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### Process, Results, and Consequences of Madrasa Accreditation: A Case Study in Lampung, Indonesia

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#### **Abstract**

This is a scientific article of research on the accreditation of the so-called Madrasa or Islamic Education resulting positive and negative consequences. This research focused on the process and results of the Madrasa Accreditation in Lampung. The data was collected using Focus Group Discussion with Assessors Team and was triangulated with documentation from various sources. Data on the consequence of the Madrasa accreditation was collected and analyzed through questionnaires given to 15 members of Madrasa supervisors in Lampung province asking 11 aspects of Madrasa Quality enhancement. The findings showed that the Madrasa accreditation was done by the so-called BAN-S/M regularly in every 5 years-period, the process and results of the Madrasa accreditation in Lampung has anticipated the defect of the national education system implementation that enables to enhance accountability and stakeholders' recognition. Madrasa can make continuous quality improvement as the practice of quality assurance to produce quality madrasa graduates. The consequence of the accreditation has enforced the commitment to place quality first on the 11 points of the quality enhancement. The madrasa accreditation has promoted the attainment of madrasa relevance to the need of the Indonesian community that suits the national decree of national education system.

Keywords: Accreditation, BAN-S/M, Quality Assurance, Educational Standard, Madrasa.

### 1. INTRODUCTION

Lampung province has a great potency in the growth of Madrasa and students choosing madrasa as their place of education. Madrasa Education as a form of Indonesian national education system must complies the national standard of education mandated by the government<sup>1</sup>. Based on the decree of the national education system, all schools and madrasa in Indonesia must be accredited<sup>2,3</sup>.

The accreditation of madrasa has been very important and must be executed by trusted institution, as there has been issues that terrorism and radicalism was raised by graduates of madrasa. Warnk wrote about madrasa education by questionning whether madrasa has been an alternative education or that of which has been teaching radicalism<sup>4</sup>. Malik questionned whether madrasa in South East Asia teaches teror<sup>5</sup>. Evans also questionned whether madrasa has been a rational choice or a forced situation<sup>6</sup>.

A big accident of the attack towards WTC on the 11<sup>th</sup> of September 2001 has resulted a war to fight with terrorism in Afganistan. This has been related to graduates of madrasa. According to Warnk, the Taliban movement in the border of Pakistan-Afganistan reveales radicalism<sup>4</sup>. Graduates of madrasa who revrealed radicalism were known mostly located in India dan Pakistan<sup>4</sup>. According to Hasan, the influence of Afganistan resulted the Mujahiddin and Laskar Jihad movement in Malaysia and

Indonesia <sup>7</sup>. The international issue on the Islamic education in Malaysia and Indonesia revealed negative stigma by which the madrasa graduates are feared to build radical movement<sup>5,7,8</sup>. Azra said that the Bali bombing in 2002 inflicted 200 victims and was forced towards the suspicion of the madrasa involvement in teaching<sup>9</sup>.

According to Waghid, islamic education experienced bad perception since the WTC bombing by a group of terrorists reslted of the misunderstanding on the moslem and Islam<sup>10</sup>. Pohl also said that islamic education was featured as radicalism and violance, in fact islam has been a religion of anti violism, interfaith, interethnic tolerance, pluralism, human rights, gender equity, democracy, politic dan social justice <sup>11</sup>. Such misunderstandings often happens in religion. According to a survey in German, 38% of the 3209 respondents said that religious education does not need to be taught at school<sup>12</sup>.

Eventhough the madrasa education experienced a negative negative wach, the gowth of madrasa raised significantly. In Pakistan, there have been hundreds new madrasa since 1980s. This means that there has been big changes in the numbers of students or madrasa graduates<sup>4,9,13</sup>. In Malaysia, the islamic education has grown tremendously achieving 3.000-4.000 students per year<sup>14</sup>. In Mali, West Africa, madrasah has been a choice of education after their independence due to having so many corruption and nepotism. The basic islamic

knowledge has been expected to result good human beings through the awareness on the almighty God by following learning process in Baraji 15. In UK, islamic education has been a choice and become the expectation of muslim community to enable to live in multilocationality 16. According to Azra, in Indonesia, eventhough in the beginning of the 1990s, the governement programmed the cimpulsory learning of 9 years in public schools, in fact the enrolment to the madarasa by the low to middle level community continuously increased 9. Indonesia has 225 millions who are mostly moslem reaching the biggest numbers in the world and who have had more than 37.000 madrasah with the numbers of students reached 13% of the Indonesian population 9.

Such phenomenon also happened in Lampung, one of the provinces in Indonesia. This province experienced the increase of madrasa numbers in 2009-2014. The numbers of madrasa in Lampung in 2014 reached about 1.696 schools with 147.547 students and 26.352 teachers<sup>17,18</sup>. The significant growth of the madrasa need a system to assure the quality of madrasa graduate In this context, madrasa accreditation has been a primary key in resulting madrasa quality in the Indonesian national education system.

This article was organized as follow: part 2 describes legal framework of the madrasa accreditation, part 3 describes process and results of madrasa accreditation in Lampung, and part 4 describes the consequences of madrasa accreditation. Finally, conclusion of the research is presented in the last part.

# 2. LEGAL FRAMEWORK OF THE ACCREDITATION

The implementation of the Government decree number 19, 2005 about the National Standard of Education Chapter 86 verse (1) It needs the quality assurance in terms of accreditation in every education level and institution in Indonesia to determine the appropriateness of the program and education institution. This enforces the revelation of the National Education Minister of the Indonesia Republic Number 52, 2008 about the criteria and tools of the schools/madrasas accreditation dated September 18th, 2008 commanding that the trusted board to assure quality of the education institution is the National Board of Schools and Madrasas Accreditation (BAN-S/M).

The accreditation instruments used by BAN-S/M comprise 8 components of quality standards including: 1) Content standards, 2) Process standards, 3) Outcomes competence standards, 4) educator and educational staff standards, 5) facilities standards, 6) management standards, 7) finance standards, 8) evaluation standards. This complies the National Education Standards written in the Government decree number 19, 2005. Based on these standards, Schools and Madrasas in Indonesia are accredited to comply all the 8 standards. According to

Bergseth, there need a quality ranking in education due to the need of the global information access<sup>19</sup>. Therefore, the quality measurement must be valid and reliable. The madrasa accreditation mandated to the BAN-S/M has become the national policy with reliable quality assurance instruments.

# 3. PROCESS AND RESULTS OF THE MADRASA ACCREDITATION

In the process of accreditation in Lampung, there were lots of parties involved. These included madrasas, head of the madrasa section and head of the organizational section of Lampung the Ministry of Religion Branch Office, Accreditation Implementor Unit or the so-called UPA, Provincial Board of Accreditation or the so-called BAP, National Board of Accreditation or the so-called BAN-S/M, and Assessors Team. Basically the process of the accreditation has no differences in terms of the accreditation of madrasa under the auspices of the ministry of Religion and that of the public schools under the auspices of the Ministry of Education and Culture. This is partly bercause all parties involved in the accreditation are in one unit of the task force for the accreditation. Based on the focus group discussion with the assessors team, the accreditation process in Lampung involved 4 phase as follow:

The first phase: Decision of the yearly quota

- 1. Madrasa filled out the registration form and submitted to Unit of the Accreditation Implementor or the so called UPA in each region for accreditation process.
- 2. The UPA of each region proposed the lists of madrasas to the head of the madrasa section of the regional ministry of religion office.
- 3. The head of the madrasa section handed the data of the madrasa proposing for accreditation to the head of organizational section of the ministry of religion at the provincial office.
- 4. The head of the organization at the provincial office proposed the data of the madrasa proposing to be accredited to the Provincial Board of Accreditation or the so-called BAP;
- 5. BAP determined the quota of madrasa for the financial year consequently.

The Second Phase: Madrasa Self Evaluation

- 1. The approved madrasas for the accreditation, then, filled out the so-called Accreditation Borang and work for the self evaluation. The Borang and the Self Evaluation were submitted to UPA in each region.
- 2. UPA handed the results of Accreditation Borang and Self Evaluation over BAP;
- 3. BAP developed database and distribution of the accreditation assignments to assessors team.

The third phase:

 Assessors team comprising two assessors in each school worked for school visit and verification of the data on the basis of the Accreditation Borang and Self Evaluation Scores;

- 2. Results of School visit and verification by assessors team were handed over BAP;
- 3. BAP validated the data of the madrasa acreditation scoring by the assessors team;
- 4. BAP conducted monitoring;
- 5. BAP conducted meeting pleno attended by National Board of Accreditation (BAN-S/M pusat) to decide the accreditation ranking;

The fourth phase: Decision of the accreditation results by the National Board of Accreditation or BAN-S/M and the ranking publication.

Based on the accreditation process, the madrasas which have received quota for the accreditation both the state madrasas and the private madrasas were to accept accreditation visits by the assessors team. All state madrasas in all levels of MI. MTs, and MA in Lampung province have been accredited with various different rankings. On the other hand, there still have been lots of private madrasas which do not have the opportunities or the accreditation quota. This is partly because the quota provided by the BAN-S/M were limited every year. Based on the focused group discussion with the assessors team the accreditation quota for Lampung province reached 10 madrasas every year for both state and private madrasas. Due to the limitation of the BAN-S/M finance, the Provincial office of the Ministry of Religion provided financial support to add the accreditation quota. This highly depended on the financial alocation policy through yearly DIPA. Such financial limitation of the acceditation fund by the BAN-S/M remained existing due to the period of the accreditation has been every 5 years in which those accredited madrasas have to proposed reaccreditation. This causes financial hendicap to work for the private madrasas accreditation. The following table shows the results of madrasas accreditation:

Table 1: Results of the Accreditation over 2014.

N O	Types of Madrasa	Numbers	Accredited	Not Accredited yet
1	MIN (public)	52	52	0
2	MIS (private)	707	504	203
3	MTs.N (public)	24	24	0
4	MTs.S (private)	642	436	206
5	MAN (public)	17	17	0
6	MAS (private)	254	183	71
Total		1.696	1.216	480

Source: MDC Lampung Province

Based on the above data, it has been clear that the state madrasas have been prioritized and therefore all of them have been accredited. On the other hand, the private madrasas experienced strugling in being accredited. In this case, Lampung province has had a big problem in private madrasas quality as lots of private madrasas have not been accredited. This also means that the private madrasas need lots of quality guidance and supervision. One of the quality guidance efforts was the support for

the accountable accreditation plan or the so-called "Bantuan Persiapan Akreditasi Bermartabat" Madrasah Development Center (MDC). This MDC program received partnership funding support by Australian AID (AUSAID) in 2014 under the auspices of the School System Quality (SSQ) program. This program allocated accreditation fund for 64 private madrasas in North Lampung Central Lampung Regency and Regency<sup>17</sup>. One of the requirements for succeeding the verification as the candidate of the madrasa development target through the AUSAID fund was that the madrasa had no affiliation with radicalism movement network. In the aspect of the curriculum, all madrasa in Indonesia has been managed to employ curriculum that combined science, technology, faith, islam, and ihsan<sup>20</sup>. In fact, the radicalism movement destroyed the human lives and have been against the Islamic Education System. According to Mohamed, Islamic Education actually took care of the safe environment and community <sup>21</sup>. The islamic education model using the concepts of *tarbiyah*, *ta'lim* and ta'dib has shown as the cosmopolitant education promoting humanity values<sup>22</sup>.

Based on the results of the target madrasas verification having no saccreditation in Lampung Province, all programs were managed openly in line with the decree of the Indonesian National Education System. This has also shown that all private madrasas in Lampung province had nothing to do with radicalist graduates. All private madrassas supported by the AUSAID for their accreditation attained B Ranking of the accreditation. This achievement was obviously as results of training, guidance, and accreditation simulation in two regency prior to proposing for the accreditation.

## 4. CONSEQUENCES OF THE MADRASAS ACCREDITATION

Results of the madrasas accreditation impacts the logical consequences. These are partly due to not formalities and therefore the accreditation ranks shall be maintained continuously. According to Haryati, school accreditation can enforce the increase of the supervision activities because there are lots of long terms expectations for the living of the school eventhough the school has an A ranking<sup>23</sup>. In this research there were 11 aspects to be analyzed proving that there have been follow up of the accreditation attainment as follow:

Table 2: Accreditation follow up according to the Madrasas Supervisors (In %)

No	Consequence of the Accreditation Aspects	Poor	Fair	Good	Very Good	N
1	Quality of Curriculum enhancement	-	2	17	81	15
2	Qualty of Teaching and Learning process enhancement	-	1	14	85	15
3	Quality of Outcomes enhancement	-	1	15	84	15

4	Quality of teaching staff enhancement	-	2	10	88	15
5	Quality of educational staff enhancement	-	1	15	84	15
6	Quality of Media enhancement	-	4	20	76	15
7	Quality of Library enhancement	-	7	21	72	15
8	Quality of Madrasas Health enhancement	-	7	22	71	15
9	Quality of Management Enhancement	-	1	10	89	15
10	Financial Enhancement	-	2	13	85	15
11	Evaluation enhancement	-	2	12	86	15

Source: Results of questionnaires Analysis

Based on the above table, results of the external accreditation by BAN-S/M have enforced madrasas internally to enhance their quality of education in the 11 aspects being researched. This has evidenced that the accreditation has overseen the madrasas education system towards the continuous improvement. According to Cheung, external quality assurance must have professional competence to work for the improvement of performance in the long terms which is very essential in OA<sup>24</sup>.

One of the important aspects in the madrasas accreditation is promoting quality culture. Ross said that the movement of the traditional towards the quality culture has been marked by several characteristics attached to the focusded activities including: planned change, future strategic issues, participant, empowerment, quality measures, top-down and bottom up, cross functions, integrative, and continuous processes all function<sup>25</sup>. There are three important aspects in order to create the quality culture, which are leadership, shared vision, and value system <sup>26</sup>. The first manifestation appears in the activities of the organization members in syncronized way, mutual supports, and understanding. The second manifestation appeares to produce higher performance. The third manifestation appeares to be the organization performance which is more intuitive and creative as results of the great efforts of all the organizational members who always find best way in solving problems.

To face the global challenges, madrasas need to build quality culture. To actualize the quality, there is significant relationship between internal quality audit and quality culture<sup>27</sup>. The quality culture in madrasas has been marked by active participation of overall madrasas community synergically. Interaction among madrasas' personnels is directed towards the efforts for developing quality culture in the workplace in order to do the continuous improvement and to attain quality outputs and outcomes of the madrasas. Such climate can build senses of togetherness and collective responsibility in doing assignments for the development of the quality culture.

Quality of education is often determined by the

learners as inputs, proceses, outputs, and outcomes. According to Elassy, in quality assurance, learners need to be involved in terms of the perspective, information, and quality attainment using opportunity involvement model<sup>28</sup>. Salam said that accreditation program is related to the development of the learners' satisfaction and proactivity in reducing risks<sup>29</sup>. Therefore, it is very important to arrouse motivation and commitment of all community members. There needs synergy and clear responsibility trough job description and time efficiency<sup>29</sup>.

According Rowlands, quality assurance (QA) having the focus of audit-driven accountability mecanism has the potential problems. This due to the focus determination. According to him, focus on the learning outcomes is more important to focus on the standar compliance<sup>30</sup>. One of the model developed in the QA is examining the quality of achievement through education system performance mainly on the aspect of outcome<sup>31</sup>. However, this model ignores processes and other criteria.

According to Tsimillis, QA can be actualized by having training and awareness of activities 32. Such activities do not include only specific activities, but also all related to QA<sup>32</sup>. There is significant relationship between administrator competence and internal quality assurance aiming towards achievement, good service, self development, team work, analysis-synthesis, communication and motivation, staff potential development and vision<sup>33</sup>. According to Edwin K. Too, academic staff retention influence highly to education managed by private schools in terms of perspective (87,5%), academic staff (84,0%), and leaders  $(87,5\%)^{34}$ . In this contects, accreditation is not meant as the grant of certificate, but also understanding the notion of QA through trainings.

The diversity of the accreditation ranking shows the differences in quality management. Madrasas have been in the situation of the complex system. According to Wong, system approach in QA comprises integration, responsiveness, and innovativeness which are interrelated<sup>35</sup>. According to Niemela in the accreditation, the roles of all management levels are more significant than the teaching staff<sup>36</sup>. According to Alani, et.al, educational management prioritizing service quality needs teamwork, communication skills, creativities and innovations in order that the organization can improve performance 37 . According to El Khawas, quality movement will be successful and based on the the long terms political policy as the quality assurance board can show weaknesses and strengths including effectiveness in implementation and international nerwork<sup>38</sup>. In this case, QA enroles as an instruments and need to be followed up politically. Madrasas quality can be attained and developed through implementation of internal and external quality system synergically focus to the attainement level of quality in the education system continuously and step by step. For the future of the madrasas, quality shall be placed in the first priority.

#### 5. CONCLUSION

Process of the madrasas accreditation in Lampung was done by the trusted institution, which was BAN-S/M, regularly in every five years. In the implementation o the accreditation, BAN-S/M empowered BAP in the provincial level to determine names of the madrasas on the basis of the accreditation quota processed in the executive years. BAP empowered UPA in each regional offices to identify names of madrasas proposed for the accreditation. The school visit for the field assessment by BAN-S/M employed assessors team. The madrasas accreditation was done transperantly, openly, justly, and responsibly.

Results of the accreditation in the province of Lampung for the state madrasas covered Madrasah Ibidaiyyah Madrasas, Tsanawiyah Madrasas, and Aliyah Madrasas which have been accredited all. For private Madrasas, there need guidance and help for the accreditation. The existing madrasas accreditation has enforced the enhancement of ouputs dan outcomes of the madrasas. Nationally, madrasas shall be managed according to the government regulation on the national education standards. With accreditation, madrasas gained accountability and public trust or recognition. Internally, madrasas can work for continuous quality enhancement as the practice of quality assurance to produce qualified madrasas outputs and outcomes. This can be understood logically due to having re-accreditation and therefore, madrasas will work for the quality continuously.

The consequences faced by accredited madrasas in Lampung province is the internal commitment in enhancing the quality of madrasas. This research concludes that madrasas in Lampung province have experienced in enhancing the 11 aspects of accreditation consequences (table 2) and overall the results were very good. External accreditation enforced madrasas internally managed their quality accountably, trnaperantly, continuously improved in quality, and public trust as well as recognition.

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