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The fluctuation of school-based management implementation

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Abstract

The main goal of this study is to evaluate policy and implementation of school-based management in Junior Secondary Schools in some cities based on studies of qualitative and quantitative approaches carried out in the Directorate of Junior Secondary Schools, the Ministry of Education and Culture, Junior Secondary Schools in Banten and Padang Indonesia. As a result, at a national level, the Central Government has made regulations concerning school-based management and has provided funds that allow schools to implement SBM. In conclusion, the successful implementation of school-based management principles is supported by accountability, transparency, partnership, community participation, and education autonomy.

Keywords: Community, participation, school, management, transparency.

La fluctuación de la implementación de la gestión escolar

Resumen

El objetivo principal de este estudio es evaluar la política y la implementación de la gestión escolar en las escuelas secundarias secundarias en algunas ciudades basándose en estudios de enfoques cualitativos y cuantitativos llevados a cabo en la Dirección de escuelas secundarias secundarias, el Ministerio de Educación y Cultura, Junior

Escuelas secundarias en Banten y Padang Indonesia. Como resultado, a nivel nacional, el Gobierno Central ha establecido regulaciones sobre la gestión escolar y ha proporcionado fondos que permiten a las escuelas implementar el SBM. En conclusión, la implementación exitosa de los principios de gestión basada en la escuela se apoya en la rendición de cuentas, la transparencia, la asociación, la participación de la comunidad y la autonomía educativa.

Palabras clave: comunidad, participación, escuela, gestión, transparencia.

1. INTRODUCTION

Currently, efforts to improve the quality of human resources through education are still reaping criticism and challenges and some even are seen as a failure. Among the problems and challenges facing by the implementation of education, include 1) low quality and accountability of governments, especially those responsible for education issue, 2) management of education has not run effectively and efficiently, and 3) educational development budget is not yet adequately available. The quality of education is strongly influenced by the educational cost provided by the state. Besides, the reality in the field still shows that there is still quite a high level of dropout rate, low level of school enrollment rates and learning achievement, unprepared human resources in school management, fewer concerns given by the community about school progress, the community consideration that school management is a government responsibility.

There are also some efforts to solve the problem of low education level by improving regulations in central and regional levels.

Such policy usually relates to the efforts of updating curriculum, increasing the budget for education, improving and complementing of educational facilities and infrastructure, improving quality of educator and educational staffs, and improving quality of educational management implementation. Specifically, in improving educational management, it can be implemented by improving autonomy and decentralization of educational management in any unit levels effectively, efficiently, transparently, and accountable based on minimum service standards. For example, the Government issued a policy of School Committees and policy of Fees and Contributions to Education Costs in Basic Education Units.

As a form of realization on the desire for reform and democratization of education as stated above, the government of Indonesia makes policy in the field of education by implementing a model of School-based management (SBM). Even though some still argue that SBM has long effects on teacher commitment (Nir, 2002), and other requirements such as certain basic resources, effective school-support system, regular information, and motivational element of the school principal, it was actually implemented in countries such as Canada, Australia in 1970, Hong Kong, Chile, China, Germany, Poland, Russia, Uganda, and Zimbabwe, and in the USA, New Zealand began in the 1980s.

SBM is believed as a way to improve student achievement and takes at least administrative control, professional control, community control, and equal control. SBM is also believed as a way to increase

the involvement of teachers, students, officials, principals, and parents. In addition, it also increases independence, responsibility, and accountability of school. In Indonesia, this model was introduced in 1999, on quality-based management of quality improvement (MPMBS) using national subsidy of quality management operational assistance. MPMBS is a forerunner of SBM implementation in Indonesia.

Implementation of SBM has actually shown positive indications because it can spur school potential in order to achieve better school performance. Most (56.28%) of piloting the implementation of SBM is known to have an implementation with good management despite poor economic conditions and 30.34% of implementation with good management even in economic conditions. In the international context, SBM can: 1) improve the quality of graduates, 2) increase the opportunity for the local decision, 3) improve the effectiveness and efficiency of financing (Coleman, 1984). According to Rodriguez & Slate (2010), SBM can increase the quality of educators, which in turn will improve the achievement of learners. When the school principal is given more authority or autonomy to manage a school, he/she will manage better school later.

The findings of the school-based management study indicate that the implementation of school-based management in Indonesia still creates unavoidable problems. In addition, there is still low level of school manager knowledge regarding school-based management, lack of appropriate professional development for school leaders, and lack of

role clarity between principal and school council as well as inadequate parental participation. There is actually a very complex problem of school-based management, related to curriculum and learning, students, educators and education staff, facilities and infrastructure, funding, the relationship between school and community, and culture and environment of the school.

Some studies and reports in other countries also show that the level of community participation in school-based management is extremely low. Moreover, the role of school committees is still limited to community relations, school facilities, and other administrative areas of school management. Furthermore, the implementation of SBM has met limited success. Most school principals report that though they have the autonomy to make decisions, they also reveal that they cannot make significant changes. In addition, autonomy is measured only as perceived by principals, without attention to the perspectives of stakeholders.

2. RESEARCH METHOD

This article was written based on a policy evaluation study conducted at 1) Directorate of Junior Secondary School, Ministry of Education and Culture (Hadiyanto, 2014), 2) District Office of Education in South Tangerang city, Hadiyanto (2016) by involving policy makers in both institutions as informants, 3) quantitative study in 46 Junior Secondary Schools in South Tangerang City and 4) 32

Junior Secondary Schools in Padang city. The first and second studies were carried out using mixed research approach Johnson & Cristensen (2008), and Gertler (2007), which qualitative and quantitative data of policy evaluation were collected at almost the same time, in a single study. This study used the Goal-Attainment model Vedung (1997) and was reinforced by Haas & Springer (1998) by reviewing policies and programs made by the Ministry of Education and Culture and the District Office of Education in South Tangerang City. The third and fourth studies used a quantitative approach, relying on data collection through questionnaires, then it was analyzed by comparing between school groups.

3. RESEARCH FINDINGS

The policies and programs of the Central Government regulating school-based management which are managed by the Directorate of Junior Secondary Schools, Ministry of Education and Culture are as follows.

- 1) The Directorate of Junior Secondary School, Ministry of Education and Culture has implemented various programs and activities to implement the mandate given in the article 51 of Law Number 20 of 2003 concerning National Education System, and article 49 of the Republic of Indonesia Government Regulation Number 19 of 2005 concerning National Education Standards. Among the programs that emphasize on the implementation of SBM are piloting

International Standard Schools, National Standard Schools, Management of School-Based Quality Improvement, School-Based Quality Improvement Programs. The Central Government also cooperates with foreign donors to conduct SBM development such as Decentralized Basic Education Program, and Regional Education Development and Improvement Program.

2) There are adequate Central Government programs supporting the implementation of school-based management implemented by the Directorate of Junior Secondary School, even though they have not been fully supported by efforts from district/city government (less adequate). There is existing legislation regulated SBM, but it cannot be applied comprehensively by schools because some of these regulations are not supported by free education policies in the provincial and district level. The SBM program conducted by South Tangerang City is complementary and provides sharing funds for the programs carried out by the Central Government.

3) School development programs for implementing SBM gives flexibility for schools to determine their vision, mission, school goals, programs and school plans, instruction plans and implementation of learning, and budget arrangements according to school needs.

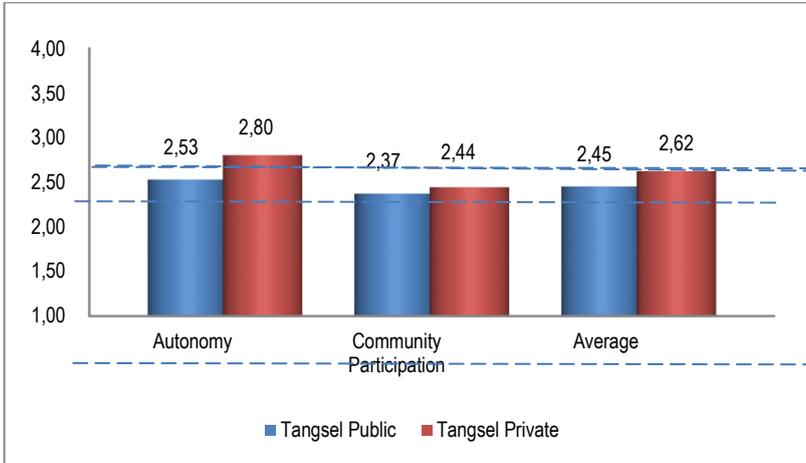
The policies and programs of District Office of Education in South Tangerang City governing school-based management are as follows.

1) School development policies and programs to implement school-based management in the PPMBS program in the City of Tangerang Selatan are implemented equitably, both for public and private schools. However, the Fund of Education Operational Assistance (BOP) from the City Government still only covers public schools and has not provided equal opportunities to private schools.

2) Policies and programs regulating school-based management in South Tangerang City have not all been responsive or sensitive to the community conditions in South Tangerang City. Prohibition given to schools to receive community participation does not correspond to the needs of schools that have not been fully fulfilled by the Central Government and Government of South Tangerang City.

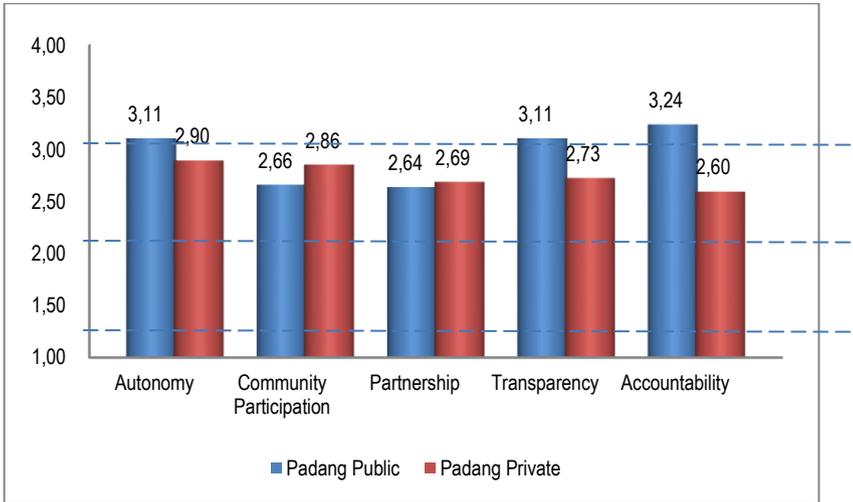
The quantitative study on 46 Public and Private Junior Secondary Schools in South Tangerang City shows that autonomy of education in public junior secondary schools in South Tangerang City (2.53) is lower than that in private junior secondary schools (2.80), but the difference is statistically insignificant. The average

of education autonomy in public and private junior secondary schools in South Tangerang City is (2.67) as in high category.



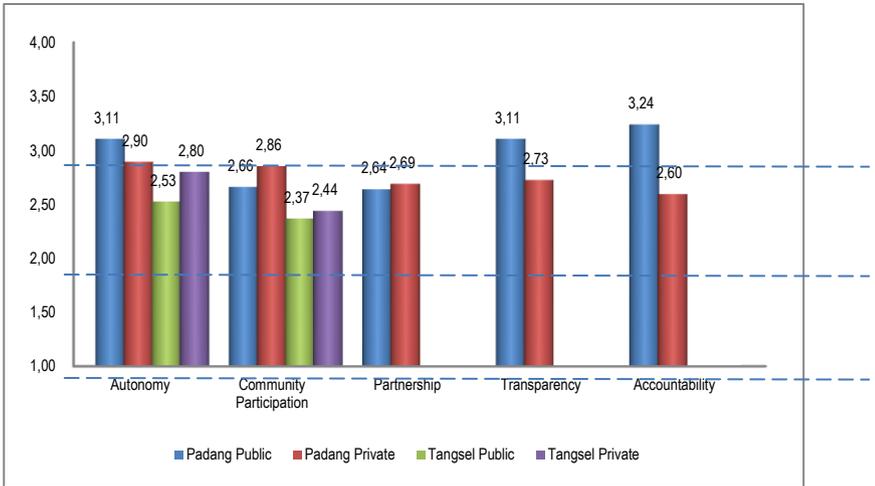
Graph 1: Autonomy and Community Participation in School Based Management in Public and Private Junior Secondary schools in South Tangerang City

In addition, Graph 1 shows that community participation in the implementation of public junior secondary schools in South Tangerang City (2.37) is a bit lower than that in private junior secondary schools (2.44) but statistically it is insignificant. The average of community participation in public and private junior secondary schools in South Tangerang City (2.41) is categorized as average and almost high. In general, among both principles, the implementation of school-based management in private schools (2.62) is higher than that in public schools (2.45). While the quantitative study on 32 public and private junior high schools in Padang City, West Sumatra, can be described by the following graph.



Graph 2: Implementation of School-Based Management in Public and Private Junior Secondary Schools in the City of Padang

Graph 2 above shows that in general, the implementation of the five principles of school-based management in the City of Padang is in the high category. The principle of accountability (3.24) in public schools is the highest among other principles, followed by transparency (3.11) and autonomy (3.11) in public schools. It is very reasonable that the principle of community participation and partnership in public schools is slightly lower than in private schools since the government supplies budget for public schools. Description of autonomy, community participation, partnership, transparency, and accountability in the SBM implementation in both regions is shown in graph 3 as follow:



Graph 3: Autonomy and Community Participation in Public and Private Junior Secondary Schools in Padang and South Tangerang Cities

Graph 3 shows a comparison of SBM achievement by South Tangerang (Banten) and Padang shows data illustrating autonomy and community participation aspects for education in South Tangerang City is not higher than Padang city.

4. DISCUSSION

There is a binding obligation of SBM Implementation based on government policy for each school. SBM implementation is an obligation for all schools in each region. There should be any strong aspects as the SBM pillars by obtaining high scores of community participation, partnership and autonomy aspects. These three aspects are the main strong pillars for SBM implementation besides

accountability, transparency and professionalism. Successful SBM requires a high level of community participation and partnership based on awareness by stakeholders of education responsibility in their regions. The comparison of study results conducted above shows that autonomy and community participation aspects for education in South Tangerang City have not been higher than in other cities, such as Padang City. This shows that autonomy and community participation in education management cannot be built in a short time and is a variable that can be influenced by other factors.

SBM success is a success of educational decentralization built by consistent and relevant regulation between central and regional levels, one regulation and others about education standardization. The uproar of SBM implementation is caused by inconsistently applied regulations and leads to confusing by implementers mainly school party. The differences between public schools and private schools in South Tangerang are caused by the influence of Regulation on the prohibition of community participation. School principals and community were confused by rapidly changing school management regulations. In recent years, the Government of Indonesia issued Regulation of Ministry concerning Prohibition of Tuition Fee on Elementary and Junior Secondary schools, in which public schools are not allowed to collect tuition fees from the community.

In 2012, the Government of Indonesia issued Regulation of the Ministry of Education and Culture concerning Charges and Donations of Education Tuition on Basic Education. Based on this regulation, the

community is allowed to contribute education funds to schools through school committees as long as they are managed transparently and accountable. The district office of education has also implemented the regulation of the Ministry of Education and Culture concerning School Committees and the Government Regulation concerning Management and Administration of Education regulating community participation in education implementation (Rincon-Flores et al., 2018).

In contrast, there is no mayor regulation as stated above in Padang city. So, school principals in Padang city have more autonomy in school management so that it leads to their authority to invite partnership with other agents, community participation, and manage schools transparently and accountably. To improve SBM implementation, it is suggested that principal performance must be improved since principal vision, and performance will lead to school quality and success of school-based management.

A successful SBM is one with the ability to create the school as a learning organization with the autonomy to develop learning innovation and success in receiving graduate success through the relevant learning process. The success of SBM implementation depends on the role of leaders in developing school capacity, mainly in the context of SBM is upholding its success keys, namely vision, decision-making authority, power, knowledge and skills, information, rewards, leadership, and resources. Also, the regional government must support fully successful SBM Realization program enabling the school to obtain necessary capacity, namely clearly articulated vision, the

development of new skills and capabilities in council members, and the provision of adequate time and financial resources.

SBM implementation can be said to be successful when there is a result showing an improved number of students obtaining education service, better education service quality, decreased number of failing grade and better school productivity in terms of increasing number of student registration and number of graduate students, better relevance of school implementer, existence of fairness in education implementation, improved involvement of stakeholders, better school climate and work culture, better teacher and school staff prosperity and existence of democracy in education implementation (Nurkolis, 2003).

5. CONCLUSION

Based on the data analysis and discussion conducted in the previous section, conclusion of this study as follows: 1) The Directorate of Junior Secondary School has carried out its function to disseminate implementation of school-based management through some policies and programs using national budget and seeking financial assistance in cooperation with donors from other countries. 2) The District Office of Education as the pilot project for implementing SBM has sought suitable assistance funds. However, the rules regarding free education in each district/city make people apathetic towards education implementation. 3) All principles of school-based management are implemented variously by junior secondary school

principals. 4) The successful implementation of school-based management principles is supported by accountability, transparency, partnership, community participation, and education autonomy.

Success of MBS implementation can be seen by upholding SBM pillars namely by the growth of education professionalism and education staffs as well as learning service; improved community participation in school progress mainly supports of funds, facility and positive thinking; transparent education management in terms of program and accountable finance; as well as school autonomy to find out and develop school innovation.

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