ANALYSIS, CONCEPT OF STATE AND EDUCATION CENTRALIZED EDUCATION AND SCHOOL-BASED MANAGEMENT

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Abstract

Education is an important part in a country where education plays a big role as a forum for creating intelligent and noble sons and daughters of the nation. The state refers to an area or region that exists on the surface of the earth, there is a government that regulates the economy, politics, social, culture, defense and security and so on. The state is also a tool (agency) of the community that has the power to regulate human relations in society and regulate the phenomenon of power in society. Centralization is important in the ownership of central authority related to education to become the reference point of education itself. Decentralization is more about acknowledging that the education process will not work well when everything is controlled from the center. In an effort to maximize the implementation of decentralized education, the concept of school-based management is now being developed, which seeks to increase the role of schools and surrounding communities (stakeholders) in education management.

1. Introduction

Basically, education really needs a reference or fulcrum in the development and implementation of education itself. Education is a very important forum for developing the thoughts and generation of a nation that is more advanced and able to actualize all the capabilities of the nation's children. However, in recent years, the world of national education has undergone several fairly basic changes related to the National Education System Law, management and curriculum, which were followed by other technical changes.

These changes are expected in turn to solve various educational problems, both conventional and contemporary problems. In addition, these changes are also expected to be able to create a conducive climate for improving the quality of education, and developing human resources to prepare the Indonesian nation to enter the era of universality in global competition, especially in the field of education.

These fundamental changes, among others, relate to management issues, which were originally centralized and now directed to decentralization. The efforts made by the government are nothing but aimed at breaking the quality of Indonesian education which has always been hit by many problems, so that the quality of our education is still relatively low and it is difficult to compete with other countries in the global arena.

2. Method

This article discusses the analysis, concept of state and education centralized education and school-based management. The type of method used in this research is the analysis of literature studies (literature research). This article will describe the analysis of scientific journals that are relevant to the discussion that has been selected. The subtopics discussed were the concept of the state, centralized education, decentralized education and school-based management.

3. Result and Discussion

Country Concept

The term Negara is translated from the foreign words staat (Dutch and German); state (English); Etat (French). The term staat has a history of its own. The term was first used in the 15th century in Western Europe. It is generally accepted that the word staat (state, etat) was transferred from the Latin word status or statum (Isjiwa, 1992). Etymologically the word status in classical Latin is an abstract term that indicates an upright and fixed state, or something that has upright and fixed properties (Huda, 2012). The state is an organization in an area that has the highest legal power and is obeyed by its people (Budiarjo, 2008).

The state is an area or territory that exists on the surface of the earth, there is a government that regulates the economy, politics, social, culture, defense and security and so on. The state is also a tool (agency) of the community that has the power to regulate human relations in society and regulate the phenomenon of power in society. Because humans live in an atmosphere of cooperation, as well as an antagonistic atmosphere full of conflict.

Therefore, the state is an organization that in a region can legally impose its power on all other power groups and which can determine the goals of this common life. In short, there are two tasks of the state (Budiardjo, 2008), namely:

a. Control and regulate the symptoms of power that are asocial or contradict each other, so as not to become a dangerous antagonism.

b. Organizing and integrating human activities and groups towards the achievement of the goals of society entirely. The state determines how the activities of the association communities are adapted to one another and directed toward national goals.

Education Centralization

a. **Education centralization concept**

Centralization is all authority centralized in the central government. The regions are just waiting for instructions from the center to implement the policies that have been outlined according to the law. According to economics, centralized management is centralizing all authority to a small number of managers or those at the top of an organizational structure. Centralization was widely used by the government before regional autonomy. The weakness of the centralized system is that local government policies and decisions are produced by people in the central government so that it takes longer to make decisions.

Next Centralization is linguistically derived from English, namely from the word 'center' which can mean center, centralization is concentration. Centralization is centralizing all authority to a small number of managers or those in top positions in an organizational structure. Centralization of education is the involvement of the central government in developing a curriculum or educational program that will be applied to all lines, levels and types of education, which aims to realize the goals of national education. In Government Regulation No. 28 of 1990 tends towards a centralized management approach. This is easy to understand because the Government Regulation comes out of Law Number 2 of 1989 concerning the National education system as a system, of course it must be effective. Technically, the system must be efficient so that the output of the system is of high quality.

In the current era of reform, a policy of autonomy is implemented as widely as possible within the framework of the Unitary State of the Republic of Indonesia (NKRI). Regional autonomy is a vertical distribution of power. The distribution of power from the central government to the regions, including power in the field of education. In the implementation of regional autonomy in the field of education, it seems that it is still facing various problems. These problems, among

others, appear in education policies that are not in line with the principles of regional autonomy and the problem of lack of coordination and synchronization.

Such conditions can present several things, such as: the difficulty of the central government in controlling education in the regions; regions cannot develop education according to their potential. If this is allowed various unwanted consequences can arise. For example, returning to a centralized education policy, it is also possible for the regions to make education policies that they deem the most appropriate even though they are actually at odds with the central policy. If this happens, the conflict between the central government and local governments is difficult to avoid. Historically, conflicts of interest between the center and the regions have led to attempts at secession, which of course threaten the disintegration of the nation.

In other words, if the education policy in the context of regional autonomy is not carried out properly synchronizing and coordinating efforts, it is not impossible that this autonomy can lead to the disintegration of the nation. In such conditions, it is necessary to find a way to synchronize and coordinate education policies in the regions with the center. It is also necessary to systematically strive to foster the younger generation to maintain a strong commitment under the auspices of the Republic of Indonesia.

Strengths and Weaknesses of Centralized Education

With the centralization of education has given birth to various phenomena that pay attention to such as:

1) Totalitarianism in education penyelenggaraan.
2) Uniformity of management, from the aspects of planning, management, evaluation, to school development and learning models.
3) Uniformity of community culture pattern.
4) Weakening of local culture
5) Robotic human qualities, without initiative and creativity.

Thus, as the impact of a centralized education system, efforts to realize education that can give birth to human figures who have freedom of thought, are able to solve problems independently, work and live in creative groups full of initiative and empathy, have adequate interpersonal skills as a community provision. difficult to create.

Education decentralization

a. Education Decentralization Concept

Decentralization occurs in many contexts of management science, political science, sociology, and economics. All of this can be said to study the decision-making about the crowd by a group of people/parties which is too difficult to consult with each person directly. Sungkono (2000:1) adds that decentralization is the realization of a political decision (commitment), based on the will of the aspirations of many people, which in the democratization process is determined by elections. If we observe the two definitions above, we can catch the essence that the power in the government system is no longer concentrated in one point, but is spread out.

Decentralization is a representation of the organization's broad commitment to delegating. Assignment and delegation for decision-making are important aspects of delegation from the highest to the lowest authorities. When authorization is transferred to the entire organization, the decentralization movement begins. This happens when this delegation occurs at a location that requires remote control (Pacharapimon Sooksomchitra, 2003: 2).

Decentralization is characterized by the vertical spread of power and authority at the government level. We can describe the spread of the spectrum of power and authority as a pyramid shape where power and authority widen at the lowest level. Theoretically, decentralization occurs when lower levels of the government management hierarchy are authorized by higher bodies to make decisions about the use of organizational resources (Bray, 1984: 5).

If we look at Law number 32 of 2004, decentralization is translated as the transfer of government authority by the autonomous regional government to regulate and administer the government in the system of the Unitary State of the Republic of Indonesia. Burnett et. al. (1995) defines decentralization of education as autonomy to use learning inputs in accordance with the demands of schools and local communities that are accountable to parents and the community.

There are two concepts that underlie the decentralization of education, namely justice and efficiency. According to Sirozi (2005: 236), decentralization aims to improve social welfare and technical efficiency. This view is supported by the argument that greater social responsibility has more to do with decision making at the local level. However, it is recognized that this situation requires an established democracy in the decision-making process at the local level. Otherwise, the process will be controlled by an elite minority. On the other hand, Sirozi (2005: 236) also adds that the increase in technical efficiency is indicated by various local variables, such as prices. human resources, even culture.

Perceptions about the role of the state in the field of education will determine the level of awareness and commitment of the community to participate in education funding. If the provision of quality education is perceived as a duty and responsibility of the government alone, then the community will only wait and demand the commitment and responsibility of the government to fund various educational programs. On the other hand, if the provision of quality education is a shared responsibility of the government and the community, then there will be room to encourage greater participation from various community elements to support education funding. This means that the distribution of roles and responsibilities between the government and the community in funding various educational programs is closely related to the paradigm of education implementation. In law number 20 of 2003 concerning the National Education System, community participation is encouraged by

shifting the paradigm of national education from education for all to education from all, by all, and for all.

At the school level, this paradigm is manifested through the implementation of School Based Management and the formation of School/Madrasah Committees. In addition, community participation in the provision of education is also encouraged by changing the concept of the education pathway from two pathways (school and out-of-school pathways) as stipulated by the previous USPN (Law number 2 of 1989) into three pathways, namely formal, non-formal, and informal. Furthermore, community participation in education funding is encouraged through diversification of education funding sources. Apart from government funding sources, through the APBN and APBD, funds for the implementation of educational programs are also expected from public funding sources in the form of donations for education development (SPP), grants, waqf, zakat, nadzar payments, loans, corporate donations, tax relief and abolition. for education, and other sources that are legal and do not violate the law. Viewed from the target, decentralization of education can be political and democratic and can also be administrative (Fiske and Drost, 1998: 17-19).

Education decentralization is political or democratic when the transfer of power to make decisions about education is given by the government to the people or their representatives at lower levels of government, inside and outside the system. Administrative or bureaucratic decentralization is a management strategy that political power remains in the hands of central officials but the responsibility and authority for planning, management, finance, and other activities are handed over to the government at lower levels or agencies. semi-autonomous within the system. Judging from the type of authority granted, decentralization can be divided into three types, namely deconcentration, delegation, and devolution (Fiske and Drost, 1998: 17-19). Deconcentration, is the weakest form of decentralization because it does not go beyond simply transferring management

responsibilities from the center to the provinces or lower levels in such a way that the central government retains full control.

According to Law number 32 of 2004 concerning Regional Government, deconcentration is the delegation of government authority by the government to governors as representatives of the government and or to vertical agencies in certain areas. lower levels even to autonomous organizations. Devolution; is the form of decentralization that has the most impact, namely the handing over of financial, administrative or teaching and learning authority permanently and cannot be suddenly canceled by officials at the center.

b. The Purpose and Scope of Education Decentralization

There are two keywords that can explain the purpose of decentralization. Jalal and Mustafa (2001: 41) explain these two concepts. The first concept relates to the general issue of decentralization, namely the transfer of education policy authority from the center to the regions. In this concept, the government must delegate education policies to local governments along with the funds needed to finance the responsibilities imposed. The government needs to calculate the needs of each local government, but it is the local government that decides how much and what education spending is needed.

The second concept deals with the shift in educational decisions from government to society. The basic idea behind this concept is that the community should know better and decide for themselves the desired educational program because it is the community who will use it. With these two concepts, it is clear that the main objective of decentralization of education is to improve the quality of education. According to Burki et. al (1999: 57), there are four types of educational decisions that can be decentralized, namely regarding learning organizations, personnel management, planning and structure, and resources.

There are eight main objectives of decentralization according to (Hanson in Hadiyanto, 2004: 27), namely:

1) Accelerate economic growth (accelerated economic development)

2) Improving management efficiency (increased management efficiency)

3) Distribution of financial responsibility (redistribution of financial responsibility)

4) Increase democratization through the distribution of power (increased democratization through the distribution of power)

5) Greater local control through deregulation (greater local control through deregulation)

6) Market-based education

7) Neutralizing competing centers of power

8) Improving the quality of education (improving the quality of education)

c. **Strengths and Weaknesses of Education Decentralization**

From several experiences in other countries, the failure of decentralization is caused by several things:

1) The transition period from a centralized to decentralized system to allow for gradual and inadequate change and a hasty implementation schedule.

2) Lack of clarity on the detailed boundaries of authority between the central, provincial and local governments.

3) Limited regional financial capacity.

4) Inadequate human resources.

5) Inadequate local management capacity.

6) Immature regional institutional restructuring.

7) The central government is psychologically less prepared to lose its authority

Based on experience, the immature implementation of decentralization also gave birth to various new problems, including:

1) Increasing disparities in education budgets between regions, between schools and between individuals in the community.

2) The limited financial capacity of the region and the community (parents) makes the amount of school budgets decrease from the

previous time, so that it will reduce the motivation and creativity of education staff in schools to carry out reforms.

3) Administrative costs in schools increase because budget priorities are allocated to cover administrative costs, and the rest is just distributed to schools.

4) Local government policies that do not prioritize education, cumulatively have the potential to reduce education.

5) The use of public authorities who do not necessarily fully understand the problems and management of education which will ultimately reduce the quality of education.

6) The sharp gap in educational resources is due to the differences in the potential of different regions. Resulting in disparities in the quality of education and giving birth to social jealousy.

7) There is a transfer of education management ulcers from the center to the regions.

To anticipate the emergence of the problems mentioned above, the implementation of decentralized education must be careful. The accuracy of the strategy adopted will determine the level of effectiveness of the decentralized implementation. To anticipate these various bad possibilities, there are several things that need to be considered:

1) There is a guarantee and belief that education will continue to function as a vehicle for unifying the nation.

2) The transition period is really used to prepare various things that are done regularly and scheduled as precisely as possible.

3) There is a commitment from the local government to education, especially in education funding.

4) The readiness of human resources and appropriate management systems that have been carefully prepared by the regions.

5) Understanding of the local government and DPRD on the uniqueness and diversity of the education management system, where the education

management system is not the same as other regional education management.

6) There is awareness from all parties (government, DPRD, community) that the management of education personnel in schools, especially teachers, is not the same as the management of other bureaucratic apparatus.

7) There is psychological readiness from the central government from the province to relinquish its authority to the district/city government.

School Based Management

a. School-Based Management concept

In an effort to maximize the implementation of decentralized education, the concept of School-Based Management is now being developed, which seeks to increase the role of schools and the surrounding community (stakeholders) in education management, so that the implementation of education is better and the quality of graduates can be improved.

School-Based Management gives schools great power and freedom. Accompanied by a set of responsibilities. With the transfer of decision-making authority to the school level, schools are expected to be more independent and able to determine the direction of development that is in accordance with the conditions and demands of the community environment, or in other words, schools must be able to develop programs that are relevant to the needs of the community (Hasbullah, 2006).

The comprehensive definition of School-Based Management concept proposed by Malen (in Duhou, 2002) is a formal change in the organizational structure that identifies the school as the main unit of improvement and relies on the redistribution of decision-making authority as an important means by which education can be encouraged and sustained (Duhou, 2002).

Furthermore, Candoli defines School-Based Management concept, as a way to force the school itself to take responsibility for what happens to the child according to its jurisdiction and follow the school. This concept asserts that when the school itself is burdened with the development of a total educational program aimed at serving the needs of children in attending school, school personnel will develop programs that are more convincing because they know the learning needs of students.

The definition of School-Based Management concept emphasizes that the concept refers to resource management at the school level and not at a centralized system or level. Through School-Based Management concept, schools are given greater control over the direction the school organization is going. Oversight of the budget is considered to be at the core of School-Based Management concept. School-Based Management concept is offered as an alternative answer to the granting of regional autonomy in the field of education, given its principles and tendency to return school management to those who are considered to be most aware of the real needs of schools.

With greater autonomy, schools have greater authority in managing their schools, so schools are more independent. Miarso stated that the meaning of school-based management is the delegation of authority to the school level to make decisions regarding the allocation and utilization of resources based on accountability rules relating to these resources (Miarso, 2016).

b. **School-Based Management concept Goals and Benefits**

1) **School-Based Management Goals**

School-Based Management which is characterized by school autonomy and community involvement is the government's response to the symptoms that appear in the community, aiming to improve the efficiency, quality and equity of education. Increased efficiency is obtained through, among others, the flexibility to manage community participation resources and simplifying the bureaucracy. Meanwhile,

quality improvement can be obtained, among others, through parental participation in schools, flexibility in school and classroom management, increased professionalism of teachers and principals, implementation of a system of incentives and disincentives. The increase in equity is achieved, among other things, by increasing public participation, which allows the government to concentrate more on certain groups.

2) School-Based Management Benefits

School-Based Management gives schools great freedom and power, along with a set of responsibilities. With autonomy that gives responsibility for resource management and strategic development of School-Based Management in accordance with local conditions, schools can further improve the welfare of teachers so that they can concentrate more on assignments.

In addition, School-Based Management encourages the professionalism of teachers and principals as educational leaders in schools. Thus, the relationship between decentralization and School-Based Management is the development or management of education and School-Based Management through the school/madrasah communication work process to achieve quality education and learning objectives.

4. Conclusion

A centralized education management system where all authority in the field of education comes from the center. The weakness is because it ignores the effective learning process and is able to reach all realms and potentials of students. Along with changes in regional autonomy policies, especially education autonomy, there has been a deconcentration of authority, from the center, everything goes back to school. Education decentralization is essentially an acknowledgment that the education process will not run well when everything is controlled from the center. In an effort to maximize the implementation of

decentralized education, the concept of School-Based Management is now being developed, which seeks to increase the role of schools and surrounding communities (stakeholders) in education management, so that the implementation of education is better and the quality of graduates can be improved gives schools great power and freedom.

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