



Analysis of education autonomy policy in Indonesia

Analisis kebijakan otonomi pendidikan di Indonesia

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Abstract

This study aims to analyze the autonomy policy of education in Indonesia. This study uses a qualitative approach with library research techniques. The results of this study indicate that the increase in the education budget allocation has not been able to increase the competitiveness of national education in the global arena. The implementation of educational autonomy through the establishment of various policies, including school-based management and the independent campus policy aims to give authority to educational institutions to provide flexibility in the management of education. Although the education autonomy policy has been able to increase the national education participation rate, this policy also raises new problems such as policy conflicts between the central government, regional governments, and educational institutions, inefficiency in education management, the occurrence of new corrupt practices, and education policies that tend to be top-down. The conclusion is that although it is in line with the demands of reform, education autonomy in Indonesia does not necessarily improve the quality of national education.

Keywords: *Policy Analysis; Autonomy; Education*

Introduction

As evidenced by the passage of Law No. 20 of 2003 on the National Education System, political reforms resulted in significant changes to education sector policy based on two new paradigms: autonomy and democracy. The reorientation of education policy from centralized to decentralized is an unavoidable process, as centralization policies are thought to leave less room for democracy's development as an important part of the educational process. Decentralization of education is a good governance strategy that stems from societal pressures to live more democratically and to respect human rights. Education is a citizen's right, the nation's most valuable resource, and an investment in the future of global competition.

The centralized approach has failed to maximize education's function as the moral power of the nation, as well as to turn off democratic ideals, limit

community engagement, and narrow the space available for educators and students to move. This situation makes it impossible for the public to criticize the education sector, preventing education from serving as a public space for democratic development. This hegemony harms local culture and potential, resulting in a loss of identity. Rather than academic policy, political policy influences centralized education policy (Julia & Afandi, 2020; Lazuardi, 2013). The centralized policy is viewed as a source of state problems as well as a cause of stagnant development. The centralized paradigm, for example, leads to less effective and efficient governance and development procedures in the educational sector (Astuti, 2011).

Education decentralization is a system for achieving educational growth that emphasizes diversity as well as the delegation of authority and power in decision-making to address a wide range of issues arising from geographical and cultural disparities on a national and global scale. The most compelling reason for decentralizing education in Indonesia is to maintain national political stability, ensuring that the central government retains community legitimacy after the reform.

Education decentralization has strategic implications. So far, education centralization has evolved into an extension of the bureaucratic system, affecting educational institutions in which educational activities are dominated by government bureaucratic intervention and educational institution characteristics are not accommodated due to pragmatic interests in pursuing central government-designed targets. As a result, education implementation rarely addresses the true needs of the local community (M. Afandi & Zuraidah, 2020; Amtu, 2011).

Currently, the central government's involvement in educational autonomy is focused on two aspects: educational quality and equity. The central government develops quality standards that serve as benchmarks for meeting minimum educational requirements while also ensuring educational equity (Mashuri, 2009). Although education decentralization is difficult to achieve, it is consistent with the current democratic trend. Decentralization of education may not always improve educational quality, and its implementation will undoubtedly encounter a slew of novel issues, but it does offer hope and opportunity for the future of national education.

Research methods

This research employs a qualitative method in conjunction with library research techniques. Documentation is the method utilized to acquire data. The information is gathered from the findings of other scholars' research, as well as news, literature, and laws and regulations. Researchers gather data from a variety of published sources, then reduce it, show it, and draw conclusions and verify it.

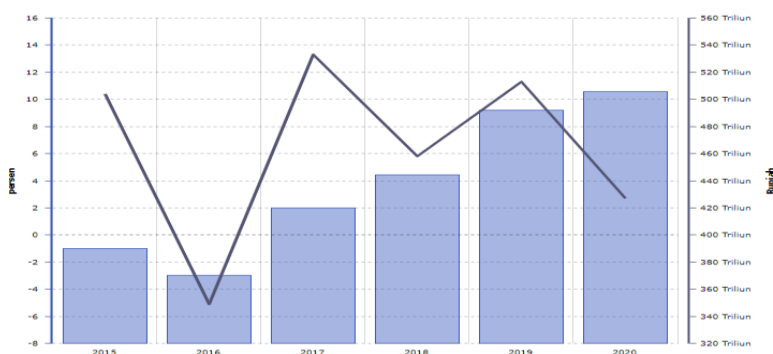
Results and Discussion

Social Issues

Indonesia is one of the countries in the world that spends the most on education. This is inextricably linked to the government's school reform strategy, which allocates 20% of the budget to education. Indonesia's education spending is twice that of East Asian countries like Japan and the Republic of Korea, but when measured in terms of GDP, Indonesia's education spending lags behind its regional peers. The education sector in Indonesia accounts for only 3% of GDP. This share is half of Malaysia's and Vietnam's budgeted allocations, and lower than many other East Asian countries.

The allocation for education in the 2020 APBN is IDR 505.8 trillion, a 2.7 percent increase over the previous year. The allocated budget for 2019 was IDR 492.5 trillion, an increase of 11.3 percent over 2018. Despite a lower increase in budget allocations than the previous year, 20% of the total 2020 state expenditure of IDR 2,528.8 trillion was maintained. The education budget is also allocated to local governments through a transfer scheme. Local government education spending is primarily funded by the General Allocation Fund (DAU) and the Special Allocation Fund (DAK), with some funding coming from local revenue. Local governments use the majority of the DAU to pay educator salaries, while the DAK is used to fund school operational assistance, professional allowances, and education infrastructure.

Graph. 1
Education Sector Budget Allocation



Source: Ministry of Education 2020

Government policies in the education sector do not always improve education quality in Indonesia. The Program for International Student Assessment (PISA) 2019 survey shows a decline in Indonesia's position in all fields. The PISA survey is used to assess the quality of global education in the areas of reading, math, and science abilities. Indonesia ranks 74th out of 79 countries in the reading ability category, with a score of 371. Indonesia is ranked 73rd in the mathematics category with a score of 379, and 71st in the science category with a score of 396.

According to the report, Indonesia's performance has slipped since 2015. This is contrary to the government's budget allocation for education. Although it decreased in 2016, the education budget allocation increased the following year and will continue to increase until 2020. In comparison, the education budget allocation in 2015 was Rp. 390.1 trillion, Rp. 444.131 trillion in 2018, and Rp. 505.8 trillion in 2020.

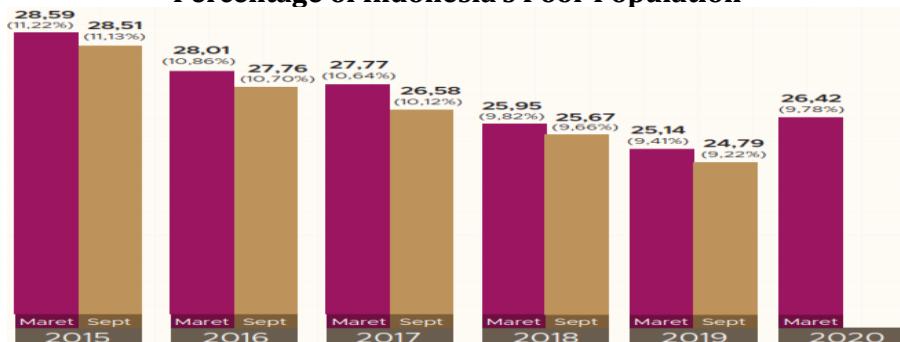
Table. 1
Surveys released by the Program for International Student Assessment

No	Category	2015	2018
1	Ability to read	397	371
2	Math ability	386	379
3	Science performance capability	403	396

Source: Program for International Student Assessment 2019

The link between poverty and educational quality is extensive. Poverty will shackle a culture of poverty (M. Afandi & Afandi, 2018). According to the Central Statistics Agency, the percentage of poor people in Indonesia in March 2020 was 9.78 percent, or 26.42 million people, a 0.56 percent or 1.63 million increase from September 2019 and a 0.37 percent or 1.28 million increase from March 2019. In March 2020, the number of poor people in urban areas increased by 1.3 million people, from 9.86 million in September 2019 to 11.16 million in March 2020. The percentage of poor people in rural areas increased by 333.9 thousand people, from 14.93 million in September 2019 to 15.26 million in March 2020. According to Freire (2008), the poor will be trapped in a culture of silence in the end. This mute culture instills a way of life and resigned behavior in the poor, so that they no longer care about their poverty. This circumstance gives rise to the belief that education is unimportant.

Graph. 2
Percentage of Indonesia's Poor Population



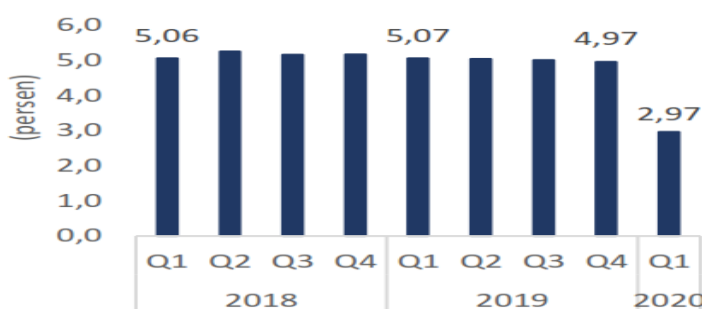
Source: Central Bureau of Statistics 2020

The state's economic situation has an impact on educational quality. Countries with strong economic growth can provide the best educational

opportunities for their citizens. With stable economic growth, the state can devote a large budget to the development of facilities and infrastructure, as well as to improving the quality and quantity of teaching and educational personnel. The economy and education are two sides of the same coin that cannot be separated and influence one another. On the one hand, education necessitates economic growth; on the other hand, the economy necessitates high-quality education in order to produce high-quality human resources. The direction of the country's education policy will be determined by economic capacity.

Indonesia's economic growth was 2.97 percent lower in the first quarter of 2020. In the fourth quarter of 2019, this figure was 4.97 percent. Most of Indonesia's economic growth has been slower. The growth rates in Bali, Nusa Tenggara, Kalimantan, Maluku, and Papua are even lower than the national average. All expenditure components experienced significant slowing. Household consumption growth has slowed to 2.8 percent. The performance of exports and imports has also declined in line with the slowing of international trade. Imports fell by 2.2 percent, while exports increased by 0.2 percent. The main sector in Indonesia grew slower, but the services sector grew faster. In the current quarter, the health services sector grew by 10%. Indonesia's growth is expected to slow in the range of -0.4 to 2.3 percent, peaking in the second quarter of 2020. The slowdown affects all components of spending, particularly household consumption. Meanwhile, export and import performance are expected to fall throughout the year (Bappenas, 2020).

Graph. 3
Percentage of Indonesia's Economic Growth



Source: Central Bureau of Statistics 2020

Financing is important in the implementation of education, both at the macro (country) and micro (institutional) levels, in order to support educational continuity. Financing is required because it is directly related to educational institutions' operations. To provide education, educational institutions must incur costs such as physical and supporting facilities and infrastructure, as well as costs for education providers such as teachers and

education staff. A large amount of money can be used to support better facilities and infrastructure, as well as to hire qualified teachers and educators. The education budget has an impact on the leadership and education management factors, as well as the welfare and competence of educators, improving the quality of education services and thus the quality of graduates.

Implementation of Education Autonomy

The jolt of reform in 1998 created a new environment for the Indonesian people to reorganize the state system in various aspects of life. It was the milieu that gave birth to regional autonomy. Along with regional autonomy, educational autonomy has become a national priority through the concept of decentralization of education. This is demonstrated by the emergence of government policies such as the Regional Government Act, which includes education decentralization and autonomy, Law Number 20 of 2003 concerning the National Education System, Law Number 14 of 2005 concerning Teachers and Lecturers, and Law Number 12 of 2012 concerning Higher Education (Mashuri, 2009).

School-Based Management

When people began to question the relevance of education to the developmental needs of the local community, School-Based Management emerged. School-Based Management is a new educational paradigm that promotes school autonomy and community involvement. Schools are given autonomy so that they can manage their resources more effectively and respond to local needs. Community involvement is intended to help them better understand, assist, and control educational management. Schools are given autonomy in terms of knowledge, technology, power, materials, people, time, and finances under this policy (S. A. Afandi & Anwar, 2017). According to the Republic of Indonesia's Ministry of National Education, the following powers have been decentralized to schools:

1. Development and evaluation of school programs
Schools are given the authority to plan based on their needs and conduct evaluations, particularly internal and self-evaluations;
2. Curriculum administration
Schools may develop curricula, but they may not reduce the content of the central government's nationally applicable curriculum. Schools are also given the authority to create local content curricula;
3. Oversight of the teaching and learning processes
Schools are given the freedom to select the most effective learning and teaching strategies, methods, and techniques based on subject characteristics, student characteristics, teacher characteristics, and the condition of the school's resources;

4. Human resource management

Manpower management, from analyzing planning needs to recruiting, developing, rewarding, and sanctioning educators and education staff, can be carried out by schools, with the exception of Civil Servant (PNS) teachers, who are still managed by the bureaucracy above them;

5. Management of equipment and supplies

Schools are in charge of facility management, which includes everything from procurement to maintenance and repairs to development. This is because educational institutions are the ones who are most familiar with the need for facilities that are adequate, suitable, and up to date, particularly facilities that are closely related to the teaching and learning process;

6. Financial management

Financial management, especially the allocation of budget use, is carried out by schools. Schools are also given the freedom to carry out income-generating activities so that financial resources do not only depend on the government;

7. Student service

The school has authority over student services such as new student admissions, development, coaching, and mentoring;

8. Relationships between schools and communities

The goal of school and community relations is to increase community involvement, care, ownership, and support for educational institutions;

9. Management of the school climate

A supportive academic school climate is required for effective teaching and learning. School climates that can foster student enthusiasm for learning include a safe and orderly school environment, high optimism and hope, school health, and student-centered activities (Husnidar, Afandi, & Darwis, 2020).

The school autonomy policy is a new model in education management in Indonesia. Previously, national education was implemented in a bureaucratic-centralistic manner, making schools very dependent on bureaucratic decisions with very long paths, and sometimes the policies determined did not follow the conditions of the school environment. The primary goal of school autonomy is to improve educational service quality. Schools are given autonomy to regulate themselves based on the situation and conditions they face.

The 1947 Lesson Plan was the first curriculum in Indonesia, and it was changed dozens of times. The term curriculum had not yet been coined. The

1947 Lesson Plan was then replaced with the 1950 Lesson Plan. The 1958 Lesson Plan then took its place. This lesson plan was later updated to become the 1964 Lesson Plan. The lesson plan was then changed to the 1968 Curriculum. Since then, the long-used term lesson plan has been replaced by the term curriculum. The curriculum was then changed once more to the 1975 Curriculum. In addition, the 1984 Curriculum, the 1994 Curriculum, the Competency-Based Curriculum (KBK) 2004, the Education Unit Level Curriculum (KTSP) 2006, and the most recent Curriculum 2013 (Ahmad, 2014).

The most recent change to the national curriculum is a mandate in the National Medium Term Development Plan for changing the learning methodology and curriculum structuring (RPJMN). According to Presidential Instruction No. 1 of 2010, this change was made as a curriculum improvement with active learning methods based on the nation's cultural values to form competitive and character human resources. Science and technology advancements have an impact on the teaching system; the learning approach must shift from a traditional to a modern approach.

Independent Campus

Independent learning-independent campus policy is defined as a type of autonomously granting freedom to educational institutions and independence from complicated bureaucracy, as well as freedom for students to choose the desired program. The Ministry of Education and Culture of the Republic of Indonesia's main goal is to establish an autonomous educational institution culture that is not bureaucratic, as well as to establish an innovative learning system based on the interests and demands of the modern world. The following are the main points of the independent learning-independent campus policy, according to the Ministry of Education and Culture:

1. Launch of a new study program

The Regulation of the Minister of Education and Culture of the Republic of Indonesia No. 7 of 2020 concerning the Establishment, Amendment, and Dissolution of State Universities, as well as the Establishment, Amendment, and Revocation of Private Higher Education Permits, and the Regulation of the Minister of Education and Culture of the Republic of Indonesia No. 5 of 2020 concerning Accreditation of Study Programs and Universities, serve as the legal basis for the establishment of a new study program. State and private universities are given autonomy under these rules to open new study programs if they already have A and B accreditation. If there is collaboration with corporate partners, non-profit organizations, multilateral institutions, or universities in the QS top 100 rankings, study programs can be submitted. Furthermore, the

new study program does not focus on health or education. Curriculum development, work practices, and work placements are all part of the collaboration with organizations. To carry out supervision, the Ministry will work with universities and study program partners. The new study program will automatically receive a C from the National Accreditation Board for Higher Education, and tracer studies will be required every year. This is a departure from the previous policy, which allowed only state universities with legal entities to open study programs; additionally, the licensing process for new study programs for private universities and state universities with non-legal entities took a long time, and the new study programs received only minimum accreditation (not C);

2. System of college accreditation

According to Minister of Education and Culture Regulation No. 5 of 2020 concerning Accreditation of Study Programs and Higher Education, the accreditation determined by the National Accreditation Board for Higher Education is valid for five years and will be automatically renewed. Colleges that are accredited B or C can voluntarily apply for an increase in accreditation at any time. The National Accreditation Board for Higher Education will conduct an accreditation review if there are indications of a decrease in quality, such as public complaints accompanied by concrete evidence or a significant decrease in the number of registrants and graduates from these universities/study programs five years in a row. Accreditation will be granted to study programs that have obtained international accreditation as determined by a Ministerial Decree. The application for re-accreditation of universities and study programs is limited to no later than two years after the last accreditation; additionally, tracer studies must be conducted annually. Previously, all universities and study programs were required to undergo an accreditation process every five years; the accreditation process could take up to 170 days for universities and 150 days for study programs, and lecturers were subjected to additional administrative burdens as a result of the accreditation process;

3. Legal entity of the state university

The requirements for forming a Legal Entity State Universities are made easier for Public Service Agencies and Work Units. State

universities, public service agencies, and work units can apply for higher education to become legal entities without having to meet any minimum accreditation requirements. Furthermore, state universities can apply to become Legal Entity State Universities at any time. The legal basis for State Universities as Legal Entities is the Minister of Education and Culture Regulation No. 4 of 2020 concerning Changes in State Universities to State Universities as Legal Entities and the Minister of Education and Culture Regulation No. 6 of 2020 concerning New Student Admissions to Undergraduate Programs at State Universities. Prior to the policy's implementation, state universities must obtain A accreditation and have the majority of their study programs A accredited in order to become Legal Entity State Universities. Furthermore, when compared to Legal Entity State Universities, State Universities Public Service Agencies and Work Units lack financial flexibility and curriculum;

4. The ability to study for three semesters outside of the program
Universities are required to allow students to take credits outside of the university for two semesters, or the equivalent of 40 credits, and to allow students to take credits in different study programs at the same university for one semester, or the equivalent of 20 credits. Thus, the credits required in the original study program are five semesters out of the total semesters required, but this does not apply to the health study program. Credits are now defined as hours of activity rather than learning hours, and activities include classroom learning, work practices, student exchanges, village projects, entrepreneurship, research, independent studies, and remote teaching activities. All types of decisions must be guided by college-selected lecturers. Students can choose from a list of activities that are determined by the government or approved by the Chancellor during the three semesters. The Minister of Education and Culture Regulation No. 3 of 2020 concerning National Higher Education Standards provides the legal basis for the right to study three semesters outside of the study program. This is a departure from the previous policy, which limited students' ability to take classes outside of their study program and campus. Furthermore, the weight of credits for learning activities outside of the classroom is very low and does not reflect justice for students who have sacrificed a significant amount of time; even on

many campuses, student exchanges or work practices delay student graduation.

Curriculum preparation is the right of universities, according to Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 3 of 2020 concerning National Standards for Higher Education, and Law Number 12 of 2012 concerning Higher Education. In addition to the two policies that served as the foundation, the Indonesian National Qualifications Framework was established by Presidential Decree No. 8 of 2012. Creativity and innovation are critical to ensuring Indonesia's long-term development. Students must be prepared to become skilled, adaptable, and tenacious learners. The policy of independent study-independent campus is a framework for preparing students to be strong scholars who are relevant to the needs of the times and ready to lead with a strong national spirit. Learning on an independent campus provides opportunities and challenges to develop creativity, capacity, personality, and student needs, as well as independence in seeking and finding knowledge through realities and field dynamics such as ability requirements, real problems, social interaction, collaboration, self-management, performance demands, targets, and achievements.

Policy Consequences

Improving the quality of human resources through education is a top priority for national development, but it is fraught with difficulties. To overcome these challenges, the government is perfecting education laws and regulations at both the national and regional levels, updating the curriculum, increasing the education budget, improving and completing educational facilities and infrastructure, improving the quality of educators and education staff, and improving the quality of education administration or management (Hadiyanto, 2014).

School-Based Management

As a result of the desire for educational reform and democratization, the government has implemented a school-based management model. This model has had a positive impact on improving educational quality in countries such as Canada, Australia, the United States, and New Zealand. The school approach, community approach, and the District/City Education Office are all used (Arifin, 2002).

In Indonesia, schools that tested the implementation of school-based management produced positive results. In general, the school operational assistance policy has benefited all schools and has been shown to reduce dropout rates while increasing educational participation rates. Several cases, however, show that the implementation of school-based management in Indonesia has resulted in inefficiencies in education management in districts/cities, schools, and even the community. According to Indonesian Corruption Watch (ICW), the implementation of school-based management

has become a source of corruption within schools, educational providers, and managers (Dwiningrum, 2011).

Several other issues were discovered, including the implementation of school-based management, which is still top-down and does not provide full autonomy to schools. Despite the fact that they have been in place for quite some time, school-based management policies are still not fully understood by teachers and the community, particularly those living outside of urban areas. The non-participatory school income and expenditure budget, caused by the absence of community elements, in this case the school committee, and the community's low willingness to be involved in school management, is a common problem found in almost all schools in Indonesia. The decentralized authority has not been implemented optimally in accordance with existing policies and laws, where the provincial government and district/city governments also have authority over education policy. Local government policies that are inconsistent with central government regulations make it difficult for schools to act (Hadiyanto, 2014).

Independent Campus

The independent campus policy is implemented so that universities are more autonomous and flexible. It aims to create a learning culture that is innovative, and unfettered, according to the needs of each university and work needs. The policy of an independent campus is based on the Regulation of the Minister of Education and Culture Number 3 of 2020 concerning National Standards for Higher Education, Regulation of the Minister of Education and Culture Number 4 of 2020 concerning Changes in State Universities to State Universities as Legal Entities, Regulation of the Minister of Education and Culture Number 5 of 2020 concerning Accreditation of Study Programs and Universities, Regulation of the Minister of Education and Culture Number 6 of 2020 concerning Admission of New Students for Undergraduate Programs at State Universities, and Regulation of the Minister of Education and Culture Number 7 of 2020 concerning Establishment, Amendment, Dissolution of State Universities, and Establishment, Amendment, Revocation of Private Higher Education Permit.

According to these rules, universities must be adaptable in order to keep up with changes in link and match with work needs. The start of the study program must correspond to the times and the needs of employers. Because they have proven quality and reputation in managing institutions, the government encourages convenience by providing A and B accredited institutions to open study programs. The start of the study program must meet the requirements for collaboration with partners. Universities must have partners to collaborate on curriculum development and to provide work experiences and employment in the form of job placements for some study program graduates after graduation. Business and industry, BUMN and BUMD, the non-profit sector, multilateral organizations, and other relevant and

reputable partners can be study program partners (Kementerian Pendidikan dan Kebudayaan, 2020).

New study programs will automatically receive C accreditation from the National Accreditation Board for Higher Education under this policy, without the need for Ministry approval. The accreditation remains in effect until the study program applies for re-accreditation. This policy applies to the establishment of new study programs at all levels, S1, S2, and S3, as well as professional and vocational universities, but it does not apply to health and education science clusters. To supervise the new study program, the Ministry will work with universities and study program partners.

Rules requiring the extension of accreditation of universities and study programs for quality assurance; in practice, this reaccreditation becomes an administrative burden for lecturers and university administrators. To address this, the accreditation validity period will be automatically extended every five years as long as there is no significant decrease in quality indicators or program changes. Public complaints and the results of tracer studies both point to a decline in the quality of higher education and study programs. The new study program can also apply for accreditation improvement right away, but if it is denied, it must wait two years before applying for re-accreditation. Only international accreditation recognized by the Ministry of Education and Culture will be classified as accreditation A. The Ministerial Decree contains a list of international accreditation institutions recognized by the Ministry of Education and Culture, including ABET, AACSB, FIBAA, ACPE, ECUK, and TEQSA (Kementerian Pendidikan dan Kebudayaan, 2020).

The government is also working on an accreditation mechanism that will involve industry, professional associations, and the community. State universities that want to upgrade their institutional status to State Universities with Legal Entities can do so without being bound by the college's accreditation status. The Supreme Audit Agency, as well as other stakeholders, will be invited to collaborate in order to harmonize related regulations.

Credits have so far been limited to the definition of face-to-face learning in the classroom. Students are given the option to do activities outside of their study program or even outside of the university that are credited under this new scheme. Students have the freedom to choose the sequence of learning to develop an independent learning culture across disciplines and gain knowledge and experience to put into practice. Credit calculation is waived for each college. Universities are required to allow students to take credits outside of their study program and outside of the university.

The primary beneficiaries of this new policy are students. Students will have a more current course selection based on their knowledge and skill requirements, as well as the freedom to select courses based on their capacity development. Furthermore, students will benefit from higher-quality materials and learning processes, as well as reduced administrative burdens on lecturers. Universities must also be open to collaboration and interaction

with other education providers and partners in order to expand learning content.

Students participate in activities such as internships, student exchanges, community service, entrepreneurship, research, and independent studies, as well as other activities agreed upon with the study program. The lecturer serves as a facilitator for the activity. This activity is chosen from a government-determined program or one approved by the Chancellor. Universities must publicize the importance of tracer studies. One of the tools for measuring the performance and outcomes of higher education institutions is the Tracer study. This is to assess universities' ability to produce work-ready outputs. Tracer analysis is also used to ensure the quality of learning. If a total census was not possible, the tracer study was conducted using the sampling method. The tracer study system will consider all factors and will be linked to the Ministry of Education and Culture database as well as the Higher Education Database (Kementerian Pendidikan dan Kebudayaan, 2020).

Conclusion

The failure of educational development motivates the reorientation of centralized education policies toward decentralization. Centralized education policies are thought to impede educational administration movement. Decentralization of education does not necessarily improve the quality of national education in its implementation. When compared to other countries, the increase in education budget allocation over the last five years is inversely proportional to the quality of education produced. This is related to the proportion of poor people and the rate of national economic growth. Educational autonomy has implications for the implementation of various policies, such as curriculum changes, education budgets, school-based management implementation, and the independent learning-campus policy, which aims to reorganize education management so that it is not bureaucratic and provides flexibility in the implementation of education based on the potential and development of the times. Although the education autonomy policy has increased national education participation, several cases show that education management has been inefficient, making educational institutions and the ranks of education providers and managers a new field of corruption, education policies that continue to be top-down and do not provide autonomy to educational institutions, and policy conflicts between the central government, regional governments, and educational institutions.

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