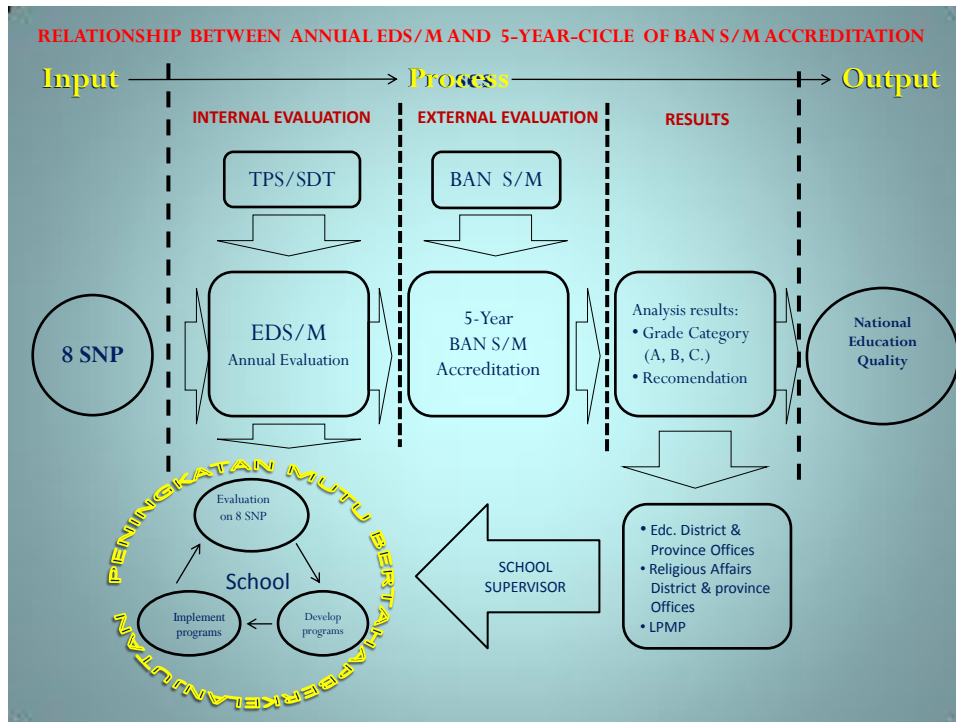
In regard to Internal Quality Assurance, Agency for Human Resources Development and Education and Culture – Education Quality Assurance dam (BPSDMPK-PMP) together Directorate General of Islamic Education have formulated one important component of the steps in quality assurance cycle at school/madrasah level called Supported School Self-Evaluation-Evaluasi Diri Sekolah/Madrasah (EDS/M) . This self-initiated evaluation model started in 2009 and has ended up in two versions: EDS/M 2011 and EDS/M 2012. Technically, EDS first version (2011) put more emphasis on the qualitative approach, while the second version (2012) over the quantitative one.

Depdiknas (2011) emphasizes that the implementation of EDS/M-2011 should hold a philosophy or motto that “EDS/M is to be conducted honestly, there is no lie among us, and

EDS/M is done by and for school/madrasah". The motto means that EDS/M must be done honestly and driven by school itself (internally driven), not because it was commanded by District Office of Education. EDS/M analysis should provide a valid portrait of school/madrasah's achievement against education national standard (8 SNPs). Physical evidence of the quality achievement needs to be identified correctly and accurately. EDS/M analysis results should come up with quality variety of education improvement programs. Some programs should go to school and need to be accommodated by district through school supervisor, and some others may go to community or business industry, or other relevant parties. Annual honestly EDS/M implementation will lead school/madrasah to be ready in 5-year cycles of accreditation done by BAN S/M. School/madrasah has been ready with quality physical evidences for 8 SNP that will be reviewed by BAN's assessor. If it is done so, accreditation results should come up with a valid map of school/madrasah quality and will reflect the real condition of school/madrasah quality in Indonesia against 8 SNP. This map is very important as a basis in decision making at school, district, province, and national levels.

In reality, most schools are not well prepared yet in exercising accreditation process. Research findings done by Soedjono (2012: 8) reported in *Journal of Education Management* Volume 1 Number 2, Augustus 2012, reported that in accreditation process (preparation, implementation, and follow-up) schools have not yet addressed accreditation is external quality assurance which is a part of quality assurance that cannot be separated from the effort of improving school quality. In preparation step, school just filled in the form without making effort to connect with management process in the school. In the step of implementation, schools lead assessors in such a way so that assessor just reviewed and asked quantitative data within short time frame. For follow up action, accreditation results were not yet followed by all school personnel and were not yet become school priority program.

Sutarto (2010: 8) illustrates the relationship between annual EDS/M implementation and 5-year cyclic accreditation process can be shown in the following Picture 6.



Note: TPS stands for Tim Pengembang Sekolah or School Development Team(SDT)

Picture 6: The Relationship between Annual EDS/M and 5-year Cyclic of BAN S/M Accreditation

Reviewing all models of quality assurance above, writer proposes Model 2- AUN Quality Assurance. This model is easily understood and simple. In addition, it is quite detail representing the spirit of Deming Cycle (PDCA) combined with Kaizen Principle (CQI). The model is cyclic continuous quality improvement that consists of seven steps. One cycle of the model implementation should be designed coincidentally with academic school year (one year). To meet or exceed 8 SNP or international standard(s) a school/madrasah should do cycle by cycle quality assurance model. The model is just general procedure applied in each continuing activity. To be detail, operational, and step-by-step of doing one job or task, school needs to develop standard operating procedure (SOP) for each of 8 SNP. One initiation in developing education SOP was done by Institution of Education Quality Assurance (LPMP) of Yogyakarta Province. The SOP is provided In attachment section of this paper. Following description will present SOP definition, its rational, the benefit of implementing it, and how should SOP be written.

United States Environment Protection Agency - U.S. EPA (2007:1) defines a Standard Operating Procedure (SOP) is a set of written instructions that document a routine or

repetitive activity followed by an organization. The development and use of SOPs are an integral part of a successful quality system as it provides individuals with the information to perform a job properly, and facilitates consistency in the quality and integrity of a product or end-result. In addition, SOPs describe both technical and fundamental programmatic operational elements of an organization that would be managed under a work plan or a Quality Assurance (QA) Project Plan. SOPs detail the regularly recurring work processes that are to be conducted or followed within an organization. They document the way activities are to be performed to facilitate consistent conformance to technical and quality system requirements and to support data quality.

Substantially, SOPs are to be specific to the organization or facility whose activities are described and assist that organization to maintain their quality control and quality assurance processes and ensure compliance with governmental regulations. If not written correctly, SOPs are of limited value. In addition, the best written SOPs will fail if they are not followed. Therefore, the use of SOPs needs to be reviewed and re-enforced by management, preferably the direct supervisor. They also need to be readily accessible for reference in the work areas of those individuals actually performing the activity, either in hard copy or electronic format, otherwise SOPs serve little purpose.

The benefits of having SOPs, they should minimize variation and promotes quality through consistent implementation of a process or procedure within the organization, even if there are temporary or permanent personnel changes. SOPs can indicate compliance with organizational and governmental requirements and can be used as a part of a personnel training program, since they should provide detailed work instructions. It minimizes opportunities for miscommunication and can address safety concerns. When historical data are being evaluated for current use, SOPs can also be valuable for reconstructing project activities when no other references are available. In addition, SOPs are frequently used as checklists by inspectors when auditing procedures. Ultimately, the benefits of a valid SOP are reduced work effort, along with improved comparability, credibility, and legal defensibility.

Writing style of SOPs should be concise, step-by-step, easy-to-read format. The information presented should be unambiguous and not overly complicated. The active voice and present verb tense should be used. The term "you" should not be used, but implied. The document should not be wordy, redundant, or overly lengthy. Keep it simple and short. Information should be conveyed clearly and explicitly to remove any doubt as to what is required. Also, use a flow chart to illustrate the process being described. In addition, follow the style guide used by your organization, e.g., font size and margins.

C. Conclusion:

In autonomy era, it is appropriate Central Government has formulated 8 National Education Standards as a reference to measure local/district education achievement. This measurement has been conducted by BAN S/M and resulted a national map of educational quality against 8 SNP. There is an allegation that accreditation process has not been objectively conducted due to some schools are not honest in reporting their achievement. Political tension has drive school principals to do so. Some district leaders wants their schools gain a high percentage of A grade in accreditation with minim or may be no support to schools.

School Quality Assurance Model (SQAM) proposed in this paper is AUN one. It is simple model however it is quiet detail procedure/steps and stick into the spirit of Deming cycle and Kaizen principles. The model provides schools with tools and procedures to improve their quality achievement. Capacity building for school personnel on this matter is a must. When schools conduct SQAM properly, they will be accustomed to do self evaluation, collect relevant physical evidences to prove their quality achievement. This activity should leads school to be honest and ready to follow school accreditation process properly. At the same time, socialization and awareness of this model to province and district offices needs to be done with an intention having support and facilities from them. SQAM should improve school quality and grow school quality culture. In addition, SQAM should raise number of A grade schools in accreditation. One important thing that objective accreditation process will end up with a valid map of education quality achievement at the level of school, district, province, and national that is very important as a basis in decision making.

The SQAM needs to be equipped by SOP to achieve or exceeding each national standard from 8 SNP. Then, SOP needs to be written in a concise, step-by-step, easy-to-read format. The information presented should be unambiguous and not overly complicated. The active voice and present verb should be used. The term "you" should not be used, but implied. The document should not be wordy, redundant, or overly lengthy. Keep it simple and short. Information should be conveyed clearly and explicitly to remove any doubt as to what is required. Also, use a flow

chart to illustrate the process being described.

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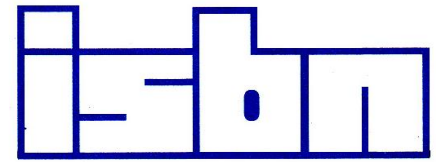
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