# The Stakeholder's Perception of The National Education Standard Fulfilment Based on School Accreditation Grade (A Preliminary Study)

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| ARTICLE INFORMATION | ABSTRACT |
|---|---|
| | This study aims to explore the opinions of basic education stakeholders regarding the fulfilment of national education standards in terms of school accreditation ratings. For this purpose, 307 stakeholders were involved (school principals, teachers, school committee members, and parents) from 43 elementary schools and 20 junior high schools in two sub-districts in Manggarai Regency, NTT. The method used was a cross-sectional survey. Data collection used a four-option (1-4) Likert scale questionnaire based on eight national education standards. The study results show that of the eight standards that stakeholders have assessed, two of them, namely the standards for teachers and standards for infrastructure, still need to be improved to the national standards. In addition, an analysis of the average differences using the Kruskal-Wallis Test analysis technique found differences in perceptions of achievement of the eight national education standards seen from the school's accreditation rating. |

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Quality culture in the delivery of education is already an imperative in the current era of transparency and accountability (Cheong Cheng, 2003; Elassy, 2015). Management of education is open and accessible to anyone, especially education stakeholders. Therefore the implementation must meet certain standards and be oriented towards user satisfaction (Mukherjee, 2019). Quality culture gives birth to quality of education. For this reason, quality assurance is currently being promoted in all educational institutions, both carried out internally by the educational institutions concerned and by external parties through accreditation bodies entrusted by the government (Suryana, 2005). Quality assurance, on the one hand, is a demand for transparency and accountability in the implementation of education, but on the other hand, it is a commitment from the organizers to stakeholders and the community to provide good educational services (Kurniasari, 2021; Sarvitri et al., 2020).

The quality of education also reflects the effectiveness of education (Kyriakides et al., 2018). In this context, there are two measures to assess the quality of education seen from the outside, namely student learning outcomes in all its dimensions and fulfillment of society's demands on the other side. However, in the context of basic education, education delivery demands a balance between quality on the one hand and equity on the other. Thus efforts to improve the quality of education must also be balanced with efforts to provide equitable access and educational services to all citizens who have the right to education.

Apart from that, there are general measures to see the quality of education, not only from the external aspect but also from the input and process. According to Suryana, the quality of education can be seen in five aspects (1) student learning outcomes, (2) educational process, (3) available resources (teachers and infrastructure), (4) management, and (5) the relevance of graduates to the world of work (Suryana, 2005). Systematic efforts to implement a quality culture in the field of education have been carried out since the stipulation of Law no. 20 of 2003 concerning the National Education System, one part of which specifically regulates national education standardization (Chapter IX Article 35). Furthermore, the government stipulates Government Regulation no. 19 of 2005 concerning National Education Standards which consists of eight standards, namely (1) graduate competency standards, (2) content standards, (3) process standards, (4) evaluation standards, (5) teachers standards, (6) facilities and infrastructure standards, (7) financing standards, and (8) management standards. The control of these standards is carried out through the mechanisms of the internal quality assurance system (SPMI) and the external quality assurance system (SPME) (Ditjen Dikdasmen, 2016).

Regulation of the Minister of Education and Culture No. 28/2016 concerning the Basic and Secondary Education Quality Assurance System stipulates that the Basic and Secondary Education SPMI is planned, implemented and developed by each elementary and secondary education unit, while the Elementary and Secondary Education SPME is planned, implemented, controlled and developed by the Government and Regional Governments, the National Education Standards Agency ( BSNP), and School / Madrasah National Accreditation Board (BAN-S/M) (Article 3).

While the SPMI Basic Education activity cycle includes (a) mapping the quality of education at the education unit level based on the National Education Standards; (b) make a quality improvement plan as outlined in the school work plan; (c) carrying out quality compliance in the management of schools and learning processes; (d) monitor and evaluate the process of implementing quality compliance that has been carried out; (e) develop a quality improvement strategy based on monitoring and evaluation results (Article 5). While the activity cycle of SPME Elementary School is (a) mapping the quality of education at the education unit level based on the National Education Standards; (b) make quality improvement plans as outlined in the Education Development Strategic Plan; (c) facilitating the fulfillment of quality in all schools; (d) monitor and evaluate the implementation process of quality fulfillment; (e) evaluating and establishing National Education Standards and formulating quality improvement strategies; (f) conduct unit accreditation in primary and secondary education (article 6).

Some recent research on quality cultural practices in the field of education in Indonesia has shown that there are consistent practices in the implementation of primary and secondary education through a strong commitment from school principals and education stakeholders (Abzul et al., 2022; Afwan, 2020; Lestari & Sholeh, 2021; Nurhasanah et al., 2016; Ritaudin, 2021; Said, 2018; Widodo, 2018). Efforts from all schools to apply a culture of quality in the delivery of education are carried out through an internal quality assurance system (Kurniasari, 2021) and especially as a result of the implementation of the Minister of Education and Culture Regulation No. 28/2016.

In addition, several studies on accreditation as an external quality assurance mechanism have also shown varying results (Andriesgo et al., 2020; Handayani et al., 2018; Suardipa & Pitriani, 2020). For example, one of the findings reveals that accreditation has yet to have an impact on increasing UN scores. For example, many schools with an A accreditation rating have UN scores below 60 (Handayani et al., 2018). That means quality education practices have not fully affected the quality of educational output but are still limited to fulfilling administrative requirements. Likewise, there are still disparities in achieving national education standards, especially the standards of teachers, as well as standards of facilities and infrastructure (Andriesgo et al., 2020). The findings of Handayani et al.'s research (Handayani et al., 2018) are in line with the results of the national exam (UN) in Manggarai Regency, NTT Province, for the junior high school level during the 2016—2019 period as shown in the data in Figure 1 below. This data strengthens the researchers' indications; even in three years, it tends to decline.
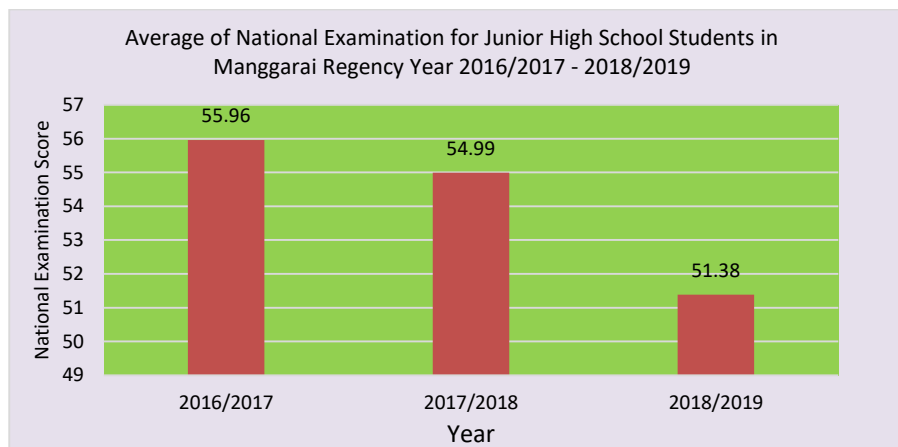


**Figure 1. Average of National Examination for Junior High School Students in Manggarai Regency**
**Source: https://pusmenjar.kemdikbud.go.id/hasil-un/**

Although several recent studies on compliance with National Education Standards at various levels of education have shown beneficial results (Christiaan et al., 2020; Mataputun, 2020; Pater et al., 2020; Raharjo et al., 2018), compliance is still a perceptional assessment. The perceptional assessment is more sourced from the perspective of service providers, in this case, principals and teachers. Only a little research has looked at it from the perspective of service users (in this case, students and parents or the community). Because of this, this study wants to examine the perspectives of service providers and users of education services on the fulfilment of national education standards in elementary and junior high schools in Manggarai District, NTT.

The research problem formulation is: what are the perceptions of providers and users of education services regarding the fulfilment of national education standards in terms of school accreditation status? This research is a preliminary study from a series of studies to develop a model for implementing a quality culture in basic education in Manggarai Regency, NTT. Thus the research objectives were: 1) to identify the fulfilment of national education standards in each basic education unit and 2) to identify the perceptional differences between education service providers and users of education services in terms of school accreditation ratings.

## METHODS

The schools studied in this study were elementary and junior high schools in two sub-districts in Manggarai district, NTT Province, namely Langke Rembong District and Ruteng District. Using the Ministry of Education and Culture's Dapodik in 2021, it is known that the number of elementary schools in the two sub-districts is 60, and the number of junior high schools is 22, so the total number of schools is 82 schools.

### Sample

The sample in this study was education stakeholders from elementary and junior high schools in the two sub-districts consisting of education service providers (principals, teachers and school committee members) and service users represented by parents of students. The schools selected were elementary and junior high schools in Langke Rembong sub-district and Ruteng sub-district, totalling 65 schools as a sample, with details of 45 elementary and 20 junior high schools. The school sample size was determined using Isaac & Michael's criteria (Sugiyono, 2010), where from a total school population of 82 schools, the minimum school sample with a sampling error of 5% = 65 schools. In terms of school status, this study involved 40 public schools (28 SD and 12 SMP) and 25 private schools (17 SD and 8 SMP). Meanwhile, regarding accreditation ratings, there were 19 schools with A accreditation, 35 with B accreditation, and nine with C accreditation. Meanwhile, the stakeholders involved comprised 65 school principals, 65 school committee representatives, 130 teacher representatives, and 65 parent representatives. The school sample selection technique used a multi-stage random sampling technique.

### Research Design

This study uses a mixed methods approach which includes survey research to obtain quantitative and qualitative data (Creswell, 2012). The survey was carried out in the form of a cross-sectional to obtain data on perceptional assessments, followed by interviews and FGDs for specific focuses.

### Data Collection

The research data are: 1) quantitative data, which comes from the perceptions or assessments of research subjects related to the quality standards applied; 2) qualitative data comes from interviews and FGDs with stakeholders. The data collection technique uses a closed questionnaire with a Likert scale of four choices (1-4) with a total of 89 items validated based on the trial results. The details of the items are as follows: 1) Content standards (10 items), 2) Standards (10 items), 3) Teacher and education staff standards (11 items), 4) Management standards (13 items), 5) Financing standards (8 items), 6) Evaluation standards (9 items), 7) Facilities and infrastructure standards (20 items), and 8) Graduate competency standards (7 items). Cronbach's Alpha reliability for the Likert Scale instrument is 0.816.

### Data Analysis

Data analysis was carried out using descriptive statistical analysis techniques, including calculating the average response and standard deviation in general and for each standard. In addition, an average comparison analysis was used for perceptional assessments based on stakeholder respondent categories and school accreditation. A One-Way ANOVA average comparison test is used if the data normality test is met. Otherwise, a non-parametric statistical analysis technique Kruskall-Wallis test is used if the normality test is not fulfilled).

## RESULTS

Data collection was carried out from April to June 2022, involving 63 schools from a planned sample of 65 schools in the two sub-districts. The number of respondents who returned the questionnaire was 307 of the 325 targeted. The return rate of the questionnaire from the respondents was 94.46% of the total sample of stakeholders. With this data, further analysis is feasible.

A more detailed description of the perceptions of stakeholders can be presented below. Generally, the fulfilment of national education standards in the schools studied could have been more optimal (maximum score of 4), or the general achievement was still 79.95%. Meanwhile, let us look at the achievements per standard. Two standards still need to be optimal, with the achievement value still below 70%, namely the standards for teachers and infrastructure standards. Details can be seen in table 1.

**Table 1. Summary of Perceptions of Compliance with National Education Standards Based on School Accreditation**

| Standards | School Accreditation | | | | | | Standards Average | Level of Fulfilment (%) |
| | A | | B | | C | | | |
| | Average | STDEV | Average | STDEV | Average | STDEV | | |
|---|---|---|---|---|---|---|---|---|
| Content | 3.54 | 0.49 | 3.34 | 0.56 | 3.25 | 0.73 | 3.38 | 84.39 |
| Process | 3.73 | 0.35 | 3.72 | 0.32 | 3.51 | 0.47 | 3.65 | 91.30 |
| Teachers | 2.80 | 0.60 | 2.80 | 0.64 | 2.60 | 0.77 | 2.73 | 68.37 |
| Management | 3.86 | 0.25 | 3.71 | 0.39 | 3.40 | 0.66 | 3.66 | 91.42 |
| Funding | 3.42 | 0.46 | 3.24 | 0.66 | 3.18 | 0.69 | 3.28 | 82.00 |
| Evaluation | 3.73 | 0.43 | 3.42 | 0.70 | 3.14 | 0.88 | 3.43 | 85.79 |
| Facility | 2.95 | 0.62 | 2.47 | 0.76 | 2.30 | 1.05 | 2.58 | 64.41 |
| Graduate Competence | 3.70 | 0.40 | 3.61 | 0.49 | 3.36 | 0.65 | 3.56 | 88.90 |
| Column Average | 3.40 | 0.33 | 3.20 | 0.44 | 2.99 | 0.64 | 3.20 | 79.95 |
| Level of Fulfilment (%) | 85.10 | | 79.88 | | 74.87 | | 79.95 | |

Further analysis is to test whether there is a difference in the average perceptional assessment of stakeholders based on school accreditation ratings using the Kruskal-Wallis test (because the data normality test is not met). From the Kruskal-Wallis test, the results show that there are differences in perceptional judgments for almost all standards except financing standards, as shown in Table 2 below. This is interesting because of the 63 schools involved, 19 were accredited A, 35 were accredited B, and nine were accredited C. Judging from this composition, 54 schools accredited A and B should already have adequate national education standards or above the standard. Table 2 shows that stakeholders with good accreditation status consistently give higher ratings than stakeholders in schools with low accreditation.

**Table 2. Analysis of Mean Differences in Perceptual Rating Averages by School Accreditation Category with the Kruskal-Wallis Test**



**Hypothesis Test Summary**

| | Null Hypothesis | Test | Sig. | Decision |
|---|---|---|---|---|
| 1 | The distribution of Standar Isi is the same across categories of Akreditasi. | Independent-Samples Kruskal-Wallis Test | .030 | Reject the null hypothesis. |
| 2 | The distribution of Standar Proses is the same across categories of Akreditasi. | Independent-Samples Kruskal-Wallis Test | .002 | Reject the null hypothesis. |
| 3 | The distribution of Standar Pendidik is the same across categories of Akreditasi. | Independent-Samples Kruskal-Wallis Test | .015 | Reject the null hypothesis. |
| 4 | The distribution of Standar Pengelolaan is the same across categories of Akreditasi. | Independent-Samples Kruskal-Wallis Test | .000 | Reject the null hypothesis. |
| 5 | The distribution of Standar Pembiayaan is the same across categories of Akreditasi. | Independent-Samples Kruskal-Wallis Test | .356 | Retain the null hypothesis. |
| 6 | The distribution of Standar Evaluasi is the same across categories of Akreditasi. | Independent-Samples Kruskal-Wallis Test | .000 | Reject the null hypothesis. |
| 7 | The distribution of Standar Sarpras is the same across categories of Akreditasi. | Independent-Samples Kruskal-Wallis Test | .000 | Reject the null hypothesis. |
| 8 | The distribution of Standar Komp Lulusan is the same across categories of Akreditasi. | Independent-Samples Kruskal-Wallis Test | .005 | Reject the null hypothesis. |

Asymptotic significances are displayed. The significance level is .05.

**DISCUSSION**

From the data above, several significant findings must be discussed, and their implications studied. Overall, stakeholders' perceptions of the fulfilment of national education standards in each school are relatively consistent across all standards. Of the eight national education standards, there are two standards whose perceptional value needs to be improved: the standards for teachers and the standards for infrastructure.

Regarding the limitations of facilities and infrastructure, these findings align with research conducted by Matapupun in Papua Province (Mataputun, 2020) or also research by Andriesgo, et al. in Kuantan Singingi District (Andriesgo et al., 2020). A more specific analysis found low standard achievement scores on items related to 1) laboratory facilities and equipment, 2) ICT facilities for learning (including for the learning management system – LMS), and 3) guidance and counselling infrastructure facilities. Educational facilities like this are becoming increasingly vital in the current digital era (Duyar, 2010; Roberts, 2009). Meanwhile, in the standards of teachers, an analysis of standard achievements found low scores on items about 1) teachers' ability to carry out classroom action research, 2) the existence of counselling guidance teachers and facilities for counselling guidance.

Related to the ability to carry out action research independently or in groups and publish it shows that continuous teacher professional development programs have not been effective in schools, even though continuous professional development has become a necessity for a professional teacher (Andista et al., 2020; Rahyasih et al., 2020; Wijiutami et al., 2020). Research shows that continuous professional development activities through teacher platforms such as teacher unions contribute to the ability of teachers to write scientific papers (al Hadi et al., 2019; Arsyad & Sulfemi, 2019; Yulhendri et al., 2018).

Meanwhile, regarding guidance and counselling teachers, not all are available in all basic education units, especially in elementary schools. This fact is justified because according to the Regulation of the Ministry of Education, No. 32 of 2022 concerning Technical Standards for Minimum Education Services, guidance and counselling teachers are only available at the junior high school level (paragraph 3 of article 24). In contrast, the need for guidance and counselling teachers is also a need at the elementary level under the mandate of the Regulation of the Ministry of Education, No. 111 of 2014, concerning Counseling Guidance in Basic Education and Secondary Education (article 10). This fact is problematic if guidance and counselling services are only handled by class teachers, especially regarding children's problems which are becoming increasingly complex lately (Batubara & Ariani, 2018; Ginting, 2020).

The interviews and FGDs conducted with several school principals and school committees revealed that teachers and infrastructure standards must be fully met due to limited funds preventing schools from providing facilities and infrastructure independently. Likewise, limited funds mean that schools cannot independently meet teacher needs and provide facilities for professional development. The allocation of School Operational Assistance (BOS) funds can only be used to meet school operational costs as stipulated in the technical guidelines. Even though the existence of funds to support the overall implementation of education is vital (Muryati, 2016; Syahbuddin, 2020).

From the FGD, several school principals and school committee officials revealed that the budget allocation through the School Operational Assistance (BOS) could not be used to provide educational facilities at all. There is an opportunity to procure learning facilities, but the budget is minimal, a maximum of only Rp. 2,500,000.00 per year. These funds cannot afford to buy one laptop or one LCD for learning. When referring to learning trends in the 21st century, ICT-based learning facilities are one option. Apart from that, there is a budget for maintenance of facilities and infrastructure from BOS funds, but it is minimal, namely a maximum of Rp. 5,000,000.00 per year. Schools, especially at the elementary and junior high school levels, need the authority to independently allocate capital expenditures, including the procurement of facilities and infrastructure. Procurement of facilities and infrastructure is the authority of the district/city Education Office which is allocated through the General Allocation Fund (DAU) or the Special Allocation Fund (DAK).

In response to these limited funds, not all school principals and school committees have made essential breakthroughs to obtain education funds from parties other than students' parents. Even so, there are many opportunities to obtain education funding from the community or other institutions. The FGD revealed that many school principals still needed sufficient entrepreneurial competence to make breakthroughs and innovations, including utilizing school resources and assets with economic value. Even though entrepreneurial competence is one of the main competencies of school principals as mandated in the Regulation of the Ministry of Education No. 13 of 2007 concerning Competency Standards for Principals. The findings of this study are in line with other studies that have been conducted (Ardiansyah et al., 2022; Suhartini et al., 2022)

Stakeholders' perceptions also consistently differ on all standards if assessed based on school accreditation ratings. Schools with good accreditation (A and B) tend to give higher ratings on all standards than schools with sufficient accreditation (C). or not accredited. This fact suggests that accreditation affects changes in stakeholders' understanding of national education standards. Accreditation as a mechanism for the external quality assurance system required by the government as one of the public accountability guarantees for implementing education has changed the mindset of providing quality education. However, it has not significantly impacted the quality of educational outcomes (Handayani et al., 2018). The lack of consistency between accreditation rankings and the quality of educational outcomes may be due to the character of basic education, which is more focused on basic services for people's rights to education. Basic education is not fully oriented towards satisfying customer needs.

Efforts to sustainably improve the practices of implementing quality education have slowly raised stakeholders' awareness to cultivate an attitude and orientation towards quality (Pater et al., 2020; Said, 2018; Widodo, 2018). On the other hand, accreditation has also increased stakeholders' awareness to become an integral part of implementing education jointly. Therefore, accreditation brings a culture of active participation in the administration of education in schools (Kholis et al., 2014).

## CONCLUSION

The results of the study show that not all educational quality standards have been met to the fullest. The standards of teachers, as well as standards of facilities and infrastructure, still need to be improved. This research also shows perceptional variations in the attainment of quality education standards from the school accreditation ranking. This fact also indicates that the quality culture has yet to influence the schools thoroughly studied. Fulfilment of all educational quality standards is a reflection of the realization of a quality culture, and this requires commitment, active involvement of all stakeholders and effective leadership.

The Government of Indonesia has established a national education standard, a minimum prerequisite for implementing national education. Besides, it provided operational guidelines for monitoring the achievement of these educational implementation standards internally through the internal quality assurance system (SPMI) and externally through the external quality assurance system (SPME). The research results show that compliance with national education standards in a comprehensive manner is determined by two main factors, namely leadership and availability of funds. Schools will be vying for

This initial research still has many limitations; in particular, it has yet to comprehensively disclose the implementation of quality culture in schools, such as quality leadership, user orientation, commitment and participation of education stakeholders, control mechanisms and continuous improvement, and relationship management. These variables will be studied further through follow-up research because this initial research is only a mapping of practices and compliance with standards that have been carried out so far.

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