

Review On Decentralization Of Education In The Era Of Regional Autonomy In Indonesia

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Abstract: The decentralization of education in accordance with the Law on Regional Autonomy in Indonesia is the delegation of authority in the form of regulation, management, guidance, supervision and substance, curriculum, quality of learning, teacher qualification, and infrastructure in the education service unit from the central government to regency/city governments. The management objectives cover three strategic steps, namely; increasing equity and expanding opportunities to obtain quality education; development of competition insight and nation's superiority; and strengthen education linkages to match development needs. In its implementation constrained several problems, especially curriculum, human resources, funds, and educational infrastructure. The success of the decentralization of education in addition to the commitment of government in the development of institutional and coordination organizations, also requires the professionalism of supervisors in carrying out professional coaching teachers.

Index Terms: Education quality, policy evaluation, government commitment

1 INTRODUCTION

Efforts to educate the life of the nation as mandated in the Preamble of Indonesian Constitution, 1945 becomes the task as well as the responsibility of education to prepare learners to become citizens who have qualified human resources quality, indicators of faith and cautious to God Almighty, noble character, intelligent, creative, skilled, independent, democratic and responsible. The quality of such learners is expected to have superior competence and be able to compete competitively according to their respective fields of expertise. The superiority of the competence of learners is needed in anticipating local, regional, national and global challenges, so it is necessary to reform the education in a planned, directed and sustainable manner. Moreover, when entering the era of globalization of free markets within the South East Asian Nations, such as AFTA (Asean Free Trade Area), AFLA (Asean Free Labor Area) as well as in the Asia Pacific region (APEC). In the midst of global competition and the free market, people are faced with uncertain changes, resulting in a gap between non-linear relationships between the world of education and employment (one to one relationship), precisely what happens in the workplace difficult to follow by education [1]. Law Number 22 Year 1999, further refined by Law Number 32 Year 2004 regarding Regional Government which is better known as Regional Autonomy (*Otda*), the substance is the giving of autonomy to the region in the form of rights, authority and obligation to utilize the administration in order to grow self-reliance in arranging and managing his own household [2]. Each region is authorized to govern governance in its territory, whether in the field of education, economy, health, mining, socio-cultural and so on so as to increase the welfare of society significantly. Article 1 Paragraph (5) of the Law on Regional Autonomy states that Regional Autonomy is the granting of the rights, authority and obligations of the autonomous regions to regulate and administer the government and the interests of the local people in accordance with the laws and regulations.

The autonomous region is meant herein is the unity of the legal community which has territorial boundaries and is authorized to regulate and manage the affairs of the government and the interests of local people according to their own initiative based on the aspirations of the people in the system of the Unitary State of the Republic of Indonesia (*NKRI*) [3]. Educational programs are a priority scale in implementing the local government in which each district government is authorized to organize an educational program known as decentralized education. Decentralization of education in the Era of *Otda* is a strategic step in the framework of educational reform, in search of a new paradigm in order to find the education system national that is more comprehensive, representative and integrative in line with the concept of *NKRI*. Nevertheless, decentralization of education is by no means intended to create "disintegration" in the national education system [4]. The substance of decentralization of education is the implementation of primary and secondary education is the responsibility of regency/city, not only in terms of its management, but also on its supervisory system. Local governments are mandated to manage primary and secondary education as well as educational units based on local excellence, including the authority in determining local curricula according to local wisdom in each region [5]. While things of a national nature, such as the implementation of the national curriculum, student uniforms, holidays, national examinations, passing standards and so forth is the authority of the central government. The universities in the implementation of education and science development are given academic freedom and freedom of academic pulpit as well as scientific autonomy. Besides, universities have autonomy to manage their own institutions as centers of higher education, scientific research and community service [3]. But substantive matters such as budget allocations, building construction, the appointment of teachers and lecturers, employees, curriculum, national holidays and so on are the authority of the central government. Implementation of decentralization of education is expected to accelerate the acceleration of development in all sectors to improve the efficiency and results of the implementation of the government. The delegation of authority of the Central Government in the Region shall have consequences in the form on the right, authority and obligation to regulate its own household in accordance with the prevailing laws and regulations [4]. Therefore, the local government is challenged to be more self-reliant in the sense of being able to demonstrate its ability to

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gradually lessen its dependence on the central government. Not all problems in the region can be solved according to the aspirations of the people, because the provision of *Otda* is limited to certain sectors such as education, development, economy, health, and so forth. Strategic authorities remain in the central government, namely: (1) foreign policy, (2) defense, (3) security, (4) justice, (5) monetary and national fiscal, and (6) religion. In addition to these matters, all matters have been submitted to the local government, both provincial, and regency/city [3]. Reality shows that decentralization of education in the Era of *Otda* has not been fully implemented as desired, as if there were a contradiction between concept and reality, between expectations with reality, between, between rules and policies and so on. The main issue that is put forward is how the implementation of decentralization of education, the constraints faced and solutions to overcome them. The discussion of this paper uses a normative juridical approach in accordance with Law No. 22, 1999 on Regional Autonomy, Law No. 20, 2003 regarding National Education System and Law No. 32, 2004 on Regional Government.

2 METHODOLOGY OF REVIEW

The review was conducted on the implementation of decentralized education according to the laws of regional autonomy, the laws of the national education system, and local government laws. Review is focused on concepts, implementation, and constraints. Review refers to some of the opinions of educational experts in Indonesia and other relevant experts.

3 DISCUSSIONS

3.1. Implementation of Decentralization of Education in the Era of *Otda*

Decentralization is a delegation of authority from higher levels of government to a lower government, whether involving the legislative, judicial, or administrative [3]. Decentralization means the affairs of the government under the authority and responsibility of the central government, partially delegated to the local government, in order to become the household affairs, so that the affairs become the responsibility of local government. Decentralization means the transfer of government authority by the government of an autonomous region to regulate and administer the government in the system of the Unitary State of the Republic of Indonesia (Article 1 paragraph (7) of Law Number 32 Year 2004). Decentralization also means the transfer of some governmental authorities to private parties in the form of privatization [3]. Meanwhile, decentralization of education is the delegation of authority in the form of arrangement, management, guidance, supervision and substance as well as concerning curriculum, quality of learning, teacher qualification, and infrastructure on education service unit from central government to regency/city government. The decentralization of education is the delivery of some central government authorities to regions and communities through the phases and forms of decentralization as follows; 1) the decentralization of education in Indonesia in the form of de-concentration; 2) decentralization in the form of delegation; 3) decentralization of education in the form of devolution [4]. These phases indicate that central authority to the regions in the field of education is not simultaneous but rather gradual, beginning with de-concentration (giving more power to the

regions), than delegated, and ultimately the authority transfers to the regions. One of the factors that determine the success of decentralization of education is the availability of adequate teachers, in terms of quantity and quality. The results of research conducted by national and international institutions and the results of expert studies on the role of teachers published through print media concluded; 1) world bank-sponsored research in 29 developing countries shows that the function and role of teachers is very strategic in every effort to improve the quality of education. There is no innovative effort in education that ignores the role of teachers. Teachers are the most dominant determinants of learning achievement of students. The role of teachers is increasingly important in the midst of the limited facilities and infrastructure in developing countries; 2) studies undertaken by *Depdikbud*, *Bappenas* and the world bank found that teachers are central and at the same time key in any effort to improve, reform, and increase the quality of education, whether curriculum renewal, the development of teaching methods, improvements in learning, the provision of textbooks, will be meaningful if it involves the teacher; 3) Winarno Surakhmad (2009) [7], revealed that the teacher is the guarantor of the actual quality of education. Efforts to improve the quality of education without priority improving the quality of teachers, not only against the common sense but also an impossibility. What kind of curriculum, how much money, any relevant program, any sophisticated technology can not produce quality without qualified teachers? Could be the vision and mission of the school turned into a dream and an illusion. Without the role and involvement of teachers in every effort to improve the quality and improvement of education all become useless [6]. The quantity of teachers in Indonesia is sufficient. In 2012 the number of teachers in Indonesia recorded 2.68 million people [9]. Another source mentions the number of teachers in Indonesia around 2.9 million people, with the ratio between teachers and students around 1:18, still above Germany (1:20) and South Korea (1:30) [10]. It's just that the distribution of teachers has not yet reflected the equitable distribution of education services, most teachers piled up in urban areas, while in rural areas are still short of teachers, especially in remote areas. In terms of quality and competence of teachers is still low, especially pedagogic and professional competence. To improve the quality of teachers, various efforts have been made by the government, such as through the teacher certification since 2006, teacher professional education and training, and teacher competency test. Various efforts are aimed at improving the quality of national education which relates to the tasks, functions and responsibilities of school supervisors to conduct programs and continuous teacher development. The main duties of the superintendent according to the regulation of the Minister of planning of the state apparatus (*PAN*) and bureaucracy reform are to carry out the task of academic and managerial supervision of the education unit covering; 1) the preparation of the supervisory program; 2) the implementation of the guidance; 3) monitoring the implementation of eight national education standards; 4) assessment; and 5) teacher professional coaching and training [8]. The task of the school supervisor is closely related to the goals of the implementation of national education, namely; 1) improving the quality of education; 2) improving the efficiency of education management; 3) increasing the relevance of education; 4) equalization of educational services; and 5) character education [1]. In the face of global

competition as mentioned earlier, there are five strategic steps in the management of education decentralization, namely; first, increasing equity and expanding opportunities for good quality, relevant, humane education that is accessible to all levels of society; second, the development of competition insight and nation excellence, so as to compete at the global level. The key is quality education. One aspect of the superiority is the importance of reflection and self-evaluation to understand our position in the global arena; third, strengthen the linkage of education to match the needs of development (link and match), so as to support national development through the provision of professional human resources, competent, quality, and character; fourth, education is a means to prepare the present generation in an effort to anticipate what will happen in the future by equipping the various competencies required; fifth, education is a means to strengthen national identity in the process of industrialization and encourage the change of society in entering the era of globalization [1]. The five steps of the strategy are absolutely supported by a unique supervisory to develop the potential of learners through quality learning services. Typical supervision relates to the existence of learners as individuals who should be appreciated not as controlled as in the production process of the goods [6]. Typical supervision is the principal task of the supervisor through the coaching and professional training of teachers. In the context of *Otda* there are at least two very basic aspects of educational decentralization. First, decentralization is concerned with the authority in terms of policies and aspects of funding from the central government to the local government [4]. Second, decentralization of education focused on granting greater authority at the school level, in this case done with motivation to improve the quality of education. The two targets seem to have not been fully implemented, especially the first target.

3.2. The Targets of Education Decentralization

Centralized national education is expected to accelerate the realization of objectives by the implementation of decentralization of education, they are both moving towards a common point called link and match with local content operations [1]. The concept of link and match is intended to bridge the realization of the intersection between the world of education with the labor market or in other words the equivalence of knowledge owned by the graduates of formal education institutions with employment available in the community [11]. The concept is constrained in its implementation by various factors, partly because of the limited available employment, the lack of relevance between the applicant's knowledge and skills with the available manpower requirements, not to mention the strict recruitment of employees, and the bureaucratic system. Competencies owned by high school graduates and universities are considered inadequate to realize the idea, so it is deemed necessary to find solutions to solving it. One of the concepts offered is the implementation of Competency Based Curriculum (*KBK*) in 2004, enhanced with Education Unit Level Curriculum (*KTSP*) in 2006, then applied Curriculum 2013 (*K 2013*). These curriculum changes were made to improve the quality of national education in line with global developments. One important element that is competent in the development of teachers is the School Supervisor (Supervisor) who is tasked to carry out the development of teacher competence, especially pedagogical competence,

professional, and teacher personality. The development of teacher competence relies on the ability of supervisors and principal in guiding teachers so that there is improvement of learning quality. The results of the study and development of education and culture mean the supervision of education as all efforts that provide opportunities for teachers to develop professionally so that they are able to carry out their main task, which is to improve and perfect the learning process of students [4]. The main task is relevant to the position of the teacher as a professional educator with the main task of educating, teaching, guiding, directing, training, assessing and evaluating learners in early childhood education, formal education path, primary and secondary education [12]. To foster a professional teacher in his field becomes the duty and authority of Supervisor in every educational unit. The supervisor's job includes three substantial substances. First, supervisors are tasked with improving teaching skills. Second, supervisory activities can only be effective and work optimally if the teacher coaching system is done professionally. Third, supervisors should plan supervision programmatically, directed and sustainable.

3.3. Function and Purpose of Supervision

The function of educational supervision in the context of *Otda* is an instrument or means of supervision over the implementation of educational programs to know and evaluate the performance of principals, teachers, and administrative staff. The function of educational supervision is; 1) as a guarantee of the quality of education in the region, where the local government shows the seriousness in coordinating education in the region. This means that the local government seeks to ensure that all educational institutions in the region are not just running, but the public services must also be qualified; 2) school quality drivers, supervisors use a variety of supervisory techniques when conducting class visits, teacher meetings, or through a teacher working group. Application of such techniques programmatically will be a support in improving the quality of education; 3) quality assurance in education, because in the era of regional autonomy, quality public services become a policy concept that must be implemented with full sense of responsibility [6]. Specifically the functions of educational supervision in the era of *Otda* are; 1) as the completeness of regional decentralization policy in education sector implemented seriously; 2) as a driver of school improvement efforts in the context of improving the quality of education, stimulates the birth of creativity and innovation at the organizational level to empower every source it has to advance the quality of services; 3) local government plays an active role with the supervisor to show the community a strong commitment to improve the quality of education; and 4) the application of supervision of supervisors and principals controlled by the local government to support the continuous process of internal quality improvement. The effectiveness of these functions will show the extent to which the local government's partisanship in an effort to improve the quality of human resources in the region, precisely education is a human investment (human investment) is broad dimension and for the long term. The population in a region is the basic capital of development. If the quality of education of its citizens is adequate, then it is a human capital for economic growth and community development. Conversely, if the quality of education of the population is low, they will not be empowered and difficult to meet their basic needs, become a burden for

the local government, and even potentially as a source of vulnerability. Theodore Shultz (1980) [13], a developing country economist and Nobel Prize winner, claims that to build a poor society, it does not have to depend on land, equipment, or energy, but on building knowledge in the form of qualitative economic aspects which he calls human capital. He explained that knowledgeable human beings are an asset of the nation, a stock for problem solving development. Therefore, make a qualitative investment in human beings, because educated human beings have knowledge of working capital which he calls human capital investment. The indication of the success of decentralization of education is the change of the paradigm of society. If the previous habit of sending their children to school in other areas, it prioritizes schools in their own region because the quality of education is no less than the other regions. (unless the school is not available in the area). This paradigm shift is more favorable when it is associated with various factors, especially cost factors, and controls or oversight. It is clear that the goal of decentralization of education in the Era *Otda* is in the context of human resource development towards local self-reliance where the education sector plays an important role. This goal can only be realized when the provision of education is relevant to the interests of the people in the region. The paradigm of the community sending their children to other areas will change, because the quality of education in the region is no less compared to other regions, it is different if the school or department of choice has not been opened in the area. The purpose of educational supervision is directed to 3 (three) main objects or targets, namely; 1) academic supervision, emphasizing the observation of school supervisors on academic issues, IE teaching and learning activities - to improve the quality of learning; 2) administrative supervision, emphasizing the observation of the school supervisor on the administrative aspects that serve as a support for the smoothness of learning; 3) supervision of the institution, in which the School Supervisor directs his observations to all school activities to improve the school's quality or overall school performance. Burton and Brueckner [14] mentioned three objectives or objects of study of educational supervision that are very important in an effort to improve the quality of education, namely; 1) studying the teaching - learning situation; 2) improving the teaching learning situation; and 3) evaluating the Means, Methods and outcomes of Supervision. These three objects of supervision include: the study of teaching-learning situations, improvements in the process or teaching-learning situation, and assessment of teaching methods and the success of supervision. If the functions and objectives of the supervision listed above can be run optimally in accordance with the main duties and responsibilities Supervisor is expected to improve the quality of learning in order to improve the quality of education. Improving the quality of education in schools, in addition emphasized to the learning process in the form of teacher-student interaction, as well as classroom situations and environment, and leadership of the principal. Understanding the quality of education, according to Ministry of Education (2001: 5) includes input - process - output education. Input education means everything that should be available because it is needed for the process. In national education ministerial decree No. 63, 2009, on education quality assurance system article 1 paragraph (1) states that the quality of education is the level of intelligence life of the nation that can be achieved from the delivery of the

system of national education. The process of education is turning something into something else by integrating school inputs so as to create enjoyable learning, and be able to encourage motivation and interest in learning and truly be able to empower learners. Output education is a school performance that can be measured by the quality, effectiveness, productivity, efficiency, innovation and morale work. In relation to the quality of education mentioned above, Engkoswara et. al, (2010) [15], proposes seven qualified school indicators that are inferred from the views of several experts, namely; 1) proper input; 2) high work spirit; 3) high motivation, learning passion; 4) use of cost, time, facilities, and professional staff; 5) trust of various parties; 6) qualified graduates; and 7) outcomes relevant to the needs of the community. The description shows how important the competence of school supervisor in realizing quality education through the supervision of National Education Standards and teacher professional training.

3.4. Decentralization of Education and Constraints

The implementation of the decentralization system of education in Era *Otda* was still experiencing various obstacles. Article 12 paragraph (1) of Law No. 32, 2004, regarding regional autonomy states that government affairs submitted to the regions (including education) are accompanied by funding sources, the transfer of facilities infrastructure and personnel in accordance with decentralized affairs [3]. Analysis among educational experts and practitioners in Indonesia states that there are five main issues that must be considered contextually in Era *Otda*, namely; 1) quality of education; 2) management efficiency; 3) equity; 4) community participation; and 5) educational accountability. Autonomy in this context is not interpreted as the introduction of primordialistic regional color, but it is understood from a positive angle to develop all the potentials of each region. It is not surprising that the implementation of decentralized education seems to be in a hurry because the infrastructure is not yet ready. This can be seen inadequate human resources, both in terms of quality and quantity, especially teachers. Therefore, decentralization of education should not be done through the mechanism of the transfer of bureaucratic power from the center for the region, it has been proven to fail in realizing quality education. Through decentralized governance in the education sector, Kemendikbud is not only interested in developing districts in managing education, but also has an interest in realizing the autonomy of education units, IE autonomy at the school level. The various obstacles listed above can show that the implementation of decentralized education in the Era *Otda* is not so easy, it is faced with a number of problems, namely; 1) curriculum; 2) human resources; 3) education funds, facilities and infrastructure; 4) institutional organizations; and 5) coaching and coordination. These will be explained as follows.

a. Curriculum

The curriculum is an educational program designed to achieve certain goals. The term curriculum comes from the Latin, "curricula", meaning the distance that a runner must travel in the athletic world. This understanding is then applied in the field of education, namely the period of education that must be taken by students to obtain a diploma [16][17]. The curriculum is the foundation or a bridge that must be passed to reach the end point of a journey and is marked by the acquisition of a

certain diploma. The curriculum is also defined as the light through which humans go through life (educators/teachers with learners) to develop knowledge, skills and attitudes and values. The application of the curriculum of each educational unit is not just a list of subjects that must be taught, but a program that is structured based on the real condition of the region to educate and provide skills to process natural resources in the region. In areas where most of the population is farmers, for example, it will be more advanced if it opens an agricultural or plantation school, a mining-producing area opened by a mining school, or a marine and fishery school for a fish-producing region, and so on. Therefore the application of curriculum in each region should not always be the same, because it is related to the physical and social environment that developed in the community. The application of local content curriculum in the national curriculum system becomes very important. Implementation of local content curricula should be devised to improve skills and skills relevant to local needs and to the extent possible to engage citizens in their planning and implementation. So most important is how to realize and develop a local curriculum content in accordance with the needs of local communities and the environment. The local content curriculum has actually been implemented since the 1984 curriculum, especially in elementary schools. It's just that the local content curriculum when it is still inserted in several appropriate fields of study, then intensified its implementation in the 1994 curriculum. Furthermore, the local content curriculum is no longer inserted in a number of fields of study, but uses a monolithic approach in the field of study, both compulsory and optional studies. Therefore, decentralization of education in Era *Otda* should emphasize the development of local content curriculum besides national curriculum. The development of local content curriculum is intended to enable learners to recognize local culture and to love the environment and to preserve it, to develop natural and cultural resources that support national development, regional development and local development. Implementation and development of local content curriculum in addition to minimizing the weaknesses of the national curriculum is very dominant, also further strengthening the role of *KTSP* which has been designed and agreed upon each unit of education. In the context of the implementation of K 2013 the substance is more emphasizing character education, aims to improve the quality of educational processes and outcomes that emphasize the formation of noble character of the learner intact, integrated and balanced in accordance with the competency standards of graduates in educational units. Implementation of the K 2013 based on competence and character-based, students are expected to be able to independently increase their knowledge in studying and as well as understanding the values of character and noble character that manifested in everyday behavior. The goal can be realized if the values of character education can be integrated in all learning in each field of study listed in the curriculum.

b. Human Resources

Human Resources are the basic capital in facing and addressing a problem through quality education. Qualified human resources even become a must have requirement to achieve success competing in the era of globalization [18]. Qualified human resources require the mastery and development of science and technology and the improvement

of faith in a balanced manner in order to build a qualified human resource of Indonesia. Development of qualified human resources should be a reference of officials in managing educational institutions in Era *Otda*. In the placement of staff or officials such as principals, school superintendents, teachers, etc. should apply the principle of the right man on the right place according to their skills, educational qualifications, competencies and experience. The principle is often ignored, because it is trapped or influenced by certain interests. A head of the education office, for example, was appointed from a former of district head, or former head of market office who did not understand the education problem. Although the former officials are experienced in taking care of the crowd, it is different when facing teachers and learners. On the other hand, in the Era *Otda*, the appointment of the district head or the head of service was recruited from the teachers due to the limited number of eligible personnel, while the schools were still short of teachers. Not a few teachers were transferred to fill the structural positions in the offices of regional government, Ministry of National Education, Ministry of Religious Affairs at provincial and district/city levels. Such a mutation should be accompanied by an appointment of a sufficient number of teachers to address the shortage of teachers in different regions. Governors, regents / mayors often also dismiss or officer, officials or teachers because they do not support the program. Especially if the official was allegedly or reportedly opposed to the succession team during the campaign period. The proposal of employee mutation is sometimes complicated because it has to go through a long and complicated process. From request for approval from the principal, head of branch office, head of service to assistant for administration section, regional secretary, regent and mayor. For central staff, usually even though the decree has been transferred from the minister of education has been published, it cannot be directly implemented. Mutation of such employees in addition to indicating injustice, also leads to antipathy and low trust staff to the leadership, and even weaken the productivity of work among employees. It is different if the teacher or employee has specific expertise specifications, it can be discussed with staff to find the best solution. Consideration of human resources, especially teachers should be prioritized, for the sake of educational institutions in the context of human resource development and local independence. In Era *Otda*, at least requires three things, namely; 1) human resource development becomes very important through education; 2) the development of human resources through education process into keywords; 3) autonomy in a broad sense will be realized through democratization supported by educating human resources [19]. These three points out how the importance of quality education to develop the quality of human resources in the region. Improving the quality of human resources in order to improve the quality of education, especially in certain areas, needs to consider the potential of local wisdom and educational traditions [20 and 21].

c. Funds, Education Facilities and Infrastructure

Funding factors, educational facilities and infrastructure are the main support for education programs. Therefore, the budget or education budget has been determined by the government and regional government, both in the Indonesia Constitution, 1945 and in the National Education System Act. Article 31 paragraph (4) of the 1945 Constitution stipulates that

the government and regional government are responsible for providing education budget. This provision is reinforced in Article 46 paragraphs (1) and (2) that education funding is a joint responsibility between the government, local government and the community. The amount of education budget is set at 20% of the State Budget (*APBN*), as well as in the regional budget (*APBD*). With the allocation of funds of that size should be able to meet all the needs of educational institutions in the region, including facilities and infrastructure education. Education facility means everything in the form of tools or media that can be used to achieve educational goals, while educational infrastructure is defined as everything that is the main support for the implementation of the educational process. Education facilities and infrastructures are stipulated in Government Regulation Number 19 Year 2005 regarding National Education Standards Article 42 paragraph (1) and (2), that each educational unit shall have facilities covering furniture, educational equipment, educational media, books and other learning resources, consumables, and other equipment needed to support a regular and ongoing learning process. The educational infrastructure includes land, classrooms, leadership room, educator room, administrative room, library room, laboratory space, workshop space, production unit space, canteen room, power and service, installation, sports venue, playground, creative venue, and other space / places needed to support a regular and ongoing learning process. Although the education budget provided by the government and local government is quite large, it has not been realized as it should. This is related to funding sources, management systems and their allocations. Educational funding sources are determined on the basis of justice, adequacy and sustainability. Governments, local governments, and communities mobilize existing resources in accordance with applicable laws and regulations (Article 47 paragraphs (1) and 2). Management of education funds based on principles of fairness, efficiency, transparency and public accountability Provisions on the management of education funds (Article 48 paragraphs (1) and 2). While the allocation of education funds, in addition to educators' salaries and official education fees, is allocated at least 20% of the *APBN* in the education sector, and at least 20% of the *APBD*. Lecturers appointed by the government are allocated to *APBN*. Education fund from government and local government for education unit is given in the form of grants (voluntarily) in accordance with prevailing laws and regulations similarly, education fund from government to local government is given in the form of grants (Article 49 paragraph (1, 2, 3 and 4). However, the reality in the field shows that there are still many schools (primary school, junior high school, and senior high school) that do not yet have adequate educational facilities and infrastructure, even among them are still concerned, especially school buildings, classrooms, library room, laboratory space including equipment and furniture. Some obstacles in the management and allocation of education funds in the region, in addition to the limited human resources of budget management, also due to weak management system and weak control system or supervision. Linked to education funding, that there are at least four policy agendas that need attention serious, that is; 1) the amount of budget allocated (revenue); 2) justice aspect in budget allocation; 3) efficiency aspects in the utilization of budget; and 4) education budgeting and decentralized management. To overcome this problem, the officers who carry out the mandate in the field of education should carry out

their duties and functions as well as possible in terms of their management, management system and supervision in accordance with prevailing laws and regulations, as well as the success of decentralization of education.

d. Institutional Organization

One of the weaknesses of the Law on Regional Autonomy is that the regions have no authority across regency/city, as stipulated in Article 4 paragraph (2) that each province, regency or city is independent and has no hierarchical relationship. After the Law was upheld by the Law No.32 of 2004, in Article 2 paragraph (1), it was formulated that the Unitary State of the Republic of Indonesia was divided into provincial, and provincial regions divided into regency or city each with a government area. In paragraph (2) the Regional Government shall administer, and administer its own governmental affairs according to the principle of autonomy and assistance task. The two articles are not in line with Education Law stating that education is an integrated system of all educational units and activities related to each other to seek the achievement of national educational objectives. This suggests that the decentralization of educational institutions is a fairly complex process, due to several factors, in which the decentralization of educational institutions; 1) will create an educational system with factual policies; 2) must manage its resources and simultaneously utilize it; 3) must train professional staff and management personnel; 4) must develop appropriate curriculum; and 5) must be able to manage the education system based on the local social and cultural life. Decentralization of such education on the one hand is expected to encourage a healthy competing spirit in each region, but on the other hand, the level and type of educational institutions seem to be sorted out in such a way that each one has no relationship and seems to run on its own. Higher education institutions, for example, seem to be unrelated to secondary educational institutions, as well as secondary educational institutions seem to have no relationship with basic education institutions. and so on. Such segregation and type of institutional education is the impact of the bureaucratic system and the centralization of the institutional management of education, so that it appears that apart from being separated and exclusive from the community, it is also considered to be ignoring the needs of the community and not serving the interests of the region.

e. Coaching and Coordination

Observing the various obstacles in the implementation of decentralization of education in the Era *Otda* listed above, the government and local government are obliged to conduct coaching and coordination according to the authority it possesses. This is stated in Article 10 of Education Law, that the government and local government have the right to direct, guide, assist and supervise the implementation of education in accordance with the prevailing laws and regulations. Coaching is meant here can be technical guidance or assistance in the framework of independence, while coordination means the effort to organize an activity in the organization or institution so that the rules and actions to be implemented are not conflicting or confusing. Coaching and coordination is very important to do, let alone see the reality in the field post-regional autonomy as if the provincial government has nothing to do with the district or city government. While the head of education office of the regency or city views the officials of the

provincial education office and the staff are not his superiors. It is not surprising that the levels and types of education between the provinces and regency or cities are reluctant to coordinate with each other, so that each runs independently. Unfortunately, during the implementation of regional autonomy, coaching and coordination are reluctant to run. The reluctance to coordinate among officials is due to prestige, for example, because the Mayor considers neither subordinate nor has a hierarchical relationship with the Governor. So when official meetings and coordination are carried out, which should be followed by the regent or mayor of the province, only followed by delegates from regency or cities. It has implications on his subordinates. Often the head of the provincial education office has difficulty conducting coordination meetings with the regency or city, education authority, but at the same time, the Regent or Mayor also holds an official meeting. Since the Regent or Mayor is the superintendent of the regency or city, education office - of course the head of education office is more concerned with official meetings with his superiors. Such issues indicate that although decentralization of education is in line with regional autonomy regulations and regulations, but in terms of institutional and academic attitudes among provincial and district education officials have not been synchronized. Local governments have not shown their commitment and competence that can be convincing to the public to improve the quality of education in the region.

4 CONCLUSIONS

A review of the implementation of education decentralization in the era of regional autonomy in Indonesia was conducted. The results revealed that decentralization of education in Indonesia can accelerate the improvement of educational quality and educational equity in accordance with the Laws of the national education system. Nevertheless, the implementation of decentralization of education to date still faces several obstacles, including curriculum, human resources, budgeting, facilities and infrastructure, institutional organization, and coaching and coordination. Observing the various obstacles, it is necessary steps to develop and improve the quality of education in the context of decentralization of education in the era of regional autonomy. In accordance with the national education mission that is to educate the life of the nation and respond to global, regional and local developments, the direction of national policy in the future, still refers to three things; 1) expansion and equity of quality education services; 2) improving the quality of learning and educational institutions; and 3) improved capacity and education management. To realize these three things, the priority scale that must be addressed is the improvement of the curriculum, improving the quality of human resources of teachers, the management and allocation of education funds in accordance with the provisions of legislation, the optimization of institutional organizations, as well as coaching and coordination. In addition, strengthening the role of school supervisors is needed in improving the quality of the education process.

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