# Performance of Indonesian Education Bureaucracy

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**ABSTRACT**

Many factors affect the level of performance in an organization. But broadly speaking, the most dominant factors influencing organizational performance are internal factors (factors that come from within the organization) and external factors (factors that come from outside the organization). Each organization will have a different level of performance because essentially every organization has its own characteristics or characteristics so that the problems faced also tend to be different depending on the internal and external factors of the organization. This study uses a descriptive qualitative study by combining data and figures from several trusted sources from the Indonesian government which are presented attractively so that readers can easily digest and understand. The implementation of education policy is all activities carried out by individuals and groups of stakeholders to implement policies in achieving goals by using several approaches, namely, a structural approach, a procedural approach, a behavioral approach, and a political approach. The education policy mechanism can work well if the education policy that is made or compiled includes several education policies which include; Educational policies are born from education, openness, policies are supported based on research and development, policies are directed to a democratic society, policies are formed based on the elaboration of the mission of education in achieving certain goals, and educational policies are formed not based on power but based on the needs of students.
**Keywords:** *performance; education; bureaucracy*

## INTRODUCTION

Indonesia's educational goals are contained in the national education system. The national education system is a system that integrates every educational unit and activity that is interconnected with one another in achieving national education goals (Hakim, 2016). The goals of national education are formulated through a policy called education policy. Education policy in Indonesia has undergone several changes with the aim of producing a national education system that characterizes the Indonesian nation.

In 2003, Law number 20 of 2003 was enacted regarding the national education system. The issuance of the law indicates that the Indonesian government is serious in achieving educational goals through an education policy. The achievement of educational goals affects the quality of education (Azhari and Kurniady, 2016). The quality of education can be managed based on the education policies that have been set. So from this it is proven that education policies are related to each other which have an impact on the process of running the education system. So, in terms of educational policy, it must be formulated by taking into account the achievement of the educational goals.

The government as an education provider must formulate educational policies that are pro-active and problem solving so that problems related to achieving educational goals can be overcome (Istanti, 2018). Talking about the education system is not an easy thing, the education system is a complex system and is related to one another. Therefore, it is necessary to understand education policy so that education providers are able to formulate policies that are in accordance with the Indonesian national education system.

Once the importance of performance appraisal for the sustainability of the organization in achieving its goals, it is necessary to have performance measurement indicators that are used appropriately in certain organizations.This is the background for writing this article by explaining the concept of Educational Bureaucratic Performance. Therefore, the purpose of writing this article is to examine the Performance of the Educational Bureaucracy.

## METHODOLOGY

This study uses a descriptive qualitative study by combining data and figures from several trusted sources from the Indonesian government which are presented attractively so that readers can easily digest and understand.

## RESULTS AND DISCUSSION
### Factors Affecting Performance in Indonesia

Performance is an achievement or result of work in activities or activities or programs that have been previously planned in order to achieve the goals and objectives set by an organization and carried out within a certain period of time which is influenced by several factors.

In Yeremias T. Keban (2004: 203) to conduct a more in-depth study of the factors that affect the effectiveness of performance appraisal in Indonesia, it is necessary to look at several important factors as follows:

a.  Clarity of lawsuits or laws and regulations to carry out an assessment correctly and appropriately. In reality, people judge subjectively and are full of bias but there is no legal rule that regulates or controls these actions.

b.  The applicable human resource management has functions and processes that will determine the effectiveness of the performance appraisal. The rules of the game concerning who should assess, when to judge, what criteria are used in the performance appraisal system are actually regulated in the human resource management. Thus human resource management is also the main key to the success of the performance appraisal system.

c.  Conformity between the paradigm adopted by the management of an organization with the purpose of performance appraisal. If the paradigm adopted is still oriented to classical management, then the assessment is always biased towards the measurement of the character or character of the party being assessed, so that achievements that should be the main focus are not paid attention to.

d.  The commitment of leaders or managers of public organizations to the importance of evaluating a performance. If they always give a high commitment to the effectiveness of the performance appraisal, then the appraisers under their authority will always try to do the assessment correctly and correctly.

According to Soesilo in Hessel Nogi (2005: 180), the performance of an organization is influenced by the following factors:

a.  Organizational structure as an internal relationship related to the functions that carry out organizational activities;

b.  Management policy, in the form of the organization's vision and mission;

c.  Human resources, which relate to the quality of employees to work and work optimally;

d.  Management information system, which relates to database management for use in enhancing organizational performance.

e.  Facilities and infrastructure owned, related to the use of technology for the organization of every activity of the organization.

Furthermore, Yuwono et al. in Hessel Nogi (2005: 180) suggests that the dominant factors affecting the performance of an organization include management's efforts in translating and aligning organizational goals, organizational culture, the quality of the organization's human resources and effective leadership.

Many factors affect the performance of both public and private organizations. In detail, Ruky in Hessel Nogi (2005: 180) identifies the factors that directly affect the level of organizational performance achievement as follows:

a. Technology which includes work equipment and work methods used to produce products and services produced by the organization, the higher the quality of the technology used, the higher the performance of the organization;
b. The quality of the inputs or materials used by the organization;
c. The quality of the physical environment which includes work safety, room arrangement, and cleanliness;
d. Organizational culture as a pattern of behavior and work patterns that exist in the organization concerned;
e. Leadership as an effort to control members of the organization to work in accordance with the standards and goals of the organization;
f. Human resource management which includes aspects of compensation, rewards, promotions, and others.

## Performance Assessment in Indonesia

According to Larry D. Stout in Hessel Nogi (2005: 174) suggests that the measurement or assessment of organizational performance is a process of recording and measuring the achievement of the implementation of activities in the direction of achieving the mission (mission accomplishment) through the results displayed in the form of products, services or a process.

In contrast to the statement put forward by Bastian (2001: 330) in Hessel Nogi (2005: 173) that the measurement and use of performance appraisal will encourage achievement organizational goals and will provide feedback for continuous improvement efforts. In detail, Bastian suggests the role of organizational performance measurement assessment as follows:

a. Ensure the understanding of implementers and the measures used for achievement,
b. Ensuring the achievement of the agreed achievement scheme,
c. Monitoring and evaluating performance by comparison
d. between the work scheme and its implementation,
e. Provide objective rewards and punishments for the implementation achievements that have been measured, in accordance with the agreed measurement system,
f. Make it a communication tool between subordinates and leaders in an effort to improve organizational performance,
g. Identify whether customer satisfaction has been met,
h. Assist the process of organizational activities,
i. Ensure that decision making has been carried out objectively,
j. Pointing out improvements that need to be made,
k. Describe the problems that occurred.

According to Agus Dwiyanto (2006: 49) it is not enough to assess the performance of the public bureaucracy by using indicators attached to the

bureaucracy, such as efficiency and effectiveness, but also from the indicators attached to service users, such as service user satisfaction, accountability and responsiveness. Performance appraisal from the service user's perspective is very important because the public bureaucracy also arises because the goals and missions of the public bureaucracy often do not only have many stakeholders and have interests that often conflict with each other causing the public bureaucracy to have difficulty formulating a clear mission. As a result, the performance measures of public organizations in the eyes of stakeholders also vary.

## Performance Indicators in Indonesia

McDonald and Lawton in Ratminto and Atik Septi Winarsih (2005:174) suggest performance indicators, including: output oriented measures throughput, efficiency, effectiveness. Furthermore, the indicators are explained as follows:

1. Efficiency or efficiency is a condition that shows the achievement of the best comparison between inputs and outputs in the implementation of public services.
2. Effectiveness or effectiveness is the achievement of predetermined goals, both in the form of targets, long-term goals and the organization's mission.

Salim and Woodward in Ratminto and Atik Septi Winarsih (2005:174) suggest performance indicators, among others: economy, efficiency, effectiveness, equity. Further, the indicators are described as follows:

a. Economy is the use of as few resources as possible in the process of providing public services.
b. Efficiency or efficiency is a condition that shows the achievement of the best comparison between inputs and outputs in the implementation of public services.
c. Effectiveness or effectiveness is the achievement of the goals that have been set, both in the form of targets, long-term goals and the organization's mission.
d. Equity or justice is a public service that is carried out by taking into account the aspects of equity.

Lenvinne in Ratminto and Atik Septi Winarsih (2005:175) suggests that performance indicators consist of: responsiveness, responsibility, accountability.

a. Responsiveness or responsiveness measures the responsiveness of the provider to the expectations, desires, aspirations and demands of customers.
b. Responsibility or responsibility is a measure that shows how far the process of providing public services is carried out without violating the provisions that have been set.
c. Accountability or accountability is a measure that shows how large the level of conformity between service delivery and external measures that exist in the community and are owned by stakeholders, such as values and norms that develop in society.

## Estuary of Educational Development in Indonesia

All parties with an interest in educational development certainly agree that all efforts, all contributions that have been made are intended so that educational performance can provide the best service to students. All parties realize that the future of this nation is in their hands. The progress of the civilization of the Nation, the State, and even this world in the future will be determined by their quality as the next generation.

The efforts of various stakeholders to be able to realize the best service to students must be built in synergy so that common goals can be achieved optimally. In the education administration ecosystem, there are many components involved with certain roles and responsibilities which should be implemented regularly and synergistically to support the improvement of the performance of educational units in providing services to students. In this case, students are very lucky who get the best service from their teachers because their potential can develop optimally. On the other hand, for students in certain educational units whose services are "bad" which is indicated by the indifference of education providers and actors to their development, it is certainly concerning.

Especially with the large number of students in each class. On the other hand, their diverse socio-emotional conditions are motivated by life in the family environment and the surrounding community which of course cannot be controlled by the teacher. However, for teachers, this is a challenge that must be faced in their daily duties.

In carrying out their duties, teachers do not just accept and carry out their responsibilities, so that in daily life going and returning from home to school is only a static routine. However, more than that, teachers carry out their duties with full awareness, service to students is lived and carried out as well as possible so that they can develop according to their nature. In general, teachers want the potential of all students who study with them to grow and develop well. Teachers with strong personality and spirituality make students not merely as fields of devotion because of their formal duties, more than that, they are places of worship that can be offered to God as gratitude for the opportunities given to them.

## Teacher Awareness, Commitment, and Competence

Many factors affect the quality of teacher performance in providing services to students. Internal and external factors contribute with varying strengths for each individual teacher. In general, internal factors relate to awareness and commitment to duties and responsibilities, as well as pedagogical and professional competencies. In this case, awareness and commitment are prerequisites that must be met to be able to provide total service to students. Awareness is the soul that underlies a teacher to behave and do the best in providing services to students. Duties and responsibilities that are carried out without being based on awareness tend to be arid, providing perfunctory services, the most important thing is that the duties and obligations are carried out according to the agreement without being followed by a strong fighting

spirit. Likewise with commitment, a teacher is able to motivate himself to behave and behave to fulfill and even exceed his obligations and responsibilities only if he has a high commitment. The various difficulties and controls he faced were able to be resolved properly with earnest efforts because of his high commitment. The two internal factors that are prerequisites for teachers in realizing quality services to their students often receive less attention. It is still rare for education providers, including educational institutions, to schedule formal activities whose orientation is to build teacher awareness and commitment as an effort to realize quality education services.

The urgency of the awareness and commitment of teachers to carry out their obligations and be responsible for the learning progress of each student must be a serious concern for organizers and each educational unit. Some indications that show low awareness and commitment include: lack of concern for the learning development of students, performing perfunctory obligations and responsibilities, in carrying out tasks trapped in routines, and lack of enthusiasm to be able to contribute more in participating in developing schools.

In addition to the two prerequisite factors in the description above, the quality of teacher performance is also greatly influenced by the competencies they have. Competence is intended as a set of knowledge, skills, and attitudes of teachers to be able to carry out their duties and functions as teachers. There are four competencies that are required to be possessed by teachers, namely personality competence, pedagogic competence, professional competence, and social competence. The four professional standard competencies of teachers are reflected in mastery of the material, understanding of the characteristics of students, educational learning, personal development, the ability to take appropriate actions for the good of students, the ability to work together, and learning habits to develop self-capacity.

Program innovations and activities in an effort to develop teacher competencies so that they have broad and deep mastery of material, and are able to implement effective learning strategies have been carried out by various educational institutions. The Ministry of education and its technical implementing units, universities, provincial and district/city education offices, teacher work groups/consultations, and each education unit annually program activities that discuss various theories, concepts, government policies and their implementation. The Ministry's policy in the Independent Learning program which is currently ongoing provides broad opportunities for teachers to be able to improve their competence. Access to learning resources made easy and expanded.

## Educational Performance Achievements and Efforts to Improve It

The development of education in Indonesia is very dynamic, apart from being motivated by contemporary theories and concepts, it also considers the progress of educational outcomes that have not met expectations. Until now, the achievement of student learning outcomes in Indonesia is still far from expectations. The achievement of educational performance that is still low is shown by the results of a survey

measuring students' literacy skills since 2000 through various programs including: Program for International Student Assessment (PISA), Progress International Reading Literacy Study (PIRLS), and Trends in International Mathematics and Science Studies (TIMSS), and the Indonesia National Assessment Program (INAP).

Nationally, in 2021, the Government will conduct a computer-based national assessment using a survey method for all primary and secondary education units, including equivalence and special schools. This national assessment consists of a character survey, a learning environment survey, a minimum competency assessment survey (AKM) for reading literacy and student numeracy. What was the result like? Until now there is no information. However, many parties who are directly or indirectly involved in the management of education estimate that the results of the national assessment are far from expectations. This of course cannot be separated from the condition of emergency education performance during the COVID-19 pandemic. Learning loss occurs in almost all educational units. Whatever the result, the education report card as a result of the national assessment must be used as the basis for improving educational performance. Each educational unit will be able to access its education report cards to be used as consideration for developing a learning system.

Responding to educational performance achievements that have not met expectations, the Government has taken successive policies so that education can make significant progress. The current policy pattern launched by the Government is packaged in the Merdeka Learning program which as of this writing has reached its 14th episode.

Successively the episodes of Merdeka Learning are as follows:

Freedom to Learn 1: National Assessment, USBN, RPP and PPDB

Freedom to Learn 2: Independent Campus

Freedom to Learn 3: Distribution and Use of BOS Funds

Freedom to Learn 4: Motivating Organization Program

Freedom to Learn 5: Motivating Teacher

Freedom to Learn 6: Transforming Government Funds for Higher Education

Freedom to Learn 7: Motivating School Program

Freedom to Learn 8: Center of Excellence Vocational High School

Freedom to Learn 9: Independent Lecture KIP

Freedom to Learn 10: Expansion of the LPDP Scholarship Program

Freedom to Learn 11: Independent Vocational Campus

Freedom to Learn 12: Safe School Shopping with SIPLah

Freedom to Learn 13: Freedom to Culture with Indonesian Channels

Freedom to Learn 14: Campus Freedom from Sexual Violence.

There are many factors behind the launching of the Merdeka Learning program, one of which is the desire to create a pleasant learning environment for students and provide flexibility for teachers to be able to provide services according to their needs without being burdened with achieving certain scores or grades. The policies in this

program also strengthen the implementation of school-based management, giving schools management authority over education. This is reflected in the principle of Independent Learning which gives freedom to teachers, students, and educational units to be actively involved in determining the best way to realize a quality learning process to achieve goals.

## Teachers Need a Conducive Environment

Some teachers who have a strong self-awareness and commitment may be able to consistently strive to develop their own capacity to be able to provide the best service to students. Broad access to learning, easily accessible offline and online learning resources are important factors that can strengthen the independence of teachers to learn and perform better in serving students. However, of course, there are still many teachers who need external support, so that coaching programs in various forms are still needed.

Through the Merdeka Learning program, the Government is building a new system to support and strengthen educational performance within the existing system. In supporting the performance system for primary, secondary and vocational education, the Government is building a new system through the Motivating Organization Program, Motivating Schools, Motivating Teachers, and Vocational High Schools of Excellence. The performance system in each of these programs should synergize and strengthen the performance of the education components that already exist in each UPT Kemendibudristek, Provincial Education and Culture Office, Regency/City, and education units. In this case, what needs to be avoided is the opposite condition, namely the new system weakens the existing system due to a vacuum of activities and/or too many activities that cause it to not focus on the target attainment of goals.

Excessive intervention in external programs and activities can have implications for reducing the freedom of teachers to be creative in providing services to students. Many teachers' energy and opportunities are drained by doing new activities. Such conditions can have a positive impact, it can also have a negative impact. Not infrequently, many new intervention activities from external parties can reduce the opportunity for teachers to serve students. It is even worse if the work system that has been built previously through the intervention of activities with supervisors and school principals does not synergize with activities in the new program. Teachers are trapped in a difficult work environment, and have an impact on students' losses due to lack of attention from the teacher.

A new program has a positive impact if it can strengthen the education component that already exists. The role of supporting institutions, the role of supervisors, the role of committees, the role of the principal is getting stronger and synergistically contributing to efforts to increase teacher competence and performance to improve the quality of learning. In this regard, it is necessary to evaluate the impact of the formation of new components, new officers, new institutions in the Merdeka

Learning program in supporting the effectiveness of the previously existing education performance system.

In addition, efforts to strengthen and empower all supporting elements in every educational performance community must continue to be carried out in a sustainable manner to create a conducive educational ecosystem and produce graduates according to shared expectations, namely the realization of the Pancasila Student Profile.

Bad bureaucracy inspired Osborne and Gaebler (1995) to entrepreneurship bureaucracy. There are many reasons to change the bureaucracy into entrepreneurial government. First, the emergence of the information age where everyone can use information quickly. Second, there is economic globalization where national boundaries are no longer important. Third, the high level of competition. Fourth, the level of public education is getting better so that it demands autonomy and is not happy with command. The bureaucratic nature of the environment is no longer suitable and demands government services that are more flexible and adaptable (Osborne and Gaebler, 1995: 17).

According to research by Rainer Rohdewohld, the bureaucracy in Indonesia during the New Order era had mastered and tracked matters relating to the introduction, direction, and implementation of development activities, including personal affairs. This kind of thing, according to Gaetano Mosca, there has been bureaucratic greed (Rohman, 2012: 125).

In the New Order era, the government bureaucracy was very strong beyond the power of the people so that the government bureaucracy was likened to an official kingdom (officialdome). Large bureaucratic power, large space to use power, weak public accountability, and little community control are fertile breeding grounds for corruption (Thoha, 2012: 1).

The Order continued to roll from the New Order to the Reform Order, in fact the condition of the bureaucracy was not getting better, on the contrary the condition of the bureaucracy was getting worse. Admittedly or not, the continued deterioration of the bureaucracy prompted some rulers who still had a conscience to try to fix this depravity by reforming the bureaucracy. In this reform, various efforts to improve the bureaucracy were carried out by establishing ad hoc institutions in the form of commissions, councils, or special staff (Thoha, 2012: 2).

But the bureaucracy is not getting more efficient but more chaotic. Corruption is not diminishing, on the contrary, it is becoming more widespread and overt. Many rulers are entangled in cases of abuse of power to enrich themselves and their groups, from the ministerial level to regents/mayors and their staff.

Evidence of the ineffectiveness of bureaucratic reform as reported by Kompas (24 December 2012: 8) is contained in the table below. Thus the bureaucracy in the practice of public service today has deviated from what was aspired by Max Weber who wrote the book Bureaucracy in Modern Society (1956) that bureaucracy is an organization that can maximize efficiency in administration.

Furthermore, Kompas reported that the bureaucratic problems felt by the Ministry of Administrative Reform and Bureaucratic Reform include fat organizations, overlapping authorities, a work culture that has not served, multi-interpretational services, uneven distribution and quality of human resources, and poor political policies. not transparent.

The face of bureaucracy in general in such a bad country is unavoidably also reflected in the education bureaucracy. The education bureaucracy as an inseparable part of the government bureaucracy in general is also plagued by bureaucratic greed. Educational bureaucracies like that are more destructive than building education. The existence of education offices from the district to the central level has undermined more than contributed to the development of education (Rohman, 2012: 126).

In the education sector, a tiring bureaucracy is deliberately created. The long and winding levels of education services from the lowest education unit level to the ministry is a form of bureaucracy that is very often complained of. Therefore, it is important to know the face of the education bureaucracy after various attempts at bureaucratic reform have been attempted.

In analyzing the education bureaucracy, this is done through various points of view. First, through the behavior of education actors starting from schools/educational UPTs, education offices, and bureaucratic agencies above them.

Bureaucracy as a system consisting of various behaviors in the organization which is the result of interactions between individuals in the organization. Then the behavior of the bureaucracy is determined by individual characteristics and organizational characteristics. Individual characteristics include abilities, needs, beliefs, experiences, expectations, etc. Organizational characteristics include hierarchical arrangement, division of labor, tasks in certain positions, authority and responsibility, payroll system, control system, etc. (Thoha, 2012: 9). If the psychological formulation states that behavior (P) is a function (f) of the individual (I) and the environment (L) or P = (I, L), then bureaucratic behavior (Pb) is a function (f) of individual characteristics ($K_i$) and organizational characteristics ($K_o$) or Pb = ($K_i$, $K_o$). Individual characteristics are seen from ability and experience while organizational characteristics are seen from authority and responsibility and control.

The behavior of the biocrats and the characteristics of government organizations are still poor and this has become one of the serious problems in the bureaucracy related to public services. The quality of civil servants (PNS) for which there is no system that allows employees to perform well. Evidence of the complexity of the bureaucracy and a low work culture Among civil servants, it can be seen in the low absorption capacity of the budget until mid-2012, which shows that all ministries are below 50%, there are even six ministries that have only absorbed less than 20% of the budget. Ministry of Public Housing 1.9%, Ministry of Youth and Sports 4.2%, Ministry of Energy and Mineral Resources 10.8%, Ministry of Development of Disadvantaged Regions 10.9%, Ministry of Tourism and Creative Economy 17.8%, and Coordinating Ministry People's Welfare 19.3% (Kompas, 24 December 2012: 8).

Especially in the education bureaucracy, budget absorption occurs on a large scale in the last 2 months before the end of the year. This way of working often gives the impression that work programs and activities are carried out carelessly, the important thing is that money can be spent regardless of the outcome.

Second, it is seen from the level of service in the concept of public administration (because discussing bureaucracy is not complete without looking at the discussion of public administration). Denhardt and Denhardt (2007) state that there are 3 changes in the paradigm of public administration, namely: (a) old public administration, one of which is characterized by a bureaucratic centralized organizational structure, (b) new public management, which is characterized by the entry of the private sector into the public sector, and (c) new public service where bureaucrats serve and serve citizens (Student, 2012: xi-xix).

In the third generation of public administration, Raining stated that public services must avoid mistakes in service, namely: apathy (apaty), refusing to deal (brush off), coldness (coldness), looking down on (condesclusion), working mechanically (robotism). , strict procedures (role book), and ping pong (round a round) (Student, 2012: 5). To explore the behavior of the education bureaucracy, it can be seen from the various errors in providing educational services.

In education services, we still encounter many mistakes in service as stated by Raining above. Although the government has protected the interests of the community through Law no. 25 of 2009 concerning Public Services. Public service is an activity or series of activities in the context of fulfilling service needs in accordance with statutory regulations for every citizen and resident of goods, services, and/or administrative services provided by public service providers.

In fact, in order to guarantee the quality of public services, since 2008 there has been Law no. 37 concerning the Ombudsman of the Republic of Indonesia as a state institution that has the authority to oversee the implementation of public services. Supervision is given to state and government administrators, including those held by State-Owned Enterprises, Regional-Owned Enterprises, and State-Owned Legal Entities as well as private or individual bodies assigned the task of administering certain public services whose funds are partly or wholly sourced from the state revenue and expenditure budget and/or regional revenue and expenditure budget.

Third, the authority to make educational decisions independently. When the government decentralized the majority of its authority to local governments through the Regional Government Law (Law No. 22/1999 in conjunction with Law No. 32 of 2004), the education sector was one of the decentralized affairs that became a mandatory responsibility of local governments. However, in reality the educational decision-making authority has not changed much.

The education bureaucracy and educational decisions are still long and convoluted and almost all important education decisions are still determined by the central government. Regional governments almost do not have any authority in every strategic education decision. Starting from the financing system, assessment, and

graduation of all determined by the central government in this case the ministry of education and culture.

The weakness of the government's ability to make education decisions is due to the low fiscal capacity of each region. Regional income comes from 3 sources, namely Regional Original Income, Balancing Funds and other legitimate income (Law No. 33 of 2004). In fact, most of the regional income comes from balancing funds, especially the General Allocation Fund (DAU). This condition causes the local government to depend on every education decision on the central government.

Along with the decentralization of the government, an independent education management called School-Based Management (SBM) has been introduced, the point of which is to give the broadest authority to each school in making educational decisions. However, the spirit of SBM never existed, because basically schools never had the authority to make decisions related to financing, assessment, graduation, let alone human resources.

In education financing through the Decree of the Minister of Education No. 60 of 2011 and the Decree of the Minister of Education and Culture No. 44 of 2012 concerning the prohibition of levies on education fees clearly suppresses the authority of schools to manage themselves. Schools have no autonomy at all in managing their households, depending entirely on the central government. Even regional heads and heads of education offices are not willing to face this.

Fourth, the quality of bureaucrats in the education sector is still weak, this can be seen from the number of education officials who go to prison because of procedural and administrative errors. The reason is that there is no proper preparation for new education officials, especially recently more education officials have been appointed because of political affinity.

When there is an opportunity to make their own decisions, many education bureaucrats do not heed the principles of legality and discretion. This is due to the low capacity of education officials in carrying out their main duties and functions. Mistakes in decision making lead to administrative and subtransition errors, and drag them in prison.

Seeing the above facts, it is important to immediately reform the education bureaucracy in earnest through: increasing human resource capacity, increasing regional authority to manage educational affairs, and providing opportunities for each education unit to make decisions independently. In this way the educational bureaucracy will be able to run efficiently and effectively

## CONCLUSION

The Education Sector is intentionally created by a tedious bureaucracy. The long and winding levels of education services from the lowest education unit level to the ministry is a form of bureaucracy that people complain about. Therefore, it is very important to improve the education bureaucracy so that public services are effective and efficient.

Performance appraisal is a very important activity because it can be used as a measure of the success of an organization in achieving its goals and vision and mission. By evaluating performance, efforts to improve performance can be carried out in a directed and systematic manner so that the organization can run effectively, efficiently, and responsively in providing services to the community. In addition, performance appraisal can also be used to find out and assess how far the services provided by the organization meet the expectations and satisfy the community.

Education policy is a policy related to the field of education in the process of elaborating the vision and mission of education in order to achieve educational goals through strategic steps in the implementation of education.

Education policy is a state or public policy that regulates special regulations relating to the absorption of resources, allocation and distribution of resources as well as regulation of behavior in education which has goals, plans, programs, decisions, and impacts in the form of primary or secondary, or changes from negative to positive.

The Education Policy Making Process that is made must be effective, and pay attention to the alignment between the proposals with the government's agenda and strategy Through consultation and interaction that has basic principles including problem formulation, Policy Agenda, Selection of Policy Alternatives to solve Problems, Policy Determination Stage, Characteristics, objectives , and the fulfillment of formal legal aspects as well as having operational concepts made by people who have authority. Apart from that, a policy that has been made must also be evaluated, and has a systematic interrelationship with all aspects contained in it.

The issues in education policy in Indonesia are divided into three parts; Teacher policies, community policies and government policies

The Vision and Mission of the Ministry of Education and Culture has described the Ministry of Education and Culture's commitment to supporting the realization of the president's vision and mission through the consistent, responsible and trustworthy implementation of the duties and authorities, by prioritizing professionalism and integrity. Therefore, the formulation of policies and the implementation of development in the fields of education and culture will prioritize innovation in order to achieve progress and independence of Indonesia. In accordance with the nation's personality based on mutual cooperation, the Ministry of Education and Culture and all stakeholders of education and culture work together to promote education and culture in accordance with the president's vision and mission.

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