

INDONESIAN EDUCATION AUTONOMY: A BIBLIOGRAPHIC STUDY

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Abstract. This study aims to analyse the trend of educational autonomy in Indonesia. This study used a qualitative approach with a bibliometric analysis method. This study uses data from 2012–2022, sourced from the Google Scholar database and obtained using the Publish or Perish application. The data is then processed using the Vosviewer application to obtain a bibliometric map. The results of this study indicate that the study of Indonesian educational autonomy is quite attractive to researchers. Even though it fluctuated, in the span of the last decade, there were 205 papers on Indonesian education autonomy that had been cited 3075 times. From these figures, an h-index score of 11 and a g-index score of 55 are obtained. There are a total of 309 keywords, 1380 total link strengths, and 863 occurrences. These keywords are grouped into 79 clusters, with a varying number of keywords in each cluster. The keywords that dominate the study of Indonesian educational autonomy are: school based management, teacher, educational facility, education costs, and curriculum. In other words, the study of Indonesian educational autonomy focuses on these issues.

Keywords: Educational Autonomy, Bibliometric Analysis, Indonesia

Abstrak. Penelitian ini bertujuan menganalisis tren otonomi pendidikan di Indonesia. Penelitian ini menggunakan pendekatan kualitatif dengan metode analisis bibliometrik. Penelitian ini menggunakan data tahun 2012–2022 yang bersumber dari database Google Scholar dan diperoleh dengan menggunakan Publish or Perish. Data tersebut kemudian diolah menggunakan Vosviewer untuk mendapatkan peta bibliometrik. Hasil penelitian ini menunjukkan bahwa studi otonomi pendidikan Indonesia cukup menarik peneliti. Meski fluktuatif, dalam kurun waktu satu dekade terakhir, terdapat 205 paper otonomi pendidikan Indonesia dan telah disitasi sebanyak 3075 kali. Dari paper tersebut diperoleh indeks-h 11 dan indeks-g 55. Terdapat total 309 keyword, 1380 total link strengths, dan 863 occurrences. Keyword tersebut dikelompokkan menjadi 79 klaster dengan jumlah keyword yang bervariasi di setiap klaster. Keyword yang mendominasi studi otonomi pendidikan Indonesia yakni manajemen berbasis sekolah, guru, fasilitas pendidikan, biaya pendidikan, dan kurikulum. Dengan kata lain, studi otonomi pendidikan Indonesia berfokus pada isu-isu tersebut.

Kata Kunci: Otonomi Pendidikan, Analisis Bibliometrik, Indonesia

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INTRODUCTION

Education is one of the keys to the direction of human resource development, which is to create dynamic, productive, skilled, science- and technology-savvy human resources who are supported by industrial cooperation and global talent (Ridwan & Sumirat, 2021a; Rozak, 2021).

Increasing the quality and competitiveness of human resources is one of the seven national development agendas for 2020-2024 pertaining to the direction of human resource development. It is anticipated that enhancing the quality and competitiveness of human resources will produce a generation that is healthy, intelligent, adaptable, innovative, competent, and moral.

As stated in the Preamble to the Constitution of the Republic of Indonesia, one of the state's aims is to educate the nation's population. In order to carry out this responsibility, the government has established a national education system with the objective of achieving equal distribution of educational opportunities and enhancing the quality, relevance, and efficiency of education management in order to meet the challenges and demands of change on a regional, national, and global scale (Alifah, 2021; Mukhsin, 2019). Governance in Indonesia has shifted from a centralised to a decentralised model as a consequence of reforms. This change is intended to make local governments more self-sufficient, empower regional potential, and empower local communities so that local governments can manage and implement development with greater flexibility (M. Afandi & Afandi, 2018; S. A. Afandi, Afandi, & Erdayani, 2022).

Since the 1999 enactment of regional autonomy, several powers that were formerly the responsibility of the central government, such as education-related matters, have been delegated to local governments. Autonomy in the field of education is predicated on the realisation that educational development strategies that are more input-oriented and macro-oriented tend to be regulated by the bureaucracy at the central level, which has had a significant effect on the low quality of education nationally (M. Afandi et al., 2022; Haba, 2020). Education is the most influential sector on a nation's development. In accordance with Law No. 20 of 2003 regarding the National Education System, the central and local administrations are required to provide services and facilities and guarantee the implementation of quality education for all citizens without discrimination.

The application of educational autonomy in Indonesia seeks to cultivate the potential of students to have faith and reverence for God, noble character, to be healthy, knowledgeable, creative, and independent, and to form democratic and responsible citizens (Junaidi, 2020; Musayyidi, 2020). The centralised implementation of education affairs has eliminated local initiatives, necessitating a decentralised approach consistent with democratic principles. Changing from a centralised to a decentralised management paradigm for education is necessary to meet the escalating demands of a society evolving with the times.

Indonesian educational autonomy has been going on for a long time and has attracted the attention of researchers including: management of educational autonomy in Indonesia (Harahap, 2016), regional autonomy and educational autonomy (Nasution, 2010), educational autonomy (Hartono, 2015), educational autonomy during the pandemic crisis COVID-19 (Amini & Ginting, 2020), education policy in Indonesia (Rozak, 2021), education decentralization policy in the era of regional autonomy (Ridwan & Sumirat, 2021b), education reform in the perspective of regional government (Haba, 2020), management dynamics education in a decentralized system (Kurniawan et al., 2022), and decentralization of education in Indonesia: corruption and problems of power politics (Fatkhuri, 2019). Although many studies on this topic have been carried out, this research presents a bibliometric analysis sourced from scientific publications within the last decade. The results of this study can be a recommendation for further researchers and stakeholders.

METHOD

This study uses a qualitative approach with bibliometric analysis methods. Bibliometric analysis is a technique for emphasising the most significant findings from scientific publications (S. A. Afandi et al., 2023; S. A. Afandi, Afandi, Erdayani, et al., 2022; Gaviria-Marin et al., 2019). Using the Publish or Perish application, this research data was taken from the Google Scholar database in the 2012–2022 period with the keyword “Indonesian Education Autonomy”. The collected data is then stored in the RIS file format and entered the Mendeley application to complete the detail file, especially in sections that contain keywords. The data is then stored again in the RIS file format for further analysis using the Vosviewer application to produce bibliometric maps.

RESULTS

Based on a search using the Publish or Perish application (M. Afandi et al., 2023) with the keyword “Indonesian Education Autonomy” 205 papers were obtained in the 2012–2022 period (table 1) with the following details: 32 papers in 2012; 29 papers in 2013; 35 papers in 2014; 22 papers in 2015; 33 papers in 2016; 30 papers in 2017; 38 papers in 2018; 24 papers in 2019; 30 papers in 2020; 14 papers in 2021; and 15 papers in 2022. In the span of the last decade, the most publications of Indonesian education autonomy papers were in 2018, while the least were in 2021. In addition, the overall trend of publications is fluctuating.

(table 2), while the lines between keywords represent links (Ham et al., 2019). Some keywords are not displayed because they avoid overlapping. The closer the keywords are, the stronger the linkage will be (Lnenicka & Saxena, 2021). From the visualisation above, there are a total of 309 keywords, 1380 total link strengths, and 863 occurrences.

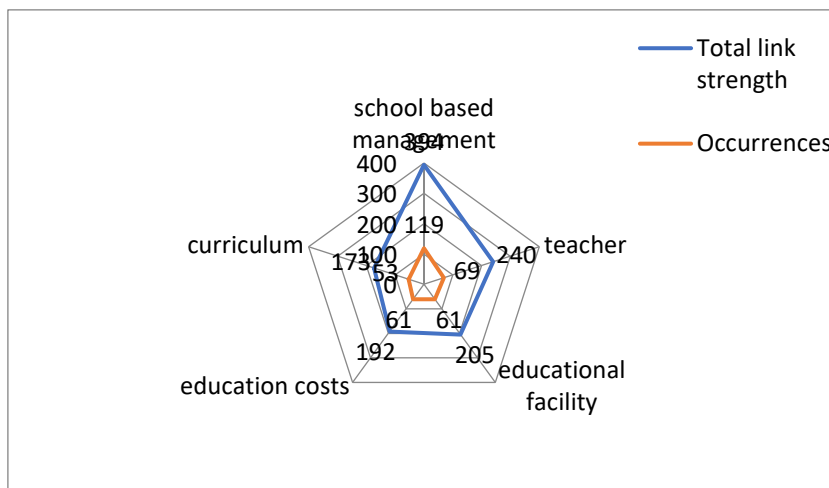


Figure 2. Total link strength and occurrences

Based on network visualisation, the dominating keywords in the Indonesian education autonomy paper are: school based management (total link strength is 394 and occurrences are 119); teacher (total link strength is 240 and occurrences are 69); educational facility (total link strength is 205 and occurrences are 61); education costs (total link strength is 192 and occurrences are 61); and curriculum (total link strength is 173 and occurrences are 53). Total link strength shows the total link strength of a keyword with other keywords, while occurrences show the total occurrence of a keyword in all papers. From the visualisation in Figure 1, there are 79 keyword clusters with varying numbers of keywords in each cluster.

Table 2. Keyword clusters

Cluster	Item
1	budget analysis; policy review; education policy; educational relevance; regional budget; education decentralization; local government; policy models; policy decentralization; public welfare; regional autonomy; special autonomy; state budget; educational decentralization; education; sanitation
2	educational service; education governance; education reform; autonomy; budget policy; government strategy; reform era; autonomy fund; covid-19; policy effect; principal; role; mental revolution; pandemic

3	independent campus; outcomes analysis; output analysis; quality management; university autonomy; educational apparatus; human resources; lecturer; campus autonomy; campus governance; empowerment; student
4	education administration; elementary education; policy implementation; education level; regional education; education budget; indonesia smart card; school administration; school operational assistance; smart indonesia program
5	madrassa management; full day school; policy relevance; socio-cultural; effective education; curriculum; islamic identity; primary school; teacher
6	education costs; evaluation study; meaning study; special policy; budget management; disability; corruption; school-based management
7	educational facilities; muhammadiyah; strategic plan; policy implications; quality of education; islamic education; district planning support system; policy implication
8	asean free trade area; election; political education; school; democratization; educational challenges; educational opportunities
9	budget supervision; program evaluation; madrasa; national education system; religion school; private school; educational position
10	school budget; autonomy-based education; public interest; school quality; senior high school; junior high school; student quality
11	public policy; higher education act; indonesian education; development; educational development; public role
12	school participation; autonomy management; basic education; legal implications; policy influence; school reputation
13	counseling guidance; curriculum 2013; school environment; student psychology; independence curriculum
14	middle education; education system; central authority; education management; regional authority
15	review autonomy; tuition fee; infrastructure management; educational facility; inclusive

There are 16 keywords in cluster 1; 14 keywords in cluster 2; 12 keywords in cluster 3; 10 keywords in cluster 4; 9 keywords in cluster 5; 8 keywords each in clusters 6 and 7; 7 keywords each in clusters 8, 9, and 10; 6 keywords each in clusters 11 and 12; and 5 keywords,

respectively, in clusters 13, 14, and 15. Clusters 16 to 79 are not shown in Table 2 because they only have 2 to 3 keywords in each cluster, so they do not have a significant impact on the bibliometric map.

“School based management” is the most dominant keyword on the bibliometric map (Figure 1). This keyword is in cluster 6 together with the keyword “education costs”. These two keywords are closely related to the evaluation study issue: study; special policy; budget management; disabilities; and corruption. The keywords “teacher” and “curriculum” are in cluster 5 and are closely related to the issues of madrasa management; full day school; policy relevance; socio-cultural; effective education; Islamic identity; and primary school. Meanwhile, the keyword “educational facility” is in cluster 15 and is closely related to the issues of reviewing autonomy; tuition fees; infrastructure management; educational facilities; and inclusiveness.

DISCUSSION

School Based Management

School based management in Indonesia is regulated through Law No. 20 of 2003 concerning the National Education System. School-based management is a form of education management autonomy at the education unit level, in which case the school principal, teachers, and school committees manage educational activities in schools. School-based management is implemented with the aim of improving the quality of education in general (S. A. Afandi & Anwar, 2017; Athiyah, 2019). School-based management is a political approach that aims to redesign school management by giving authority to schools in efforts to improve performance, which includes teachers, students, principals, and increasing community participation. School-based management is implemented by empowering all potentials and stakeholders in accordance with applicable government policies (S. Aulia, 2012; Saputra et al., 2022).

School-based management gives schools the flexibility to develop and implement education programmes in schools according to their needs through resource empowerment and community participation to reflect efforts to improve democratic, transparent, and accountable education services without compromising the goals of national education. School-based management is based on the principles of independence, fairness, openness, partnership, participation, efficiency, and accountability (Achmad & Hartono, 2021; Bida, 2021). In practise, the learning strategies used by educational institutions are student-centred (active, creative, effective, and fun learning), IT-based, and character-building (Idris, 2020; Iskandar,

2021). School functions that were initially carried out by the government were partially decentralised to schools to be carried out professionally.

This means that there are certain functions that are not fully delegated to schools; some are still under the authority of the central government and local governments. The functions that are carried out by schools within the framework of school-based management include: management of teaching and learning processes; planning and evaluation of school programmes; curriculum management; manpower management; management of equipment and supplies; financial management; student services; school-community relations; and management of school climate (Kader & Kader, 2019; Rihardi & Yusliwidaka, 2020).

Teacher

The success of the learning process is inseparable from the existence of the teacher. The issue of the importance of the presence of teachers in supporting the learning process is included in one of the SDG's targets. The Indonesian government is making efforts to significantly increase the supply of quality teachers, including through international cooperation in teacher training and setting minimum limits for teacher academic qualifications (S1/D4 according to the standards of the Ministry of Education, Culture, Research, and Technology) (Septiani & Sukana, 2019; Suryana, 2020).

In 2022, the number of teachers at the elementary school level will be 1,574,990, at the junior high school level, 700,995, at the senior high school level, 337,567, and at the vocational high school level, 333,149. Of these, at the elementary school level, 95.01% of teachers met the minimum academic qualification threshold; 97.43% of teachers at the junior high school level; 98.51 at the senior high school level; and 96.44 at the vocational high school level (Hoesny & Darmayanti, 2021; Irdiyanti, 2021). The highest percentage of teachers with a minimum education of S1/D4 is at the senior high school level, while the elementary school level has the smallest percentage.

In addition to the minimum academic qualification limit policy, one of the indicators used to measure the quality of education services is the teacher-student ratio. This figure reflects the average number of students the teacher is responsible for. The higher the value of the teacher-student ratio in a school, the less effective the learning process is because the level of teacher supervision and attention to students decreases, so the quality of teaching tends to be lower. Government Regulation Number 74 of 2008 states that at the elementary, junior high, and high school levels, ideally one teacher is responsible for 20 students. Meanwhile, at the vocational high school level, ideally one teacher is responsible for 15 students. Currently, at the

elementary school level, the teacher-student ratio is 15.56; at the junior high school level, it is 14.37; at the senior high school level, it is 15.10; and at the vocational high school level, it is 16.19 (Ayok, 2021; Hamdan, 2019; Sinaga et al., 2022). At the elementary, middle, and high school education levels, the teacher-student ratio has met the ideal standard. However, at the vocational high school education level, the teacher-student ratio has not met the ideal standards that have been set.

Educational Facilities

The condition of the education infrastructure in Indonesia has improved. The number of primary and secondary schools has increased compared to the previous year. The largest addition to the number of schools in one year was at the junior high school level, namely 805 new schools, followed by 249 elementary schools, 142 senior high schools, and 121 vocational high schools. Until 2022, the number of elementary schools is 148,992; junior high schools are 41,402; senior high schools are 14,007; and vocational high schools are 14,199 (Azhari & Kurniady, 2020; Hasnadi, 2021).

The school zoning policy has resulted in limited public schools accepting students from outside the school zone, so many parents send their children to private schools that are not bound by this policy. In the last year, the increase in the number of private schools was greater than the increase in the number of public schools at the basic education level (Setiawan & Yaniasti, 2021; Widyastuti, 2020). At the elementary school level, the number of private schools increased by 596; at the junior high school level, there were an additional 678 schools; at the senior high school level, there were an additional 96 schools; and at the vocational high school level, there were an additional 86 schools. Overall, the increase in the number of private schools in 2022 will be 1,456 compared to 1,317 public schools (A. Aulia, 2022; Inkiriwang, 2022). The school zoning policy has been able to encourage private schools to contribute more to education in Indonesia. Private schools are required to guarantee the quality of education in Indonesia to create quality and competitive human resources.

Education Fees

Education is a basic right of citizens that must be fulfilled according to the principle of social justice. Article 31 of the Indonesian Constitution states that every citizen has the right to education. This is reinforced by Article 11 of Law Number 20 of 2003, which contains the government's obligation to provide services and facilities as well as guarantee the implementation of quality education for every citizen without discrimination. Thus, every

student has the right to receive tuition assistance for those who have academic potential and are poor, and they are entitled to scholarships for those who excel.

Indonesia's basic constitution states that every citizen is obliged to attend basic education, and the government is obliged to finance it. In the context of providing quality education, education funding is needed as part of the government's effort to provide easy access to education for the community. Law Number 20 of 2003 specifically states that education funding is a shared responsibility between the central government, regional governments, and the community. Education funding is defined as the provision of financial resources needed for the implementation and management of education (Armawati & Rosadi, 2021; Solehan, 2022).

Based on Government Regulation No. 48 of 2008, costs for education are translated into (1) investment costs, (2) operating costs, (3) student personal costs, and (4) tuition assistance and scholarships. Educational assistance is defined as education funds given to students whose parents or guardians are unable to finance their education. While scholarships are educational funding assistance given to outstanding students, In order to implement this government regulation, the government provides various low-cost education programmes in the form of educational assistance, such as the distribution of School Operational Assistance (BOS), the Smart Indonesia Programme (PIP), and the provision of various types of scholarships (Mujayaroh & Rohmat, 2020; Naila & Effane, 2022).

Over the last decade, there has been a trend of increasing educational scholarships or assistance, increasing by 16.25% from 2009 (3.8%) to 20.14% in 2021. Scholarships or educational assistance come from the central government, regional governments, and nongovernmental organisations. The biggest increase occurred from 2015 to 2018, where the percentage of scholarship recipients and educational assistance recipients in 2018 doubled compared to 2015 (Sopian & Asqolani, 2022). Several scholarship programmes have been listed in the 2015–2019 National Medium-Term Development Plan. During the COVID-19 period, the government provided assistance, including reducing the cost of Single Tuition Fees (UKT) and Educational Development Donations (SPP), to ensure that people could access education and to maintain the quality of education nationally (Musayyidi, 2020; Noor & Monita, 2021).

Curriculum

COVID-19 has had a significant impact on the education sector. Various activity restriction policies have resulted in a loss of learning. The learning loss that occurs in Indonesia for literacy is equivalent to 6 months of study, while for numeracy it is equivalent to 5 months

of study (Marisa, 2021; Sholekah, 2020). To overcome this, the government issued a policy to simplify the curriculum. This curriculum has been in effect since 2020 to mitigate learning lags during the COVID-19 pandemic (Mawati et al., 2023).

This has shown how important it is to change the curriculum design and implementation strategy in a more comprehensive manner. The Indonesian government has issued a policy of using an independent curriculum. The Merdeka curriculum has several advantages compared to the previous curriculum. First, it is simpler and more in-depth because it focuses more on essential material and developing student competencies in its phases. Second, the absence of a specialisation programme in high school allows students to be free to choose subjects according to their interests, talents, and aspirations. In addition, teachers can teach according to the stages of student achievement and development. Third, schools have the authority to develop and manage curricula according to the characteristics of educational units and students. Fourth, learning is carried out through project activities so as to provide wider opportunities for students to actively explore actual issues such as environmental, health, and other issues (Rahayu et al., 2022; Vhalery et al., 2022)

In adjusting the curriculum based on the results of the central government's evaluation, there is a need for face-to-face learning for students who experienced problems implementing distance learning during the COVID-19 pandemic. To follow up on this, the implementation of education during the pandemic was not only carried out with distance learning but also limited face-to-face learning while still implementing health protocols. Previously, each educational unit was checked for readiness so that it was finally allowed to carry out limited face-to-face learning (Ardianti & Amalia, 2022; Fitriyah & Wardani, 2022).

CONCLUSION

The implementation of educational autonomy in Indonesia is in accordance with the spirit of regional autonomy carried out after the 1998 reform movement. In the span of the last decade, there have been 205 papers on Indonesian educational autonomy in the Google Scholar database. The paper was obtained using the Publish or Perish application with the keyword "Indonesian educational autonomy". The most papers are in 2018, while the least are in 2021. There are 3075 total citations, an h-index of 11, and a g-index of 55 in the paper. Based on the network visualisation, there are 309 keywords, 1,380 total link strengths, 863 occurrences, and 79 keyword clusters, with the number of keywords varying in each cluster. The dominating keywords are school based management (total link strength is 394 and occurrences are 119); teacher (total link strength is 240 and occurrences are 69); educational facility (total link

strength is 205 and occurrences are 61); education costs (total link strength is 192 and occurrences are 61); and curriculum (total link strength is 173 and occurrences are 53). These five keywords are most used by researchers and, at the same time, are the most popular issues in the study of educational autonomy in Indonesia.

RECOMMENDATIONS

The results of this study can be used as a basis for other researchers who focus on decentralized education studies in Indonesia. In addition, this research can be used as a basis for consideration when making policies for the government, especially in the field of education.

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