



Equality of Education Quality in Indonesia through Education Reform

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Abstract

The era of globalization causes the need for changes in various fields, including education. One of the steps that can be used to improve the quality of education is through equal distribution of education. Therefore, this research will look at how the implementation of education in Indonesia through the zoning system and its comparison with countries that have implemented this before. The research will be carried out using a qualitative approach with data sources and previous studies. The results of this study indicate that there are many challenges for the Indonesian state to follow this system. But slowly, the Indonesian state can overcome this problem by providing the same facilities as the system abroad.

Keywords: Equity, Education Reform, Zoning System.

A. Introduction

Entering the era of globalization marked by technological advances requires fundamental changes in various fields ranging from the economic, social, and cultural areas and policies on the quality of education (Ratten & Usmanij, 2021). The constitutional basis is a commitment to the world of education as a driver in realizing a better national education system. Many factors are involved in the educational process, either directly or indirectly (Martin et al., 2018). Political, economic, health, psychological, legal, social, cultural, and even religious elements become complex in educational activities. A form of reform is needed in the world of education in Indonesia, considering that there are still various forms of problems faced by national education, including imbalance of capacity, education equity, education quality problems, and the relevance of education (Nata & Sofyan, 2021).

This is in line with the Grand Design goal of the Ministry of Administrative Reform Bureaucratic Reform (KemenpanRB) to provide directions for implementing national bureaucratic reforms to be effective, efficient, measurable, consistent, integrated, and sustainable (Turner et al., 2019). The government's consistency in implementing a good education system is always carried out by reforming policies, changing curriculum, teachers, and the selection process for student admissions (Bellei & Munoz, 2021). Changes in curriculum policies are continuously updated, leading to the suitability of the situation, the latest in 2013, the education curriculum in Indonesia teaches students to be able to adapt to the environment and integrate three domains of competence, namely attitudes, knowledge, and skills (Lopez & Rodriguez-Lopez, 2020).

In line with meeting curriculum changes, bureaucratic reform in the New Student Admission (PPDB) process is currently the Ministry of Education and Culture (Kemendikbud) instructing a new regulation, namely Permendikbud Number 17 of 2017, concerning the acceptance of new students with a focus on the zoning system (Nurhasanah et al., 2021). The purpose of the Minister of Education and Culture itself with a zoning system is expected to eliminate the status of favorite schools and to equalize the quality of education in each school in an objective, accountable, transparent, and non-discriminatory manner to increase access to education services (Iqbal et al., 2021). The current situation in the field, the implementation of the PPDB with the zoning system, has brought many problems, such as the application of the PPDB zoning system, which raises pros and cons where the issue of the radius of residence and school is still a matter of debate and the misuse of fake Certificates of Incapacity in Wahyuni (Sudarwan et al., 2021). On the other hand, according to Arifani and Budi that this zoning system is an effective program in equalizing the quality of education and has positive implications for environmental impacts such as traffic congestion, air pollution, physical and child health and dependence on motorized transportation to a healthier direction (Li et al., 2020). Looking from a different perspective to reduce the level of Prone to Continuing Education (RMP) based on the results of research in the City of Bandung conducted by Purwanti that the zoning system can increase the gross enrollment rate of RMP students, but is not effective in reducing the rate of not continuing school for RMP children (Hardwood-Gross et al., 2020).

Based on the vision and mission of President Joko Widodo's state speech on August 16, 2019, to make human resources (HR) superior, there needs to be a role from educational institutions, where many developed countries focus their national development on the education system to create quality human resources (Tyson & Apresian, 2021). The author will examine the discussion of educational equality and its implementation challenges to start superior human resources in Indonesia by reviewing the education reform literature in developed countries.

B. Method

This research will use a qualitative approach as the method that will be used. Sources of data are secondary data originating from different research results or previous studies that are still related to educational equity. The data that has been collected will be analyzed to find the results to be achieved.

C. Result and Discussion

1. Education Policy System in Indonesia

The Indonesian government has improved and realized human development since independence. Various efforts to reform education have been carried out to create the purpose of the 1945 Constitution to educate the nation's life. Davis and Newstrom stated that as an organization, the quality of education is determined by human resources (people), organizational systems (structure), facilities and

infrastructure (technology), and the educational environment that is organized (environment) (Hidayati et al., 2020).

When viewed from the National Human Development Index (HDI), Indonesia had an average score of 71.39 in 2018. Of the total 416 districts in Indonesia, there are still 74 districts or 17.79% of the entire districts Those experiencing inequality are below the national HDI line, with the most areas being in Papua (20 regencies), West Papua (10 regencies), and West Nusa Tenggara (17 regencies). In addition to the imbalance of capacity, education equity, problems with the quality of education, and the relevance of education which has been analyzed in-depth by Hasbullah, in line with Hasbullah, there are also other problems in the regions such as issues of regional autonomy in the field of education, quality of education, management efficiency, equal distribution of quantity and quality of education, community participation, and accountability are still priority issues in the development of education in Indonesia (Suardika et al., 2020).

Following what is written in Law Number 20 of 2003 concerning the National Education System, it is explained that the government and local governments have the right to direct, guide, assist, and supervise the implementation of education following the applicable laws and regulations. Considering that government policies in Indonesia have two characteristics, namely centralized and decentralized, local governments have the authority and freedom to develop and improve the quality of schools and optimize education development by the regions so that they are more serious in facilitating the implementation of education, given the geographical condition of Indonesia which consists of many islands and ethnic groups so that they have different cultures, regional authorities must develop the potential of their respective regions through education as per the contents of Laws Number 32 and 33 of 2004 concerning Regional Autonomy.

2. Education Systems in the United States and Singapore

Reform is a complex concept because it describes changes in policies, practices, and organizations. Reform refers to efforts intended to correct the identified problems, as educational aspirations, the goal is to realize a state, systemic, and sustainable school restructuring. Throughout the history of American public education, reform has been a way of collectively understanding and enacting visions of improvement. The struggle of the originator John Dewey for public education as the primary method of social reform to the long-term ambition of No Child Left Behind (NCLB) reform efforts have responded to conditions of far-reaching consequences that require ethical concentration and deliberation and future-oriented action. Reform strategies built from various perspectives are needed to support the continued participation of ideological adherents. Sustainable connections need to be established linking school and district level initiatives with national policy development. Systemic education reform requires reconfiguring human and material resources and embracing a profound vision and continuous innovation.

The No Child Left Behind is a marker for the United States education reform in 2001, which calls for total systemic reform by increasing early childhood education, parental involvement, high academic standards and skills, curricular reforms with a focus on disadvantaged families for learning, formative assessment and summative, professional development of teachers and administrators, school-based management and accountability, systemic programs for school transition to the world of work, and

educational research. Under the NCLB, each state must measure the progress of public-school students in reading and math or known as the NAEP (National Assessment of Educational Progress) for each grade 3 to 8 or at least once in grades 10 to 12, which is then aligned with the standard national academic. Under the tenth amendment of the decentralized education system, the states and districts of the United States have their own rules for the organization and operation of schools. Each region has different regulations and traditions for interpreting and administering public school laws, overseeing teacher certification, helping to raise educational standards through training programs, and providing advisory services to local supervisors and school boards.

The education bureaucracy in the United States has a Federal Department of Education (central) headed by a Cabinet Secretary who has the main task of implementing all federal government policies for all levels of education. Most educational authority is delegated to the states and districts, so only the Federal Department of Education exercises oversight. In the state, a Board of Education is in charge of making policies and determining the education budget, especially at the elementary and secondary levels. For technical issues (such as curriculum, teacher certification requirements, and school financing), a commissioner or superintendent is led by the board of education or governor in some states, and the community elects the leader. At the operational level, each school runs directly, and the principals have the autonomy to carry out operational management. There is a Board of Trustees for higher education that handles academic and financial policies whose structure is determined by the state governor.

Seeing how neighboring Singapore has launched educational reforms since becoming a sovereign country to create superior human beings. In the era of industrialization and economic recession in 1979-1996, the Singapore government has prepared its people with basic skills, language, mathematics, science, and technical vocational relevant to the workforce. During 1997-present, significant changes were made to “Thinking School, Learning Nation” in a pragmatic philosophy with education stakeholders focusing on creative skills, lifelong learning desire, nationalist commitment, holistic education and the role of ability-based teachers by providing more space for student interaction compared to materials and exams or “Teach Less, Learn More”. The development and reform of education in Singapore illustrates the dynamic process of educational change in today’s countries. Singapore’s experience shows that educational philosophies are wisely adopted, adapted and combined by the country’s leaders to meet local political, social and economic needs. During industrialization and economic recession, the realist framework guided the Singaporean government in educating its people with basic English, maths and science skills at the basic and technical-vocational levels relevant to the world of work.

3. Education Reform in Indonesia

In Indonesia itself, various educational reforms have been carried out since independence, with multiple main goals and academic curriculum changes. After the democratic reform of the Republic of Indonesia, the education budget received a share of 20% of the total State Budget (APBN) as stated in the fourth amendment of the 1945 Constitution Article 31 Paragraph 4, which was stipulated in 2001. Since joining PISA (Program for International Student Assessment), the results of the 2015 survey

showed an increase in education in Indonesia by 22.1 points. With this achievement, the Minister of Education and Culture (Mendikbud) Muhadjir Effendy is optimistic that if it remains consistent with this increase, in 2030, it can enter the OECD average points.

In the concept of a public policy framework, Ripley has stages of public policy, starting from preparing the plan, policy formulation, policy implementation, and evaluation of implementation to obtain new policies. The government's evaluation of the current education reform process has resulted in new approaches to address educational equity. The Indonesian government is currently making a grand design in dealing with education issues with the term zoning. The number of zoning has presently been set at more than 2,500 zones. Making a great design must, of course, follow the conditions that occur, as according to Haddad, in the framework of making policies, there are seven planning processes with four mainly related to policymaking, namely: analysis, options, evaluation of alternatives, making policy decisions. The other three are implementation planning, impact assessment, and adjustments for additional policies.

The formation of this zoning system policy has been analyzed as well as educational inequality and the distribution of teaching staff, in the concept of zoning, is expected to be able to regulate the placement of teachers so that the quality of teaching is evenly distributed in each region. Currently, there are 45.3 million students in Indonesia who are taught by 3 million teaching staff, including 2.1 million in public schools and 902 thousand in private schools, there are at least 1.1 million certified civil servant teachers and 217 thousand Certified Non-PNS.

Most of them are at the level of high school education. All of them do not need a principal, which means that currently it can be said that to ensure the quality and quantity of education in Indonesia now still requires at least 272,506 teaching staff or 145,987 additional teaching staff by distributing teachers from primary schools and junior secondary which is redundant to meet the needs of high school. In a public policy framework, the education policy analysis is determined by the existing situation, according to Haddad. An educational policy context must consider the country's background or social, political, economic, demographic, cultural, and social issues that will hinder the implementation process of the education sector.

As reinforcement that Indonesia faces the challenge of teacher distribution with geographical and demographic conditions, there are research results from statistics lecturers in their journals about teacher equity in South Kalimantan, Papua and West Papua using the kriging module application. The 2012/2013 research results showed that the distribution of teachers in Papua Province experienced a shortage of 9,483 teachers, West Papua Province lacked 2,846 teachers, and South Kalimantan Province experienced an excess of 7,394 teachers.

Geographical conditions in Indonesia, an archipelagic country consisting of about 17,000 islands with five major islands, namely Sumatra, Java, Kalimantan, Sulawesi, and Papua, also affect the uneven distribution of demographics dominated on the island of Java and partly on the island of Sumatra. The zoning system is considered capable of overcoming educational inequalities between regions. Of course, determining the zone radius of each region cannot be equated to considering Indonesia's geographical and demographic conditions. The distribution of teachers,

especially those who have been certified, is the main goal to overcome education problems in Indonesia today. Increasing the number of teaching staff is also an option for current education policy.

In principle, the bureaucratic education system in several countries is almost the same, namely the bottom-up model but is still under the control and supervision of the central government, as has been regulated in the Constitution Number 23 of 2014 concerning local government, which clearly states that education is included in Compulsory Government Affairs, the affairs of early childhood education and primary education (SD and SMP) are under the authority of the district/city government and for secondary education (SMA and SMK) are the authority of the provincial government. The bureaucratic order of the Indonesian government and the United States is not much different. Only the difference between the authority of American decentralization is more broadly than the decentralization of education in Indonesia.

In Indonesia, the Ministry of Education and Culture holds the central government of education, while the Ministry of Education holds the culture in America. The Ministry of Education and Culture has the authority to determine national education goals with their determination and then manage them by local governments. At the same time, the Ministry of Education is only authorized to supervise in America. The State has the authority to regulate the budget, especially for primary and secondary education for technical issues such as curriculum, teacher certification requirements, and financing the school has a commissioner or superintendent headed by a board of education or governor in several states. It can be seen that in Indonesia, the decentralized education system can still be played by the central government, so sometimes it is challenging to find synchronization of national regulations to be applied to regions, each of which has different demographic and geographical characteristics and conditions.

The journey of curriculum policy reform in Indonesia since 1947, 1952, 1964, 1968, 1975, 1984, 1994, 2004, 2006, and the most recent 2013 is based on the results of analysis, evaluation, predictions, and the challenges faced are constantly changing. The fundamental changes are in 1) improving and balancing soft skills and hard skills, focusing on three aspects, namely attitudes, knowledge, and abilities. 2) Standard content derived from competence. 3) Process standards focus on a scientific approach, namely observing, asking, exploring, associating, and communicating. This learning provides more space for students to explore more deeply, as is done in the Singapore curriculum, which is famous for TLLM (Teach Less, Learn More). Such a learning process is considered adequate for students because the teacher acts as a facilitator, and the discussion topics are carried out by students, in turn, to be explained to other friends.

The reform of the education curriculum system in Indonesia is heavily influenced by various developed countries such as America, Finland, Japan, New Zealand and Singapore, and other developed countries. Currently, with the presence of a zoning system in Indonesia, which requires PPDB based on the zone of residence, there are criticisms and questions about the existence of the National Examination, which before Permendikbud Number 17 of 2017 was stipulated was still the main requirement for students to register with the National Examination Score (NUN). Indonesia continues to maintain the practice of the National Examination with a new form, namely the National Standardized School Examination (USBN), in which the exam is administered

by each school based on national education standards in Indonesia, as the United States also focuses on NAEP (National Assessment of Educational Progress) as a tool for measuring student progress each school in grades 3 to eight or grades 10 to 12 once. It is difficult to change the education system in a country such as Finland, which does not enforce the National Examination for its educational standards, for example in Japan, which has attempted to deregulate the education curriculum to be carried out widely by schools and locally with the expectation of parental participation so that flexibility and local control at the school level can bring creativity, individual initiative, and entrepreneurial spirit to be part of learning for every new generation of students in Japan. Still, the standardized education system from the center is difficult to change and remains based on the decisions of the central government.

Long before the zoning system in Indonesia was established, the state of New Zealand had designed to overcome the limitations of public or state schools in an area in 1924. Currently, the use of educational zones in an area in New Zealand is getting criticism from several factors, namely: perception of injustice in the preparation of the existing zones system, manipulation of zone boundaries, marketing to students outside the school's home zone, loss of uniformity between schools, and the existence of real estate-based advertising for around the best school areas. Critics of New Zealand's current zoning system argue that there should be free choice for parents to choose schools for their children, as parents feel the zoning system is not as necessary as it was in the 1960s-1970s. The current practice of the zoning system is causing problems in New Zealand due to several factors such as a) The best schools are always located in urban areas with high economics, so that parents who cannot afford a house, their children cannot get the opportunity to go to school in that area, b) Priority to a family background from alumni of the school, c) Many manipulations of a place of residence by entrusting their children to their families (grandmother, grandfather, sibling) according to the address closest to the school.

Policy implementation is determined mainly by several factors, as explained by intelligent policy design, inclusive stakeholder engagement, conducive institutional and societal context, and coherent implementation strategy. The framework described by Viennet and Pont in education policy places great emphasis on cohesive strategy processes with other determinants. The implementation strategy is also influenced by the design of the policy, social unrest, and stakeholder involvement.

In practice, the involvement of parents or guardians in the formation of a local policy is considered a problem because bad policy errors often occur as a result of the images and ideas of parents or guardians who are not innovative due to the deviant values and practices of parents. Although the involvement of stakeholders does not always produce perfect ideas, every policy maker must determine the policy design of stakeholders as a social construction that supports the political direction in a context where to combine paradigmatic power with their capacity to achieve common goals.

The zoning system policymakers in the UK or Education Action Zones (EAZ) found the evaluation results that the role of parents or guardians of students was often neglected and limited. In contrast, the interests of educational professionals and the minority of parents who have been actively involved in social and political activities dominate the overall policy of EAZ. Simpson and Cleslik stated that it is necessary for implementing EAZ the voices and ideas of parents as the foundation of the procedure

because they are the people who feel the direct impact of a policy. Simpson sees that the neglect of parental aspirations is seen as an obstacle in the policy texts and rhetoric of the Ministers in England. The results of this research can be used as evaluation material for the Indonesian government and officials in forming a regional policy.

The scheme for implementing the zoning system in Indonesia is currently the same as the situation in New Zealand to establish quality equity in schools and provide classroom comfort for students. The zoning system for new student admissions was implemented for the first time in Permendikbud Number 17 of 2017, which is expected to be able to eliminate the image of favorite schools so that education can be distributed evenly, increase teacher capacity, eliminate the practice of buying and selling chairs or extortion, and creating a heterogeneous classroom atmosphere. Based on the evaluation results from the Waikato Region journal in the case in New Zealand, the zoning system can impact the development of the property business because the best quality school is the goal of all parents. Indonesia has not led to the problems faced by the New Zealand government at this time. If the implementation of the zoning system in Indonesia aims to equalize education, it is necessary to improve school facilities and infrastructure in each region. The distribution of teaching staff is also an essential factor that the Indonesian government needs at this time if it wants to equalize the quality of education, where currently based on the results of the calculation of the ratio of teacher and student needs, the need for teaching staff and certified teachers is very far from educating according to teacher competence.

D. Conclusion

Superior Human Resources are the main focus of the Indonesian government. Education reform in Indonesia, which has adopted many policies from developed countries, will still face many change challenges. A curriculum prioritizes students to develop independently by providing space to explore as developed country education applies. Several developed countries have provided space for schools to establish facilities and learn for students to adapt to regional conditions with national standards. The government in Indonesia can at least facilitate local governments to provide space and guarantee facilities for schools to develop the quality of education.

Presenting schools of the same quality in every region is current government programs. The distribution of teachers is felt to be very important as a supporter of the zoning system. If you look at developed countries that have established a zoning system for students, it has implications for housing gaps. The equitable distribution of school quality still cannot be overcome in many developed countries so that only money parents can live close to the superior school zone. The Indonesian government needs to evaluate the zoning system previously applied to developed countries by providing equal distribution of facilities and infrastructure and certified teachers to create an equal distribution of education in Indonesia.

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