

Policy, Commitment for Implementation, and Continuous Evaluation as a Dynamic Ecosystem to Build Higher Education Quality Culture

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Abstract:

Background: The purpose of this research is to analyze and answer the question of how to build an ecosystem of quality assurance system implementation towards superior universities through strengthening study programs.

Materials and Methods: The study was conducted with a descriptive qualitative approach with data sources from a review of previous research references and the results of field observations on actors of higher education quality assurance in Indonesia.

Results: The results of this study indicate that Quality Culture can be built well through three main processes. First, the development of quality culture can only run well if all stakeholders are ready to face the process and challenges in the process of preparing various rules based on theory to be later implemented in the field. Second, leaders and stakeholders of tertiary institutions must carry out the process of policy formulation, and continuous quality control and control. Third, all stakeholders must be prepared to face the dynamic changes and challenges in the future for a quality assurance system in the administration of superior tertiary education.

Key Word: Internal Quality Assurance System; Higher Education; Quality Culture.

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I. Introduction

Since the issuance of Law Number 20 the Year 2003 Concerning the National Education System[1], the position of tertiary institutions as higher education providers that have autonomy has increasingly been strengthened. The aforementioned law shows the intention of the government who wants to build independence and provide greater freedom of conduct for higher education for Indonesian tertiary institutions, of course, with certain conditions and restrictions that are expected to be able to maintain the quality of higher education. There are two strategic management practices that are implemented and appearing at Indonesian universities. The first is an internal quality assurance system using quality standards, and the second is an internal quality assurance model using a quality model[2]. The quality assurance model is a continuous improvement to create a quality assurance system in tertiary institutions[3].

Over the next few years, the government and the organizers of tertiary institutions continued to strengthen the quality assurance procedures and systems at tertiary institutions. The university quality assurance process continues to develop, until August 10, 2012, the government promulgated Law No. 12 of 2012 concerning Higher Education [4]. The Higher Education Law (*UU DIKTI*) continues to strengthen the position and autonomy of higher education institutions as providers of higher education in Indonesia.

Quality assurance is an important part of the Higher Education Law (*UU DIKTI*), in Chapter III it is stated that Quality Assurance consists of five main parts, which are the Quality Assurance System, Higher Education Standards (*Dikti Standards*), Accreditation, Higher Education Database (*PD Dikti*) and Higher Education Service Institutions (*L2 Dikti*). The five main sections above are inseparable parts of the higher education quality assurance process. Implementation and elaboration on the five components of quality assurance in the Higher Education Law have been carried out by the Ministry of Research, Technology, and Higher Education by issuing several regulations as follows:

- a) *Permenristekdikti* No. 44 of 2015 concerning National Standards of Higher Education [4].
- b) Republic of Indonesia Minister of Research and Technology Republic of Indonesia Number 50 of 2018 concerning National Higher Education Standards[5].
- c) *Permenristekdikti* No. 32 of 2016 concerning Study Program and Higher Education Accreditation [6].

- d) *Permenristekdikti* No. 61 of 2016 concerning the Higher Education Database [7].
- e) *Permenristekdikti* No. 62 of 2016 concerning the Higher Education Quality Assurance System [8].
- f) Higher Education National Accreditation Board Regulation (Per-BAN-PT) No. 2 of 2017 concerning the National Accreditation System for Higher Education [9].
- g) Higher Education National Accreditation Board Regulation (Per-BAN-PT) No. 59 of 2018 concerning Guidelines for Preparation of Self-Evaluation Reports, Guidelines for Preparation of Higher Education Performance Reports, and Assessment Matrix in Higher Education Accreditation Instruments [10].

The instrument for implementing the quality assurance system in higher education continues to be developed by the government together with all stakeholders of higher education providers in Indonesia. Various rules and guidelines continue to be developed in line with the dynamic development of higher education. Market needs on quality human resources encourage universities to have to be able to produce quality graduates. Higher Education Quality Assurance System (*SPM Dikti*), based on Article 3 paragraph (1) *Permenristekdikti* No. 62 of 2016 concerning *SPM Dikti* consisting of: (1) Internal Quality Assurance System (*SPMI*); and (2) External Quality Assurance System (*SPME*)[8].

Article 3 paragraph (2) sd. paragraph (4) *Permenristekdikti* No. 62 of 2016 concerning *SPM Dikti*; (2) *SPMI* as referred to in paragraph (1) letter a is planned, implemented, controlled, and developed by tertiary institutions. (3) *SPME* as indicated to in paragraph (1) letter b is designed, implemented, controlled, and developed by BAN PT and / or LAM through accreditation in accordance with their respective authorities. (4) The output of the application of *SPMI* by tertiary institutions, as referred to in paragraph (2) is used by BAN-PT or LAM to determine the status and ranking of accredited tertiary institutions or study programs[8], [9].

Permenristekdikti No. 62 of 2016 divides 2 (two) types of higher education accreditation in Indonesia; (1) Higher Education Institutional Accreditation and (2) Study Program Accreditation [8]. The college accreditation model is shown in Figure 1 below:

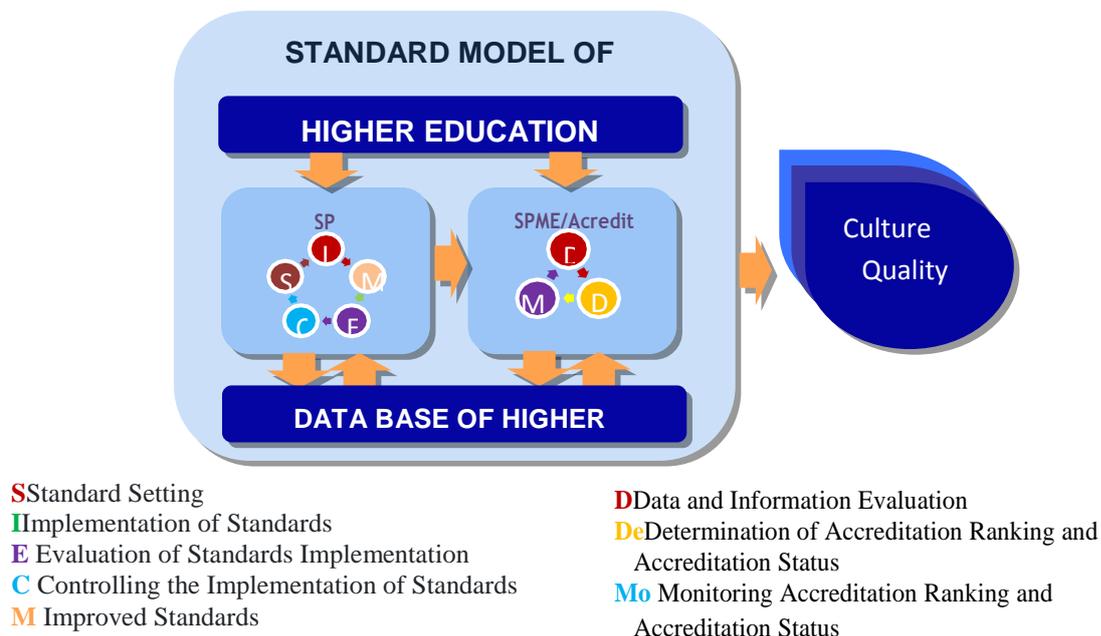


Figure 1. Indonesian Higher Education Quality Assurance System

Realization in the field shows that the quality of implementation of higher education quality has not yet reached maximum and satisfying results, based on the accreditation data from *BAN PT* in 2019 shows the accreditation status of study programs in tertiary institutions still does not show maximum results where accreditation data both *PTN* and the area of implementation private universities the number of accredited A (superior) study programs is still less than the number of accredited study programs B and C as shown in Table 1., Table 2., Table 3. and Table 4. (DE-BAN-PT, 2019) in below this.

Table 1. Higher Education Accreditation Based on Higher Education Organizers

Higher Education (PT) Organizers	A/ Excellent	B/ Very Good	C/ Good	Total
State Islamic	7	50	20	77
Private Islamic	0	34	312	346
Government Agency	7	70	4	81
State University	43	47	3	93
Private University	39	696	939	1674
Total	96	897	1278	2271

Table 2. Accreditation of Private Universities by Region

LL-DIKTI Region	A/ Excellent	B/ Very Good	C/ Good	Total
01	1	51	66	118
02	0	38	69	107
03	13	72	59	144
04	5	109	165	279
05	7	48	17	72
06	5	99	54	158
07	7	98	121	226
08	0	35	45	80
09	1	40	139	180
10	0	57	101	158
11	0	36	59	95
12	0	4	10	14
13	0	5	16	21
14	0	4	18	22
Total	39	696	939	1674

Table 3. Accreditation of Study Programs Based on Higher Education Organizers

Higher Education (PT) Organizers	BAN-PT				LAMPTKES				Total
	A/ Excellent	B/ Very Good	C/ Good	Total	A/ Excellent	B/ Very Good	C/ Good	Total	
State Islamic	297	852	232	1381	2	11	4	17	1398
Private Islamic	12	552	815	1379	0	0	0	0	1379
Government Agency	75	213	42	330	51	314	43	408	738
State University	2150	2576	379	5105	405	223	10	638	5743
Private University	896	5640	2702	9238	64	1494	579	2137	11375
Total	3430	9833	4170	17433	522	2042	636	3200	20633

Table 4. Accreditation of Study Programs Based on Region

LL-DIKTI Region	BAN-PT				LAMPTKES				Total
	A/ Excellent	B/ Very Good	C/ Good	Total	A/ Excellent	B/ Very Good	C/ Good	Total	
01	16	363	224	603	1	111	73	185	788
02	14	368	133	515	2	93	30	125	640
03	268	775	265	1308	14	126	38	178	1486
04	126	891	428	1445	5	199	53	257	1702
05	139	300	51	490	18	71	12	101	591
06	103	534	192	829	12	199	39	250	1079
07	148	866	342	1356	7	237	77	321	1677
08	22	297	245	564	2	61	35	98	662
09	27	430	269	726	2	128	123	253	979
10	31	394	166	591	0	155	40	195	786
11	1	198	141	340	0	64	25	89	429
12	0	56	76	132	0	6	12	18	150
13	1	106	80	187	1	40	18	59	246
14	0	62	90	152	0	4	4	8	160
Total	896	5640	2702	9238	64	1494	579	2137	11375

The above phenomenon shows the reality that 19 years since the autonomy of tertiary institutions was echoed up to the present, tertiary institutions in Indonesia have not been able to optimally build tertiary institutions in Indonesia with superior study programs in the majority. Seeing the increasingly fierce and dynamic development of industry and market competition, this certainly can be an obstacle to developing the quality of human resources and the national economy in the future.

Through this article, the author tries to do some analysis to answer the question of how to build the ecosystem of implementing a quality assurance system towards a superior study program?

Organizational culture

Schein (2004) in his book "Organizational Culture and Leadership", defines the culture prevailing in a group as a pattern of basic assumptions that are found, explored and developed by a group of people as experiences of solving problems, adjusting to external factors and internal integration that runs fully meaning, so it needs to be passed on to new members as an appropriate way to understand, think and feel related to the process of dealing with the problems of the organization [11].

Schein [12] in his research states that the process of cultural formation is divided into three levels, the first, namely: Artifacts are things that can be seen, heard and felt (products, services, behavior), then secondly, Values such as strategy, goals, and rationale as well as the third level, basic assumptions, as guaranteed beliefs in organizations (Figure 2).

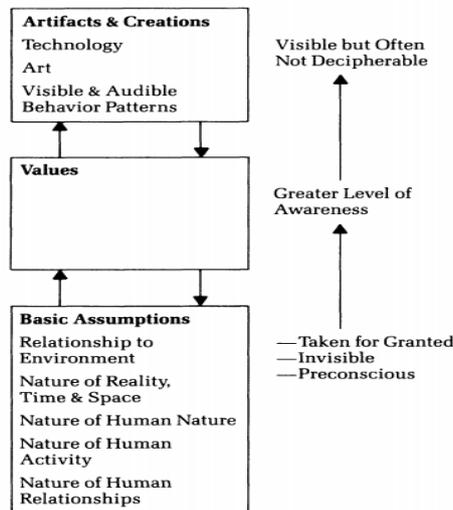


Figure 2. Schein's Organizational Level [11].

Research conducted by Elton Mayo in 1933 described the existence of a humanitarian factor in the change and development of the era of modern industrialization. Mayo [13] instilled a foundation of understanding and stated the importance of the process of developing personal relationships in an organization, both from superiors to subordinates and vice versa, as well as the continuity of inter-organizational relations.

The concept of organizational culture is not a new theory, it has been widely applied in the operations and governance of organizations. The development of technology and market maps has greatly changed the pattern of organizational cultural relations both internal and external relations. Relations between humans and the environment can never be separated in the process of forming organizational culture.

Quality Assurance System as Implementation in Organizational Culture

The Government of Indonesia continues to encourage a sustainable Higher Education Quality Assurance System to become part of the culture of higher education provider organizations in Indonesia. This can be seen from several quality assurance system documents published stating that the phrase Quality Culture is quite dominant, for example in the SPMI Guideline in 2018 [14] there are 23 Quality Culture phrases mentioned to emphasize the quality assurance system as part of the process of forming culture in organizations. This shows that the Government has agreed that the Quality Assurance System will only be able to develop well if it is made as part of the Organizations' Culture of higher education providers in Indonesia.

The reality that most universities in Indonesia have limited resources is known by all parties. These limitations pose challenges for universities to realize quality culture; various conditions make it difficult to realize quality culture. An example of the reality of cases and experiences such as the lack of human resources at a university causes college managers to emphasize only on the implementation of teaching, with improper administration, lecturer resources burdened with teaching assignments solely with performance measures is the number of obligations required to teach courses and classes, research and community service are not going well.

Belias et al. [15] in his research shows that, with all the limitations of resources possessed by universities, the role of Quality Culture as an inseparable part in the culture of higher education organizations becomes one of the main means of continuing to be able to hold higher education institutions.

The quality assurance system in the administration of higher education needs to be viewed as a multidimensional ecosystem, involving various parties in its implementation [16]. The higher education provider

must be able to involve various parties and components in the process to be able to build a quality culture as part of the organizational culture.

II. Material and Methods

The analysis in this study was conducted with a descriptive qualitative research approach using the process of collecting data and information in the form of references and observations of phenomena in the field. Based on the results of the questionnaire, interviews, and observations that have been poured into notes, then the data is processed and analyzed. Data analysis is the process of systematically searching and compiling data obtained from questionnaires, interviews, field notes, and documentation, by organizing data into categories, describing them into units, synthesizing, compiling into patterns, choosing which ones important and what will be learned, and make conclusions so that it's easy to understand. The data analysis technique used in this study is qualitative data analysis [17]. Activities in qualitative data analysis are carried out interactively and take place continuously until finished so that the data is already saturated. Activities in data analysis, namely data reduction, data display, and conclusion drawing/verification[17]. The conceptual framework, theories, and references supporting this research indicate that the quality assurance system is an ecosystem of the process of building a quality culture as part of the culture of higher education provider organizations in Indonesia.

III. Result

From the results of questionnaire collection to 124 Indonesian universities, there were many problems/obstacles in implementing the quality culture of Indonesian universities, namely:

- a) Weak commitment from the authorities of educational institutions;
- b) Inadequate support for resources for the development of quality culture in tertiary institutions (especially for private tertiary institutions)
- c) Suboptimal leadership style
- d) Limited number and competency of human resources in tertiary institutions.
- e) Indifference from internal stakeholders is about the importance of quality culture in the delivery of education.
- f) A culture of strong resistance (resistance) to any changes, includes changes in the direction of quality improvement, from structural officials, lecturers, and education staff.
- g) Weaknesses in socialization to all stakeholders include mistakes in organizational management strategies.
- h) The attitude and opinion that the responsibility for guaranteeing, improving, and cultivating quality rests only with the Chairperson or structural officials, and not on any individual involved in the administration of higher education.
- i) Weaknesses in formulating the contents of policies are about standards, and manuals for the Internal Quality Assurance System, including gaps in the formulation of indicators for measurable success targets.
- j) The unpreparedness of facilities and infrastructure in the field of information technology.holders) in the College.

The study program, as a unit of *Tridharma* implementation of tertiary institutions, spearheads the execution of quality culture in tertiary institutions. Some related research states that universities in the process of grounding or instilling a culture of quality will face processes and challenges in linking the process of drafting various rules and theories with implementation in the field [18], the importance of policy, supervision and quality control [19], [20], as well as the dynamics of change and future challenges for the quality assurance system in the administration of superior tertiary education [21]. The results of the analysis above build ecosystems, the authors build a model of the implementation of the quality assurance system to go to higher education and superior study programs as shown in the diagram in Figure 3.



Figure 3. Operational Model of Quality Culture towards Higher Education and Study Programs

Analysis of the implementation of Indonesian tertiary education must comprehensively see the unitary state of the Republic of Indonesia (NKRI) as an inseparable part on every island, every culture, every language, every institution involved. *NKRI* is a country with a very broad coverage area, covering thousands of islands and hundreds of tribes and languages. Over the past few decades, it has been seen that the distribution of higher education is still being fought by the government to be able to be distributed evenly in quantity and quality to all corners, even though the reality is still difficult, it seems that there are still many accredited C study programs that have not even been accredited from outside the island of Java.

IV. Discussion

The implementation of a quality assurance system, which is a quality culture in the organization's culture is a challenge for all quality assurance system players in many tertiary institutions. Among the leaders of universities outside of Java, many also have understood how the quality assurance processes and systems launched by the government to be implemented. The results of the interview through the *Whatsapp* discussion group in the national Quality Assurance Group found that the Quality Assurance officials and leaders of universities understood enough of the concepts to build a quality culture in the study program.

The internal quality assurance system is the basis for assessing the external quality assurance system that is not well developed in Indonesian universities, so it requires a strong commitment from stakeholders at the university to build a good internal quality assurance system[22]. An internal quality assurance system is a system that functions to implement, plan, and evaluate quality assurance at an institution [23]. On the other hand, quality assurance aspects have a good relationship with satisfaction or service quality. Therefore, to find out about quality assurance, we must prove satisfaction with quality service from tertiary institutions [24].

The results of interviews from Mrs. Diniah from Bogor stated that to be able to build a quality culture, it was needed: The leadership policy regarding SPMI was clear, The leadership commitment to the implementation of the SPMI policy was real, Then needed a qualified quality assurance team/manager from every level of quality assurance implementation, making guarantee instruments quality, there is control over the implementation of SPMI from the upper level to the lowest level[25]. this is in line with the concept of the model built by the author in Figure 3. above. Likewise, the experience and results of the implementation of the University on Sulawesi Island from Mr. Kade conveyed the importance of building a quality culture with an internal quality assurance system and the existence of an internal quality audit process[26]. An internal quality assurance system is a system that functions to implement, plan, and evaluate quality assurance at an institution[23], [25], [26]. This is also in line with the implementation of the quality assurance system model built by the author in Figure 5. The results of the next interview were the experience of building the quality culture of higher education in Kalimantan from Mr. Oramahi, found that self-evaluation needs to be carried out comprehensively, the quality audit results (AMI) were followed up consistent[16], [25], indicating the need for ongoing consistency and commitment to implement all policies in the field and continuing to respond dynamically to any changes and conditions, because once again it must be understood that each location, island, culture in the Republic of Indonesia is unique.

V. Conclusion

The implementation of quality of higher education is a necessity for a country to be able to produce quality human resources. Indonesia, as an archipelago with a variety of different cultures, has unique challenges in building a quality culture. The government has established a strong quality foundation for the development of higher education quality culture. Furthermore, it is the responsibility of all university stakeholders to be able to build a culture of sustainable quality on the foundation laid by the government. The first policy, development of quality culture, can only run well if all stakeholders are ready to face the process and challenges in the process of drafting various rules based on theory and how to be implemented in the field. Second, leaders and stakeholders of higher education institutions are also required to carry out the process of policy formulation, and continuous supervision and quality control. Third, all stakeholders must be prepared to face the dynamic changes and challenges in the future for a quality assurance system in the administration of superior tertiary education. Finally, the quality culture ecosystem that is built is an inseparable whole and is carried out sustainably as part of organizational culture.

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