

Evaluation of Quality Assurance of Elementary School Education in Ponorogo District

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Abstract: This study focuses on evaluating the quality assurance policy of primary school education at the Education Office of Ponorogo Regency. The basic education quality assurance policy that will be considered is the Minister of Education and Culture Regulation Number 28 of 2016 concerning the Quality Assurance System for Primary and Secondary Education; from the aspect of quality assurance. This study used a qualitative descriptive research method. The data analysis technique used was evaluation. Data were analyzed interactively. Single Program evaluation model, with ongoing evaluation (ongoing/concurrent evaluation), is carried out when the program is implemented. The criteria for evaluating public policies are effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy—the study's results. The quality assurance of primary school education has met the evaluation criteria of public policy, but the results of quality assurance have yet to reach the expected SNP. All schools have implemented SPMI and have implemented SPME through accreditation activities. Quality assurance has not come from the SNP because the SPMI induction system influences it through model schools, the occurrence of information reduction has an impact on the availability and ability of resources, and the quality audit team has not worked according to their duties and functions, not all schools use the quality report card/report card of the education unit in the preparation of plans School work, and assistance from school supervisors is less than optimal.

Keywords: Evaluation, Quality, School, Program, Education, Public

1. Introduction

As mandated by Law (UU) Number 20 of 2003 concerning the National Education System [24], article 5 states that every citizen has the same right to obtain a quality education. Furthermore, based on Pasal 11 Ayat (1), it is explained that the Government and Regional Governments are obliged to provide services and facilities and guarantee quality education for every citizen without discrimination.

Quality education does not happen by itself but results from an educational process that goes well, effectively, and efficiently. The constructivist paradigm holds that knowledge is not only the result of experience with facts but is also the result of the thought construction of the subject under study. Human recognition of social reality is centered on the subject and not on the object; this means that science is not the result of mere experience but is also the result of construction by

thought. The variety of realities is built through interactions in social life and historical and cultural norms that apply in the lives of these individuals [5].

As a conformance requirement, quality is by the required standards. A product or service is said to be of high quality when it complies with the quality standards that have been set, including the quality of inputs, processes, and outputs [5]. The concept of quality [2], quality is a comprehensive description and characteristics of goods or services that show their ability to satisfy the expected needs. In the context of education, the notion of quality includes educational inputs, processes, and outputs. [1] three quality images are distinguished based on a hierarchy: quality control, quality assurance, and total quality management. Based on this understanding, there are similarities, namely quality regarding the level of conformity with requirements. The government, in realizing quality education, issued [16] Government Regulation (PP) No. 19 of 2005 concerning National Education Standards (SNP), and

then the National Education Standards Agency (BSNP) was formed as a body that functions to develop standards and criteria for the implementation of education [17].

Along with implementing the 2013 Curriculum in 2013, the government made changes to PP number 19 of 2005, with the issuance of PP Number 32 of 2013 [18]. In Pasal 2A, it is stated that the Graduate Competency Standards, as referred to in Pasal 2 Ayat (1), are used as the primary reference for developing other standards. Students, before completing learning, are entitled to take the National Examination (UN) to determine the competence of graduates so that it can be interpreted that all standards contribute to the achievement of Graduate Competency Standards.

Based on PP Number 13 of 2015 concerning the second amendment to PP Number 19 of 2005 concerning National Education Standards, in article 68, it is stated that the National Examination does not determine graduation but as a mapping of the quality of education [19]. Therefore, the guarantee of the quality of national education is carried out in the context of educating the nation's life and shaping the character and civilization of a dignified nation through SNP.

The development of the quality assurance design is carried out in such a way the specifications required to be fulfilled determined in advance. This is intended to ensure that the production process produces products according to predetermined specifications. According to Elassy, N. (2015), quality assurance and quality improvement are part of a spectrum where quality improvement depends on quality assurance [11].

Quality assurance is a set of programs that monitor and evaluate various aspects of a product, project, or service to ensure that every part of the project meets quality standards [25]. Furthermore, according to Williams, J. (2016), quality assurance must be managed from internal and external processes that are strictly controlled by procedures known to all stakeholders [26]. Sustainable quality assurance will encourage the emergence of quality enhancement as a continuous process. Process Quality Assurance (PQA) is a program improvement process that, based on the concept of a planned, systematic, and documented endless improvement cycle, aims to improve the quality of learning and the program's relevance.

This opinion is in line with the idea of Matovu, M. (2019) that quality assurance is defined as a collection of policies, procedures, systems, and practices designed to achieve, maintain and improve the quality of education offered. The Government Regulation is intended to encourage managers, organizers, and education units to enhance their performance in providing quality education services and software to promote transparency and public accountability in implementing the national education system [13].

Along with the development of education, SNP has been running for approximately 15 years. However, Indonesia's education quality is still relatively low compared to allied countries. For example, through the Program for International Student Assessment, a test conducted by the Organization of Economic Co-operation and Development (OECD), which is

an inter-governmental organization whose mission is to create a robust, clean, and just global economy (PISA) to measure basic skills. 15-year-old students in science, reading, and mathematics. Indonesia's average score is still below the OECD average.

An up-and-down trend occurred in the achievement of Indonesian students' PISA science abilities, which had been at 393 (2006), dropped to 383 (in 2009) and 382 (in 2012), then rose again in 2015 with a score of 403. Unfortunately, the ability score of our science again experienced a decline in the last PISA report in 2018 at 396. In 2018 Indonesian students ranked 71 of the participants from 79 countries or ranked 8th from the bottom.

From these data, it can be seen that the Indonesian PISA score in 2018, the reading ability of Indonesian students achieved an average score of 371 from the OECD average score of 487. Then the average mathematics score reached 379 from the OECD average score of 487. Next, for science, the average score of Indonesian students went 396, with an OECD average score of 489.

The quality of education in Indonesia is different from expectations. The results of accreditation from BAN-S/M show that the development of school quality has yet to offer encouraging products in the quality of education [8]. It is suspected that this is not due to the lack of quality SNP, but the fulfillment and implementation of the SNP have yet to run optimally. [12] Based on the results of previous research conducted by Ginting, R. B. (2016), entitled "Implementation of Quality Assurance Policies in Private Universities in the City of Semarang," states that the implementation of higher education quality assurance policies cannot be separated from 3 (three) aspects, namely higher education databases, internal quality assurance systems, and assurance systems [7]. External quality. These three aspects are integral to the higher education quality assurance system. In reviewing the implementation of quality assurance policies in private universities, many phenomena can affect the successful performance of these policies [6]. Still, this study analyzes 4 (four) phenomena covering policy content, context, communication, and resources. This study uses a qualitative approach, descriptive method, and interactive model data analysis. The main finding of this study is that the implementation of quality assurance policies in private universities in the city of Semarang has yet to be implemented optimally.

Similarities between previous and current research, both discuss education quality assurance, and both are policy research using a qualitative approach with a descriptive method. The difference lies in the research focus, place of study, research objectives, and data analysis methods. The focus of previous research was on policy implementation, carried out at private universities in the city of Semarang with interactive model data analysis according to the theory [14]. As for future research, the focus is on evaluating the policy evaluation of the quality assurance of primary school education in the Education Office of Ponorogo Regency, using a qualitative approach with a descriptive-qualitative format. The method of data analysis is

evaluation. The originality of this research focuses on evaluating policies on quality assurance of primary school education in Ponorogo Regency. Evaluation related to substance, supporting, and inhibiting factors, as well as developing a quality and functional quality assurance model for education.

Secretary General Circular No. 15 of 2020 concerning Guidelines for Organizing Learning from Home in an Emergency Period for the Spread of Corona Virus Disease (COVID-19) [21, 22, 23]. In the condition that there is still a Covid-19 pandemic which is currently referred to as the New Normal, quality assurance in education units must still be carried out even though, of course, it must still adjust to the health protocols that the government has set. This is, of course, adapted to the situation, conditions, and needs.

The government prioritizes students' health while still paying attention to their right to quality education. The process of ensuring the quality of education in this new average period will be very supportive in supporting the smoothness of Distance Learning (PJJ). Therefore, stakeholders must work together to realize quality education so that the 8 SNPs can be achieved. The evaluation of the quality assurance policy for primary school education in Ponorogo Regency is interesting. As the education unit with the most significant number, elementary schools will have the opportunity to color education, especially in the Ponorogo Regency Education Office.

Based on the background, this research focuses on evaluating the quality assurance policy of primary school education at the Education Office of Ponorogo Regency. The basic education quality assurance policy that will be considered is the Minister of Education and Culture Regulation Number 28 of 2016 concerning the Quality Assurance System for Primary and Secondary Education; from the aspect of quality assurance.

2. Literature Review

Research studies related to current research have not found research that focuses on evaluating the quality assurance of primary school education. But at least this dissertation has links with several previous studies. Furthermore, an analysis of prior research is carried out to find out the similarities, differences, and originality of the study, as follows:

Research Implementation of Quality Assurance Policies at Private Universities in Semarang City [12]. Diponegoro University. This study intends to describe phenomena related to implementing quality assurance policies as carried out by private universities in the city of Semarang. A qualitative research approach with descriptive analysis was used to obtain a systematic, factual, and accurate description of the object of this research based on the research objectives. The main finding in Rosalina's study is that the implementation of quality assurance policies at private universities in the city of Semarang has yet to be implemented optimally. Similarities between previous and current research discuss education quality assurance and policy research. The difference lies in

the focus of research, place of research, research objectives, and data analysis methods. In previous studies, the direction of the research was on policy implementation implemented at private universities in the city of Semarang with a qualitative approach. The current research focuses on evaluating the quality assurance policy of primary school education in the District Education Office of Ponorogo, using a qualitative system with a descriptive format. The originality of this research focuses on evaluating policies on quality assurance of primary school education in Ponorogo Regency. Evaluation related to substance, supporting, and inhibiting factors, as well as developing a quality and functional quality assurance model for education.

Wiwik Suryandartiwi Anggarawati's research entitled 'Implementation of Policies to Improve the Quality of Higher Schools and Academies in the Health Sector Through the Internal Quality Assurance System (SPMI) in the Special Region of Yogyakarta Province'. 17 August University, Surabaya. The conclusion of Wiwik Suryandartiwi's dissertation is each College and Academy of Health in DIY Province shows many differences in implementing the Internal Quality Assurance System (SPMI) policy. [9] Supporting factors include commitment and good communication between policy implementers. In contrast, the inhibiting factors are the quality culture that is not implemented correctly, the high workload, and there are still incomplete quality documents. Therefore, the Internal Quality Assurance System (SPMI) policy model is suitable for health colleges and academies in the DIY Province by carrying out actual implementation through the Controlling Integrated Education System (CIES).

The similarity with future research is that they both discuss education quality assurance and are both policy research and have the same qualitative approach with a qualitative descriptive format. The difference lies in the research focus, location, and research objectives. [10] The previous research method was the implementation of quality improvement policies through an internal quality assurance system at the Colleges and Academy of Health in the Province of the Special Region of Yogyakarta, using qualitative analysis methods.

Future research focuses on evaluating the quality assurance policy for elementary school education in Ponorogo Regency. The Education Quality Assurance System in future research includes an internal and external quality assurance system. Quality assurance in future research is responsible for the fulfillment of the National Education Standards. The data analysis method used was the evaluation method. Originality in future research is the evaluation of quality assurance policies for primary school education in Ponorogo Regency related to aspects of quality assurance, supporting and inhibiting factors, as well as the preparation of quality and functional education quality assurance models.

Education Quality Assurance System Research Center for Education and Culture Policy Research and Development Agency of the Ministry of Education and Culture [20]. The results of this study revealed that the quality report card assessment still shows that they have not fully met the category of National Education Standards; SKL is an essential

standard in realizing the quality of education nationally. Teachers as central figures in implementing the learning process, and SPMI provides benefits in efforts to improve the quality of learning. Such research can offer policy options for relevant stakeholders to strengthen the Education Quality Assurance System. The research was conducted using a qualitative descriptive approach. In this study, an analysis of the achievement of the quality report cards of education quality assurance was carried out to determine the extent to which the results of the quality report cards could contribute to the fulfillment of the SNP.

Similarities with previous research are both researching quality assurance of education at the elementary school level and policy research. The difference is the previous research focused on policy analysis with a qualitative-quantitative approach, while the future research with a qualitative approach using a descriptive format. The originality of the research that this study focuses on evaluating the quality assurance policy of elementary schools in Ponorogo Regency, related to quality assurance.

3. Research Methods

This study uses evaluation data analysis techniques. [14] data were analyzed interactively. Data analysis in this study was carried out before entering the field, in the area, and after finishing. The data analyzed in this study focused on the problem under study [4]. The data collected based on the instrument was interpreted in such a way, continuing until it was complete so that the data was saturated to answer the research problem. [14] suggested three activity flows in analyzing data: 1. Data condensation (data condensation) 2. Data presentation (data display) 3. Drawing conclusions and verification (conclusion drawing/verification).

The components of the interactive data analysis model can be described as data collection with various suitable methods, including non-participatory observation methods, in-depth interviews with informants, and supporting processes in the form of documents related to the phenomenon of research conducted. Data condensation refers to selecting, simplifying, and transforming data, which is a part of written field notes, interviews, and other empirical documents [3].

Data display is an activity of presenting data collected and analyzed by the author to understand matters related to education quality assurance policies. The data obtained are shown in the form of narrative text, pictures, and tables so that it is easier to understand. Conclusion drawing/verifying is the stage of drawing conclusions based on findings in the field and conducting the verification. The verification step carried out by researchers is still open to receiving input that can be used to support the achievement of research objectives [15].

4. Research Result

Education Quality Assurance Before and After Permendikbud Number 28 the Year 2016

Evaluation of the education quality assurance policy in this

study uses an evaluation model according to Finsterbusch, the type of single program before after, which will examine what happens after the education quality assurance policy is implemented, so that information on changes in the target group can be obtained. Meanwhile, the conditions before the policy was implemented were compared to the states after the education quality assurance policy was implemented.

Before Permendikbud. Number 28 of 2016, concerning the policy of Education Quality Assurance, was rolled out so as a guide for academic units in carrying out quality assurance using EDS (School Self-Evaluation), which is the implementation of the Education Quality Assurance System (SPMP) as regulated in the Regulation of the Minister of National Education Number 63 of 2016. 2009. EDS is an internal school self-evaluation process that involves stakeholders to see school performance based on Minimum Service Standards (SPM) and National Education Standards (SNP), the results of which are used as the basis for preparing School Development Plans (RPS).

Or School Work Plans (RKS) and as input for education investment planning at the district/city level. School Self Evaluation (EDS) is the Principal's responsibility in each school. It is carried out by the School Development Team (TPS), consisting of the Principal, teachers, school committee, parents of students, and school supervisors. SPM).

Schools/Madrasahs are the main actors in ensuring and improving the quality of education at the education unit level. One of the tools to assess progress in improving school quality comprehensively based on Minimum Service Standards (SPM) and National Education Standards (SNP) is the School Self Evaluation (EDS). As one of the components of SPMP, EDS is expected to build a spirit and culture of assurance and continuous quality improvement.

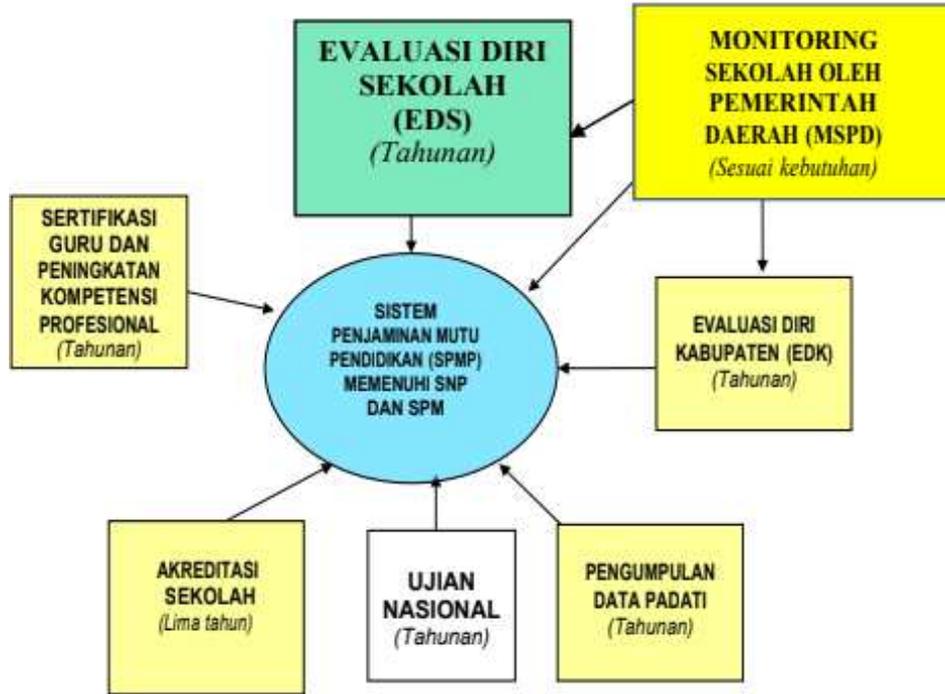
The school self-evaluation process is a cycle, starting with the formation of a School Development Team (TPS), training in the use of instruments, implementing of EDS in schools, and using the results as the basis for preparing RPS/RKS and RAPBS/RKAS. The school conducts the EDS process once a year. The School Development Team implements EDS. Especially for supervisors' involvement in TPS serves as a facilitator or guide for schools in conducting School Self-Evaluations, especially ensuring that the EDS process is carried out correctly and school physical evidence is available.

EDS is not a bureaucratic or mechanical process but a dynamic process involving all school stakeholders. Therefore, EDS must be linked to the school planning process and seen as an essential part of the performance of the school development cycle. Information on the results of the EDS and the School Development Plan is followed up by the District/City Education Office or the Office of the Ministry of Religion as information on school performance related to the achievement of MSS and SNP and as a basis for preparing plans for improving the quality of education at the district/city, provincial, and even national levels. The diagram below depicts EDS as one of the components of the data source in the Education Quality Assurance System, which refers to Permendiknas No. 63 of 2009 concerning the Education

Quality Assurance System.

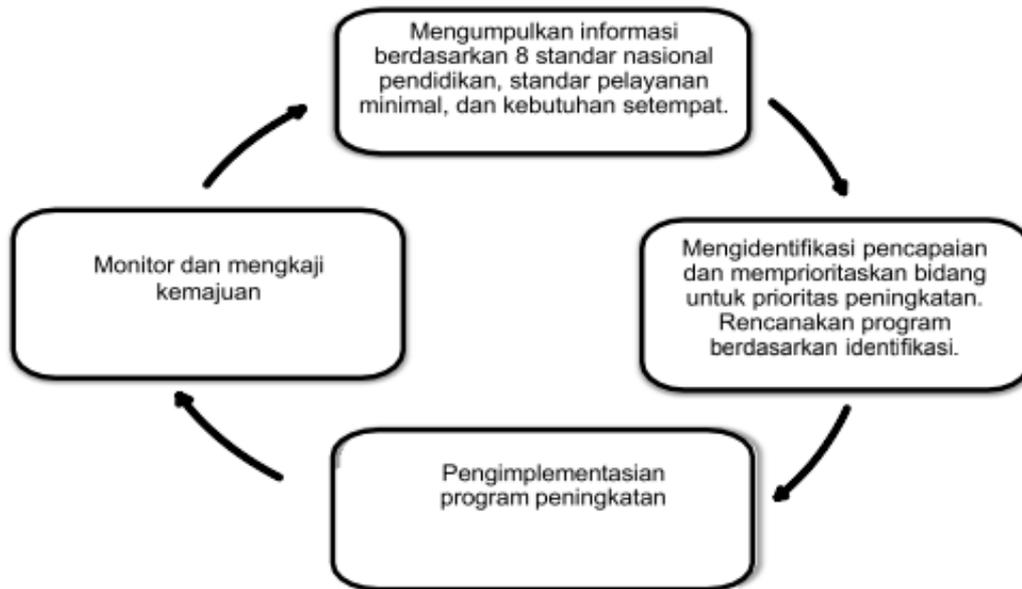
School Self Evaluation (EDS), as an essential component in the SPMP, is the basis for quality improvement and preparation of School Development Plans (RPS). EDS is also a source of policy information for preparing district/city education development programs. For this reason, EDS is an integral part of ensuring and improving the quality of education.

EDS activities are school-based, but this process also requires the involvement and support of people working at different levels in the system. This, of course, helps ensure transparency and validation of the process. It is essential in this process that schools should use this evaluation to prioritize areas that need improvement and prepare a school development/improvement plan. This process then becomes part of a continuous cycle of development and improvement.



Source: EDS Technical Guidelines. 2010

Figure 1. EDS as one of the data source components in the appropriate SPMP Permendiknas No. 63 of 2009 concerning Quality Assurance System.



Source: EDS Technical Guidelines. 2010

Figure 2. SPMP EDS Cycle according to Permendiknas No. 63 of 2009 concerning Education Quality Assurance System.

The implementation of School Self-Evaluation (EDS), according to Permendiknas Number 63 of 2009, still needs to overcome several obstacles. These constraints involve concepts, instruments, infrastructure, human resources, and administration. What is very critical is that the internal and external parties of the school still need to have a different perception about the importance of EDS as an instrument in the education quality assurance system. The obstacles that arise are the result of unsuccessful socialization, the lack of school commitment to implementing EDS, and the lack of full support from other stakeholders for the successful implementation of EDS in schools.

Based on the study's results, the informants revealed different perceptions among schools of the EDS concept. The primary purpose of EDS is for schools to know their strengths and weaknesses and identify areas that need improvement. In reality, schools tend to make the EDS score as high as possible so that the school's assessment is good, and quality culture becomes a side target that is sometimes forgotten. As the spearhead of activities, supervisors still need to be more vital to move schools to conduct EDS. Regarding the instruments, there are too many of them, causing saturation in the filling process. This is supported by the lack of IT competence from the School Development Team, so it is clear that EDS is the school's responsibility in carrying out quality assurance concerning the quality of SPM and SNP. EDS results need to be better documented; a valid database is available. As with SPMI, a quality report card is issued, which results are more accurate, although EDS and SPMI aim to ensure the quality of education.

EDS is more administrative; the results are less accurate, so many schools are apathetic. Quality assurance based on Permendikbud Number 28 of 2016 is more effective.

Based on the results of the interpretation of interview data and observations that have been carried out, it can be seen several findings related to the evaluation of quality assurance of elementary school education in Ponorogo Regency and communicated with the policy evaluation criteria according to [10], as follows:

1) Effective: The results of education quality assurance are said to be effective if the desired results have been achieved. In contrast, the results desired by the government have reached the SNP with a lower limit of 6.67 and an upper limit of 7 or exceeding the SNP. Based on research findings that the quality assurance of primary school education is less effective, this is supported by data that in 2020 only one school achieved SNP out of a total of 568 institutions, meaning that 99.82% of primary schools in Ponorogo Regency have not completed. The results achieved a score of 5.63 towards SNP4 (M4). If it is seen from the achievements of each SNP in 2020 that all standards towards SNP4 (M4) except for the Saspras bar towards SNP 3 (M3), this is the responsibility of the government. The results of this study did not meet the criteria for effective or ineffective.

2) Efficiency: The efficient criterion indicates how much effort is required to achieve the desired result. Based on the research findings, many efforts have been made by quality assurance implementers starting from the Education Office through TPMPD, school principals, teachers, OPS, School Committees (TPMPS), and school supervisors, namely: socialization, mentoring, monitoring, monitoring and evaluation that have an impact on (1) all school members contribute in realizing national education goals by their respective abilities and roles; (2) Schools have an understanding of the National Education Standards (SNP); (3) schools are committed to achieving SNP; (4) all schools have implemented SPMI and SPME through accreditation activities; (5) all elementary schools have documents related to education quality assurance; (5) the availability of accurate databases related to education quality assurance; (6) The Regional Government through the school development office from the government based on the achievement of the quality report card. And accreditation results so that the adequacy criteria are met. In addition, education supports academic units in achieving SNP; (7) all schools have quality report cards; (8) There is support for active participation from the community. Therefore, based on the research findings, the quality assurance of primary school education in Ponorogo Regency meets the efficient criteria, so it can be informed that education quality assurance in Ponorogo Regency is carried out efficiently.

3) Adequacy: Criteria for adequacy in evaluating public policies, how far the results of achieving the desired results can solve the problem. The achievement of SPMI, which is calculated based on the provisions of the lower and upper limit ranges, the achievement of quality report cards in 2016 is towards SNP 3 (4.75), 2017 is towards SNP 4 (5.43), 2018 is towards SNP 4 (5.56), in 2019 to SNP 4 (6.47), and 2020 to SNP 4 (5.61). It can be said that from 2016 to 2020, the SNP has yet to reach. However, every year there is an increase in the number of schools that get M4: In 2016, there were 103 institutions. In 2017 it increased to 520 institutions. In 2018 it increased to 546 institutions. In 2019 there was a decrease to 359 institutions but an increase which reached the SNP of 216 institutions. However, there is a special note for the achievements in 2019 because there was a server failure that did not match reality, then it was overcome by validating the quality report card. In 2020, 508 institutions achieved M4. Based on the data from the accreditation results grouped by the predicate, there are 56 institutions (14%) with an excellent predicate, 333 institutions (82%), 15 institutions (3.7%), and one institution (0.3%) not accredited. This achievement is sufficient to solve problems related to quality fulfillment and school development from the government based on the accomplishment of quality report cards. And accreditation results so that the adequacy criteria are met.

- 4) Equity: The criterion of equity in evaluating public policies is whether the costs and benefits are evenly distributed among different groups. Regarding the financing of education quality assurance for all elementary schools, everything is included in the BOS fund, except for the model school; besides being allocated in the BOS fund, it also gets a budget from the Ministry of Education and Culture through LPMP. Thus the equality criteria are fulfilled.
- 5) Responsiveness; Responsiveness criteria in the evaluation of public policies is whether the results of the procedure meet the preferences/values of the group and can satisfy them. The results of the quality assurance of primary school education in Ponorogo Regency have given satisfaction. Especially after being compared with the implementation of EDS before introducing the primary and secondary school quality assurance system. All school members are committed to achieving SNP, and all contribute according to their respective roles in ensuring the quality of education so that the responsiveness criteria are met.
- 6) Accuracy: The criterion for evaluating public policies is whether the desired results (objectives) are helpful or valuable. Both internal and external education quality assurance is carried out to fulfill the mandate of Permendikbud No. 28 of 2016 to create quality schools by building a quality culture. The achievements obtained by the education unit are not only the feasibility of implementing education but also as a form of accountability to the community. Quality assurance oversees and provides certainty that quality assurance in schools runs according to standards, even though there is a new policy change from the government regarding national assessments, so that the results of quality assurance in the form of quality report cards, starting in 2021, become report cards and education unit profiles. Based on this, the accuracy criteria can be achieved.

5. Conclusions

Based on the results of research on the evaluation of the quality assurance of elementary school education in Ponorogo Regency, it can be concluded as follows:

Quality Assurance of Elementary School Education in the District has yet to achieve the SNP as expected because there is a reduction in information on the impact of SPMI. Internal education quality assurance, Span of control, and External (ISE) need to emphasize the Span of Control (Span of power), namely the number of direct subordinates who can be led and controlled effectively by a manager. The Span of control is essential in organizing because it relates to the division of labor, coordination, and leadership of a leader (manager). Span of Control is needed in an organization because of the "limits factor (limitations)" of humans, namely limited time, knowledge, abilities, and attention, so the model makes quality assurance run effectively.

6. Suggestion

To support the assurance of quality assurance policies for primary school education in Ponorogo Regency, the researchers propose several things: Covers internal and external conditions based on theoretical analysis and field findings as follows:

- 1) Research related to quality assurance in Ponorogo Regency can be continued by academics so that it can be helpful in the advancement of science as a basis for thinking for practitioners and stakeholders.
- 2) In implementing education quality assurance, the Education Office of Ponorogo Regency must continue to optimize the supervisor's function as a driver and guarantee school quality so that quality assurance can run effectively and efficiently.
- 3) The Education Office of Ponorogo Regency, in conducting education quality assurance, can use the concept of Internal, Span of Control, and External to achieve the National Education Standards.
- 4) The Head of the Ponorogo Regency Education Office every year to continue to carry out Public Hearing activities in the Launching of Reports and Portraits of Regional Education Quality.

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