



Performance Assessment and Measurement of Educational Institutions (Case Study at the Malang Regency Education Office)

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Abstract. The task of the Malang Regency Education Office is as the executor of regional autonomy which is mandated to carry out all regional government affairs in the field of education, both in terms of development, providing facilities and infrastructure as well as meeting educational needs in Malang Regency. To be able to measure the achievement of development performance in the education sector in Malang Regency, performance indicators are formulated with targets that must be achieved by the Malang Regency Education Office as set out in the previous Strategic Plan (Strategic Plan 2016–2021). The purpose of this study was to determine, explain and analyze the assessment and measurement of the performance of educational institutions at the Malang Regency Education Office which includes working methods, communication, and employee participation. As well as analyzing the implementation of the Balanced Scorecard with the perspectives of customers, finance, internal processes, learning and growth. The research method used is a qualitative method with data collection techniques from observations, interviews, document studies and events. The qualitative data analysis used in this research is using the Yin design analysis technique making explanations, namely analyzing case study data by making an explanation about the case in question. Based on this theory, researchers can describe cases that occurred during the study. The data obtained in this study will then be tested for validity using data triangulation. The MSS and performance achievements of the Malang Regency Education Office based on the 2016–2021 RENSTRA of the Malang Regency Education Office and based on the 2021 Malang Regency Education Office's Work Plan, as well as based on the 2021 Education Office LKJ document, have not reached their maximum in terms of working, communication, and employee participation and based on analysis related to implementation on the 4 perspectives of the Balanced Scorecard which includes the perspective of customers, finance, internal processes, learning and growth as a benchmark for the performance of the Malang Regency Education Office. The Malang Regency Education Office needs and continues to make improvements through more innovative development and performance measurement using the Balanced Scorecard method with a broader key performance indicator approach so as to be able to provide maximum service and performance accountability.

Keywords: Performance Assessment and Measurement of Educational Institutions · Balanced Scorecard

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A. F. Wijaya et al. (Eds.): AICoBPA 2022, ASSEHR 764, pp. 527–533, 2023.

https://doi.org/10.2991/978-2-38476-090-9_42

1 Introduction

Measuring performance in the public sector is not something simple, because it is very complex and multidimensional. Measurement of public sector performance differs in several ways from performance measurement in the private sector. In the private sector, the main objective of the organization is clearer, namely to generate profits. In contrast to the public sector, its preference for improving people’s conditions by providing the best service is often difficult to measure in financial terms. Attention to the performance measurement of public sector organization is very important because performance measurement has a close relationship with public accountability. The results of the work of the public sector must be reported in the form of a performance accountability report, as well as with the Malang District Education Office.

So, it is very necessary to have a comprehensive measurement system that includes performance measurement, reporting and evaluation of the implementation of work programs and activities, so that they can continue to monitor and improve the quality of public service produced and at the same time be able to realize their accountability. Based on the function of the Malang Regency Education Office as an official agency where the output tends to be in the form of service (See Fig. 1).

Therefore the researchers in this study intend to analyze the assessment and measurement of the performance of educational institutions by looking at the achievement of the institutions strategy through financial and non-financial measurement tools that exist in the indicators of how to work, communication, and employee participation, as well as analyze the implementation of the Balanced Scorecard which is used as a benchmark measure the performance of government agencies which include customer perspectives, finance, internal processes, learning and growth. Measuring the assessment system on management performance (management stratify) in this study uses the Balanced Scorecard model. The Balanced Scorecard is an alternative performance measure that aims to combine financial and non-financial performance measures. This method translates so that it can change the vision and strategy of the institution into entities into various objectives and sizes through the preparation of customer, financial, internal processes, and learning and growth perspectives. Performance evaluation using the Balanced Scorecard approach is expected to overcome the weaknesses of various performance assessment that have been carried out by Kusuma educational institutions [1].



Fig. 1. Balanced scorecard perspective.

2 Research Methods

This study uses a descriptive method, with a qualitative approach with a case study design with the aim of knowing, explaining, analyzing and evaluating the implementation of the Performance Assessment and Measurement of Educational Institutions. The location of the research was carried out at the Malang Regency Education Office. The resource persons involved included the Head of District Education Office, Head of General Affairs and Personnel, Head of Evaluation and Reporting, Service Employees, Service Customers.

The method of data collection is through observation, interview, and documentation studies. Using the data analysis technique used in this study is using the Yin model analysis technique [2] making explanations, the purpose of making explanations is to analyze case study data by making an explanation about the case in question. Based on this theory, researchers can describe cases that occurred during the study.

3 Results and Discussion

3.1 Performance Assessment

How it Works. The way of work can be seen in the quality of work and workload carried out by the Malang District Education Office. The Service Performance of the Education Office, according to the Strategic Plan (2016–2021) [3] in measuring the achievement of development performance in the education sector in Malang Regency is formulated in performance indicators with targets that must be achieved. Performance Achievements of the Education Office 2017–2019, where it still exercises authority in the field education which includes early childhood education, basic education, secondary education, non-formal and informal education as well as authority in the field of youth and sports.

Based on the performance achievements of the Malang Regency Education Office reviewed based on these 16 indicators, in general the performance indicators of the Malang Regency Education Office have reached the targets that have been set. 8 out of 16 indicators have met the target, 4 indicators have not reached the target and 4 data indicators are not available. The indicators that have not met the target are (1) Junior High School Level APK (SMP) with a target of 96.85% and an achievement of 96.7%. (2) NER at Elementary School (SD) level with a target of 96.69% and a target of 99.43%. (3) NER at the junior high school level (SMP) with a target of 83.9% and an achievement of 81%. (4) The percentage of continuing junior high school level with a target of 98.5% and an achievement of 95.8%.

Its performance achievements have decreased in 2020. So that in the next period 2021 an evaluation of the achievement of performance reports will be carried out routinely quarterly and annually. To give birth to awards and progress and organizational development through increasing knowledge and skills systematically according to the demands of science and technology which are growing rapidly, according to the theory of Ishak and Tanjung [4] the quality of work achieved. And Afandi's theory [5], performance is the result of work that can be achieved by a person or group of people in a company in accordance with their respective authorities and responsibilities in an effort to achieve

organizational goals illegally, not violating the law and not contradicting morals and ethics. So that the performance achievements of the Malang Regency Education Office in 2021 are better than the previous year.

Communication. The communication that took place at the Education Office of Malang Regency was based on the main duties and functions of Perbup No. 48 of 2016. Concerning Position, Organizational Structure, Duties and Functions, and Work Procedures of the Education Office describes the command communication flow and coordination communication flow which are adjusted to the duties and authorities of each field. This was confirmed based on an interview with Mr. Zainal Arifin S.Kom as a staff in the Evaluation and Reporting Division of the Malang Regency Education Office who explained that the interactions that took place at the Education Office were adjusted to the authority based on the duties and functions of the Regional Government Regulation No. 48 of 2016 listed on the LKJ (Performance Report) [6]. Although sometimes there are still miscommunications caused by many work programs being handled simultaneously, so that the accuracy of employees is reduced.

In addition, interviews with several users of service services stated that the online services of the Department of Education for communication facilities, the service response was very long and did not make good use of technology, which hindered the satisfaction and accountability of service users (the public).

This is in line with the performance appraisal theory according to Ishak and Tanjung [4] on communication points, interactions carried out by superiors to subordinates to express suggestions and income in solving problems encountered.

The benefits of evaluating employee performance can be felt by all three parties, namely employees, appraisers and the company. The benefits that are mainly felt by employees from performance appraisal are [7]:

- Employees can be motivated to be even better
- Can increase job satisfaction
- Employees can find out their strengths and weaknesses and improve weaknesses and increase strengths
- Can know the standard results set
- There is good communication between superiors and employees
- Can discuss work problems and how superiors deal with them
- Established good relations between employees and superiors
- Employees can see more clearly the context of their work

Employee Participation. Employee participation not all employees have a good participation attitude, when a customer asks for help some respond swiftly and some don't pay attention maybe because it's not their authority so they don't want to help. And steps for employee participation that may need to be taken to increase employee participation are by providing training facilities in productivity regularly during one work period so that employees are fully involved in the institution's programs. It is better if the participation of employees in the Malang Regency Education Office needs to be considered and evaluated by the leadership so that service customer dissatisfaction does not lead to nepotism in a government organization. Ishak and Tanjung [4] explain theoretically that Initiative,

has self-awareness to do something in carrying out the duties and responsibilities. Subordinates or employees can carry out tasks without having to depend continuously on superiors. So, initiatives in institutional performance must be developed and developed to realize the maximum achievement of the institution's strategic goals. Kasmir [8] also explains that one of the indicators used in measuring employee performance is collaboration between employees. Performance is often associated with cooperation between employees and between leaders. This relationship is often also referred to as a relationship between individuals. In this relationship, it is measured whether an employee is able to develop feelings of mutual respect, goodwill and cooperation between one employee and another.

3.2 Implementation Balanced Scorecard

Customer Perspective. Mahmudi [9], the review from the customer perspective between the public sector and the business sector is essentially the same, namely knowing how customers see the organization. The difference lies in who the customer is. The main public sector customers are the public. In carrying out the task of the Community Satisfaction Survey (SKM) for almost one period from January to September 2022, it can be concluded that the implementation of public services at the Malang Regency Dispendik generally reflects a not good level of quality.

Financial Perspective. Mahmudi [9], public sector organizations do not pursue profit but organizations need to think about how to increase revenue and reduce costs in a sustainable manner. In the concept of *Reinventing Government*, government organizations are expected to generate more than spending (earnings rather than spending).

The results of the overall discussion, the benchmarks for performance appraisal are work methods, communication, and employee participation. Then from the four Balanced Scorecard perspectives that have been carried out, the financial absorption for the 2021 Fiscal Year, from the Operational Expenditure Budget is Rp. 1,256,008,786,714, realized at the end of December 31, 2021 amounted to 1,198,057,596,859.60 or 95.39%. Internal processes have not been achieved optimally so that improvements are needed to support employee performance. Growth and learning have not been achieved properly, improving the performance of the institution must be done to increase competitiveness which is more competitive in the future.

Internal Process Perspective. Mahmudi [9], the perspective of internal processes in business organizations and public sector organizations is basically the same, namely to build organizational excellence through continuous improvement of the organization's internal processes. Process perspective here applies to the SAKIP document coordination meeting on the Evaluation of SAKIP and Quarter I-III Performance in one working year, the results of the evaluation of the implementation of the 2021 Work Plan Quarter III-IV of the Malang Regency Dispendik have not reached the average target of 69% sub-activity performance achievement and has not reached budget absorption target is 69%, with an average sub-activity performance achievement of 44.70% and budget realization of 30.17%. Achievement Targets of the Malang Regency Education Office, there are 2 (two). Performance Indicators targeted in 2021, namely the Education Index and the

Scope of Achievement of the MSS Indicators for basic education for elementary and junior high schools in Malang Regency where the performance measurement is not 100% achieved.

Growth and Learning Perspective. Mahmudi [9], the internal process perspective and the customer perspective in the Balanced Scorecard identify the parameters to build organizational excellence. Target and measures of success will continue to change over time. Therefore, organizations must innovate, create, and learn. Based on the interview Dispendik the Malang Regency tried to make improvements and create growth. Mahmudi [9], in public sector organization perspective learning and focused on answering the question of how the organization continues to make improvements and add value to its customers and stakeholder.

4 Conclusions and Recommendations

The Malang Regency Education Office's RENSTRA for 2016–2021, the 2021 Work Plan, and the 2021 Education Office's LKJ as a form of public accountability report obtained data on the assessment and performance measurement of Malang Regency Education Office institutions.

1. Evaluation of the performance of the Malang Regency Education Office has not reached its maximum in terms of indicators.
 - The way of work shows the quality of work that does not meet the target.
 - Communication within the institution is not well established, and
 - Employee participation is also not good.
2. Implementation of the Balanced Scorecard as a Benchmark for Institutional Performance.
 - Customer satisfaction is in the good category based on the results of the Community Satisfaction Survey (SKM) data. However, the results of this measurement are feared to be subjective because it was carried out by an internal agency, not an independent party (BPS) from the Central Bureau of Statistics.
 - Budget realization has not met the target as seen in the details of the budget ceiling and realization for 2021.
 - Internal processes on the quality and access to educational performance of institutions have not been fulfilled optimally.
 - Learning and growth are quite good, improving institutional performance is carried out by evaluating the institution's potential on a regular basis, continuously (continuous improvement) and creating sustainable growth.
3. Dispendik performance achievements have not been maximized, for this it is a record of program improvements in the coming year in order to achieve maximum performance results.
4. There needs to be an adequate effective communication network within the institution so that the process of extracting information between components related to the process of preparing a Performance Report can run as it should.

5. Malang Regency Education Agency needs and continues to make improvements through more innovative development and performance measurement using the Balanced Scorecard method with a broader key performance indicator approach so as to be able to provide maximum service and performance accountability.
6. As another form of commitment in increasing accountability for the performance of the Education Office, the process of extracting information that supports the implementation of tasks and a thorough evaluation of the implementation of policies and strategic choices needs to be carried out continuously, systemically and involves all components of the institution so as to be able to assess program needs with indicators measurable, realistic and anticipatory towards changes that occur in the environment.
7. As an adaptive and responsive attitude, constructive criticism and suggestions are highly expected as feedback for improving research on the assessment and performance measurement of educational institutions in the future.

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