Evaluation on School Based Management implementation in Elementary School at Tomohon City, North Sulawesi

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Abstract

This research was focused on the the efectivity of School Based Management (SBM) components implementation. The objectives is to describe the effectiveness of the implementation of the SBM program, using descriptive analysis with objective oriented evaluation approach. The results showed that the implementation of SBM programs, as a whole, was effective with the exception of few components which were considered less effective. The following propositions was recommended: (1) improvement of the effectiveness of MBS implementation by formulation of strategic and operational policies, (2) policies that ensure the sustainability of schools development program, (3) development of thought of praxis SBM program in view of socio, economic and cultural diversity of the society and the region.

Keywords: effectiveness, autonomy and decentralization, professionalism

1. Introduction

This research is based on a concern of national education problem, that is, the low competitiveness in Indonesian education. *The Global Competitiveness* 2011 report shows that among 139 countries, the competitiveness ranking of Indonesian education declined from 44th (2010) to 46th in the world. The other Asean countries' increased, such as Malaysia increase from 26th to 21th, Singapore from 3rd to 2nd, and Philipine from 85th to 75th. The low compepetitiveness of Indonesian education shows the low performance of education institutions, including schools. The concern of this education competitiveness and performance is related to the development in strategic environmental education because of either the paradigm shift in development from centralization to decentralization or the globalization effect.

School-based management (SBM) is an effort of education management reformation. The basic idea of SBM program implementation in schools is to improve performance of various education institutions so that it can improve the education quality and competitiveness by giving the authority and autonomy to the schools.

Emphirically, the low performance problems of education and school that relates to various things, are observed. Firstly, the impact and effect of globalization impel the school to produce good-quality and competitive graduates. Secondly, the democratization development and demand and the education development paradigm shift from centralization to autonomy and decentralization. The education autonomy and decentralization provide some space for the authority and decision making by every education units for the development of each school. In association with province/local government and parents and society, the school is given authority to arrange, plan, and manage all potential resources for the school development to the better quality direction. Thirdly, in order to the autonomy and decentralization, the management reformation in education becomes an imperative need. MBS is one of management mode that is applied in order to education management reformation, that is appropriate with the autonomy and decentralization demands. Fourthly, the MBS implementation in Indonesia, including North Sulawesi, particularly in Tomohon is so strategic either in the context of management reformation in education, the education quality improvement, or in finding and arranging success propotitions or problems in SBM implementations.

Conceptual description about program evaluation starts from the description about evaluation essence, evaluation research, and program evaluation. Fitzpatric said that the evaluation is a method to assess. This assessment includes: (1) *determining standard for judging quality and deciding whether those standard should be relative absolute; (2) colletcing relevant information; and (3) applying the standards to determine value, quality, utility, effectiveness, or significance (Fitzpartic, 2004:5).*

Evaluation research and program are two different substances but cannot be separated. Evaluation research is research activity that is information collection about achieved result by a program that is systematically executed using scientific methodology so it can produce accurate and objective data. Stufflebeam defines evaluation research as the following: *evaluation research referred to an evaluation (that is a judgment) based on empirical*

research and subject to the criteria (Stufflebeam, (2007:267). Wollmann defines the evaluation research as the following: *Evaluation research as an analytical tool, involves investigating a policy program to obtain all information pertinent to the assessment of its performance, both process and result; second evaluation as a phase of the policy cycle more generally refers to the reporting of such information back to the into the policy making process.(Wollmenn, (2011:2).*

Program evaluation has important position in a management cycle. McDavid and Hawthorn said that program evaluation or *performance measurement* as a chain-link of *Performance Management Cycle (*McDavid and Hawrthorn, 2008:16) to measure the effectiveness of management performance itself. In the relation with the program evaluation, Owen said that evaluation can be performed in the context of (1) *evaluation as the judgment of worth of a program, (2) evaluation as the production of knowledge based on systematic enquiry to assist decition making about a program. (*Owen, 2006:18*).*

SBM in this research is understood as a management model that contains autonomy and decentralization sense in management by giving authority to the school to manage the education resources, development plan, monitoring, and evaluation by engaging the *stakeholders:* the parents, government, and people. Hindriks sees in two authority perspectives: the first is in the scope of school autonomy that is "*the operational empowerment of the principals and teachers*" (Hindriks 2011, 2), and the second is the given authority to an institution or corporation which serves as *school governing board*. The two important scoopes of autonomy through SBM are the school authority (the school principal and the teachers) and the authority of society in Indonesia that is known as school committee. Both of these institutions have the authority of planning and management for school development.

The SBM implementation in Indonesia is a part of education management effort, in line with the development paradigm shift from centralization to decentralization. In practice, the SBM implementation in Indonesia is applied in the linkages of schools, society, and government. It means that in its implementation, school does not run alone but together with society and government. Bambang Indriyanto suggest three approaches that are used, i.e. (1) *school approach*, (2) *community approach*, and (3) *district approach* (Indriyanto, (2010:6-7).

Comprehensively, Hon Keung Yau and Alison Lai Fong Cheng defined MBS as follows: *School-based management can be defined as a system where there is a significant and consistent decentralization to the school level of authority to make decisions related to the allocation of resources, with resources defined broadly to include knowledge, technology, power, material, people, time and money and to work as the collaborative school management cycle which integrates goal-setting, need identification, policy-making, planning, budgeting, implementing, and evaluating systematically* (Yau dan Cheng, 2011:110).

Bell in Gabriel Telleria wrote about objective-oriented approaching as the following: "*The Objectives-Oriented approach specifies objectives and determines the extent to which the objectives have been met (Bell, 2000). An objectives-oriented evaluation typically begins with an outline of the broad project goal, followed by more specific objectives. Indicators are chosen to determine if and how well each objective is achieved. Data is then collected and compared. Each objective is examined at the end of the project to determine if they were met and to what extent* (Telleria, 2008:3).

Objective-oriented approaching puts the objective formulations as the beginning guide, and evaluation is conducted to determine the achievement of various formulation of a program. It means that the formulated objectives be an indicator and important criteria to evaluate the achievement of objectives of a program.

Objective-oriented program evaluation requires the need for evaluation criteria. McDavid and Laura Hawthorn suggest that objective is the main criteria in every program evaluation activities. McDavid and Hawthorn divides that objective into *intended objective(s)* and *intended outcome(s) (*McDavid and Hawthorn, 2004). *Intended objective(s)* is the expected objective as output of a program. While *intended outcomes* is impact, and not only as *output* or achieved result of a program. Each objective has a number of indicators to evaluate the achievement or no achievement of a program. Therefore, the indicator formulation becomes a main part in a program evaluation activity. The indicatior is definition component of each conducted program objective. Definition component itself is a standard that measure the quality, low or high, achieved or not-achieved objective of a program.

2. Research Method

The research approaching is qualitative and evaluative research. This research aims to obtain empirical and analytic overview about objective achievement that is measured in the problem aspects: (1) the effectiveness of SBM concept and formulation elements implementation, (2) SBM effectiveness in increasing internal and external society participation through the role of school committee, (3) the execution effectiveness or the SBM

program feasibility in Tomohon, (4) SBM effectiveness in Education Unit Level Curriculum (KTSP) implementation, and (5) SBM effectiveness in improving the elementary teacher professionality in Tomohon.

Based on the criteria references mentioned above, value ranges and meanings for research instrument as follows:

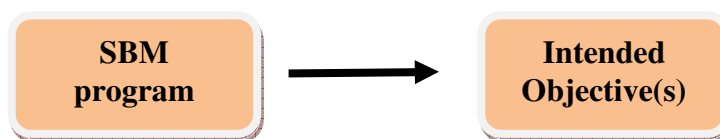Table 1. Instrument value range and meaning

Value	Value Meaning	Effectiveness Level
1	Do not implement all components, or the feasibility and result were not good	Very ineffective
2	Implement small part of components, or the implementation and its result is deficient	Less effective
3	Implement some part of components, or the implementation and its result is good	Quite effective
4	Implement most components, or the implementation and its result is very good	Effective
5	Implement all components, or the implementation and its result is excellent	Very effective

The implementation and its result for each aspect indicator are evaluated with descriptors as follows:
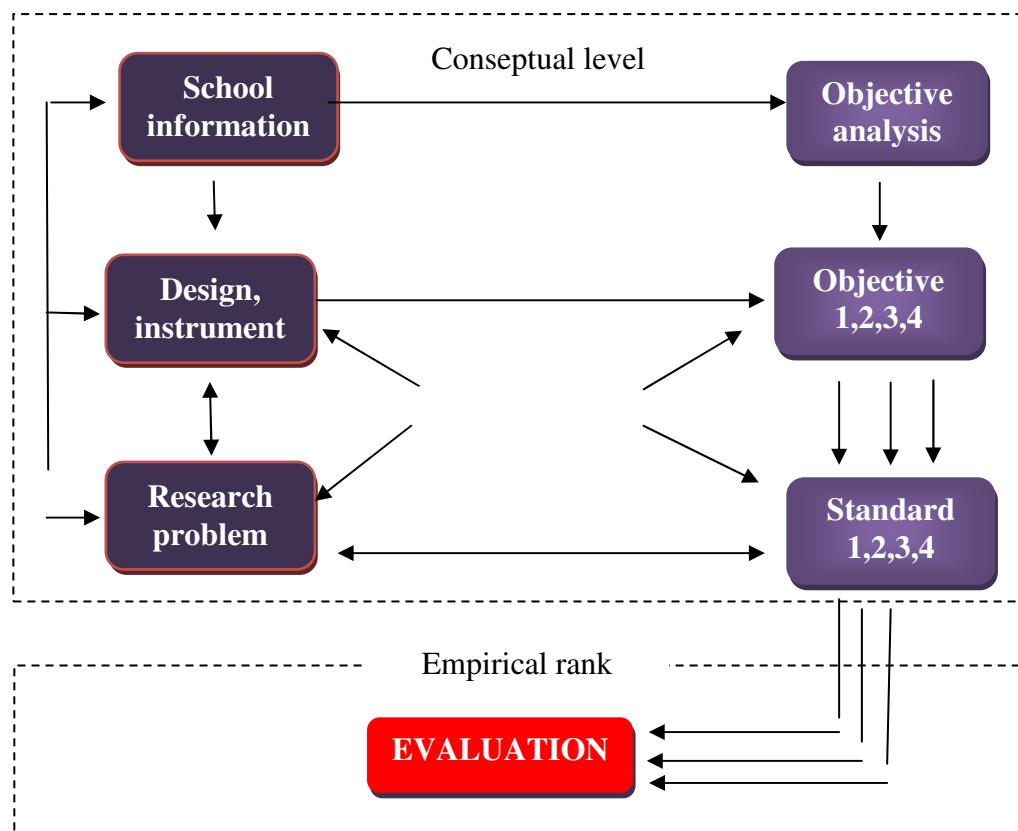
Table 2. Instrument descriptor

Value	Effectivenss Level	Descriptor
1	Verry ineffective	Do not implement any component, standard criteria aspect
2	Less effective	1% - 25% in compliance with component, standard criteria aspect
3	Quite effective	26% - 50% in compliance with component, standard criteria aspect
4	Effective	51% - 75% in compliance with component, standard criteria aspect
5	Very effective	76% - 100% in compliance with component, standard aspect and criteria

The evaluation of SBM implementation effectiveness is conducted by using *objective oriented evaluation approach,* i.e. the evaluation is conducted on the expected objective achievement of SBM program implementation in school. The basic framework of implemented evaluation is described as follows:

Picture 1. The basic design of SBM program

Based on the basic design of evaluation, this research design is compiled as in the Picture 2.

Picture 2. Research Design

Research is conducted in six elementary schools that are SBM in Tomohon, with the data sources that amount to 46 people which consist of school principals, teachers, and school committee member. The conducted activity in order to collect data is school visiting, questionnaire answering, interview and discussion, supporting information collecting, and data clarification. The collected data is in the form of school informations, documents like vision, mission, and school objectives; School Development Plans (RPS), Education Unit Level Curriculum KTSP, Lesson Implementation Plans (RPP), and Syllabus. It conducts some steps to assure the validity of data: the credibility, transferability, dependability, and confirmability. Data is analyzed quantitatively with the percentage unit, and presented in graphs, table, and/or picture.

3. Research Result and Discussion

The effectivity of SBM program implementation in elementary schools in Tomohon city, have not overall demonstrated the effectiveness in achieving objectives of the SBM program implementation. The evaluation result shows that there are some aspects of SBM program implementation problem which are considered to be effective, and the other aspects that are considered to be less effective. The evaluation results and resulting propositions for each problem are presented as the following:

3.1 Implementation effectiveness of SBM components.

Aacd Generally, based on the evaluation result on the effectiveness of BMS component implementation, it is acquired the image that in terms of the SBM components availability and feasibility there are very effective component implementation, that is rated by 40.22% of respondents, and 38.48% rate as effective. There is also component implementation that is rated by 2.83% of respondents as less effective. The components that are rated as effective are (1) vision, mission, and school objectives, i.e. available and formulated clearly, understood, and always socialized, and (2) organization structure governance and regulation. The components that are rated as less effective are (1) decision making, (2) resources, curriculum, and learning management (3) the information system availability and implementation, and (4) facilities and infrastructures.

This research result shows some important SBM elements in strengthening the SBM implementation, i.e. the vision and mission clarity, and the governance and structuring of decision making. In addition, there are elements that are rated as less effective in SBM implementation, i.e. the weakness in resources, curriculum, and learning management, and the availability of information system, facilities and infrastructures. It means that the last mentioned elements are different with the thought of Mc David dan Hawthorn. It is due to resources empirical condition: the human resources, facilities and infrastructures, and the information system availability. The suggested theory by McDavid and Hawthorn is based on the different assumption especially the difference of empirical condition between Indonesia and developed countries.

From these results, it can be formulated some proposition about implementation effectivity as follows:

a. Effective vision, mission, and objective have characteristic SBM that formulated clearly, contains excellent characteristics, understandable, realistic, future-oriented, and have socialization and implementation strategy. These characteristics relates to SBM implementation in school.

b. SBM program provides a very spacious room for each education or school unit in making effective decision with a high level of feasibility. The decision making standard mechanism of a SBM program allows the decision making and the decision itself to be effective.

c. SBM governance effectiveness requires (1) vision, mission, and objectives clarity, (2) having organization structure, (3) school development plans, (4) resources availability, and (5) monitoring and evaluation system. The elements reflect the accountability in the governance of an organization or in this context, each education unit

3.2 Internal and external participation effectiveness

Overall, the effectiveness of both internal and external participation by 43.91% of respondents is rated as very effective, 21.74% rates quite effective, and 5% rates less effective. The most conspicuous internal participation is from school side. School is seen as very effective and continuously presents activity and progression report to school committee and parents. External participation is seen to have been effective by almost respondent. While 5% of respondent rate as less effective both internal and external participation. The conspicuous external participation in fact is performed by parents. The participation that is seen as less effective is the education government service involvement and school committee activity in implementing the supervision function.

From the research result, it shows that participation is a fundamental element in each SBM program and implementation. The essence and objective of SBM is to improve the society and school member participation in school implementation and development. Various literature reviews also shows that participation is a SBM fundamental element (Kerri L. Briggs and Priscilla Wohlstetter). Two participation scoopes that are usually performed are in planning and supervision activities. Planning activities are commonly performed with school committee that is a mediator between school and parents. Through school committee, parents are involved in school Budget Plan (RAPB) composing.

From the initiative to participate point of view, it is seen that initiative itself does not become a strong characteristic for teachers, students, and parents yet. The participations are more conducted by the school initiative, and do not show strong characteristic of an autonomous participation yet. Based on the evaluasi result, it is concluded that the higher space areas of active participation and initiative will encourage more the SBM implementation effectivity in school implementation, than the space area of mobilized participation.

3.3 The Effectivity of SBM program implementation

The SBM program implementation in schools by the most respondent (48.04%) is rated as very effective, 39.35% of the respondents rate as effective, 9.78% rate as quite effective, and 2.83% rate as less effective. The implementation of planning ascpect is seen very effective. It is parallel to the evaluation result on the SBM components implementation, i.e. vision, mission, objective, and school program. The availability of vision, mission, objective, and program is a minimal standard that must be owned by each school. The conspicuous components are (1) the availability of management documents, (2) the implementation of curriculum and learning program, and (3) the implementation of educator and education personnel development program. From the result of this research, it is found that the effectivity of SBM program implementation is related with the availability of (1) management policy, (2) management program, (3) policy and management program socialication, and (4) management manual.

Nevertheless, a good planning aspect is not strong enough to support the implementation of infrastructure management, financing, and partnership with other agencies. There are some problem aspects that need attention i.e. the implementation of infrastructure management, financing, and partnership. The problem aspects relates to

the availability and fulfillment of the minimum standar of management.

The research result about the SBM problem implementation above strengthens the performance management cycle as proposed by McDavid and Hawthorn. It means that effectivity of a program is largely determined by various aspects, start from the planning, strategy composing, developed management system implementation, to critical evaluation on the management performance itself. The various aspects relate each other

3.4 SBM implementation in improving KTSP effectivity

Overall, SBM implementation in improving KTSP effectivity is seen effective. 50.43% of respondent rate as highly effective, 36.30% rate effective, 10.87% rate quite effective. Even though there are some aspects that are rated by 2.39% of respondent as less effective. KTSP implementation components that are rated as effective are (1) RPP which is elaborated from syllabus, (2) evaluation implementation with the description outlines that are elaborated from syllabus, (3) learning process that use *multi resources,* (4) RPP formulation that is conducted together. It means overall, the planning, implementation, and evaluation aspects in KTSP implementation have been effective.

The effectivity of the KTSP implementation strengthens the proposition of SBM progam effectivity in improving curriculum effectivity in schools. From this research result, it is found that curriculum (KTSP) implementation effectivity requires the fulfillment of some condition as the following:

a. The fulfillment of content standard which is elaborated in syllabus. Permendiknas No 41 tahun 2007 suggests development standard and syllabus elaboration into a Lesson Implementation Plans (RPP). It means that the effectivity of curriculum implementation effectivity needs learning tools in the form of RPP that is elaborated from syllabus. This RPP is a tool in effective curriculum implementation.

b. The fulfillment of learning process standard such as the RPP availability, the fulfillment of an effective learning process requirements e.g. the availability of facilities and infrastructure, teachers and education personells, learning media, and good class management system.

c. The fulfillment of evaluation process standard. The evaluation process standard includes the fulfillment of the good assessment principles, assessment instruments and techniques that meet the criteria of validity and reliability, and standard mechanism and procedure.

The important note that needs to be proposed is the research result on teachers' RPP documents. There are many substantive weaknesses that found, i.e. objective formulation or competence, both standard competence and basic competence that are not comprehensive and synchronized with basic competence. The teaching material development and learning strategy selection also need to be improved. The evaluation system instruments do not guarantee its content validity and construction.

3.5 SBM program effectivity in improving the teacher professionalism

SBM program is rated by 40.22% of respondent as very effective, 38.48% rate effective, 18.48% rate quite effective, and 2.83% rate less effective. This assessment is based on some teacher professionalism indicators, i.e. (1) educator certification and almost teacher have the educator certification, and (2) standardized teacher event in learning process that covers students' early potential identifying activity, learning problem indentifying activity, learning objective determining and standard RPP formulation activity, information technology utilizing for the sake of learning, evaluation implementation through standard mechanism and analyze and following up the conducted assessment result.

It founds some strategic factors in teacher professionalism development, i.e. (a) Human resources development planning by school must be formulated in RPS, (b) human resources, especially teacher and education personnel, management: placement and utilization, job description, promotion, and teacher professionalism capability development and improvement program; (c) guaranteed self-development space by school, and (d) the availability of *support system* e.g. career development policy both by school and government.

Strategic factors in the teacher professionalism development strengthen various research and theories inventions that are suggested by Owen and Fitzpatric, and the empirical study by Bambang Indriyanto for Indonesian condition. It means when they face standard criterias, much teacher performance, such as in SPR composing and/or RPP, is under the standard. This finding also strengthens the opinion that implementation effectivity of an innovation (SBM) would be strongly determined by teacher professionalism.

4. Conclusion

The conclusion of research result about SBM program implementation in elementary schools in Tomohon city can be formulated as the following:

1. The implementation effectivity of SBM elements

    SBM elements implementation in elementary schools in Tomohon, overall effective . The elements that are rated as very effective and effective are (1) vision, mission, and school objectives because they are formulated clearly, easily understood, and always be socialized, (2) the governance and arrangement of organization structure. Meanwhile, there are some elements that are rated as less effective, i.e. (1) decision making, (2) resources, curriculum, and learning management, (3) the availability and implementation of information system, and (4) facilities and infrastructure.

    The implementation effectivity of each SBM elements has standard criteria that must be fulfilled both in the availability aspect and its implementation. The availability of all aspects in each component has been a pre-requirement for the good and effective component implementation. There are some availibity aspects that become the standard criteria, i.e. (a) policy, (b) written guide, (c) program, (d) implementation system and mechanism, (e) physical availability, and (f) well-documented. The implementation aspects have standard criterias that relate to (a) authority and its clarity, responsibility, function and job description, (b) clear authority, duty, and responsibility distribution, (c) the involvement of all related elements, and (d) knowledge, perception, capability, and skill about MBS of the principals, teachers, and school committee.

2. SBM effectivity in improving the internal and external participation

    The internal and external participation are rated as effective and quite effective. The conspicuous internal participation of the school is in the form of continuity of school progress and student learning result report to the school committee and parents. The teacher and students involvement is considered quite. The conspicuous external participation is parent participation in school activities in the form of encouragement for the students, contribution, and donations.

    Internal and external participation is more driven by school initiative. Initiative that growth from inner-self or is autonomous has not been a characteristic that underlie participatory behavior in various school activities. The wider active and autonomous participation space would encourage the school development effectiveness more than mobilization by school or others. There are also some require media to encourage the participation improvement, i.e. (a) effective communication between school, parent, school committee, and others, (b) open or available space for participation of all parties, that are policy, program, and activities, (c) openness, clarity, and usefulness of a policy or program, (d) effective socialization strategy through various media: direct and printed and electronics, and (e) wider and more effective institutional cooperation.

3. The effectivity of SBM program implementation

    SBM program implementation in elementary schools in Tomohon is rated as effective. The assessment aspects about the implementation include planning, implementation, and supervision aspects. The implementation of SBM program components that are seen effective are the availability of planning, curriculum and learning documents, and teacher and education personnel components. Nevertheless, there are implementations of program components that are rated as less effective, i.e. facilities and infrastructure management, funding and financing, and institutional cooperation. There are some standard criteria in improving the effectivity of SBM program implementation in schools. The criteria aspects consists of (a) the availability of management policy, (b) the availability of management guide, (c) the availability of management program, (d) the availability of supervision program, and (e) the availability of development program.

4. SBM effectivity in improving the KTSP implementation effectivity

    The implementation of Education Unit Level Curriculum (KTSP) is rated as effective and quite effective. The evaluation aspects include the fulfillment of (a) curriculum content standard, (b) learning process standard, and (c) evaluation standard of learning result. Nevertheless, it founds some substantive weakness, i.e. objective or competence (competence standard and basic competence that is not comprehensive yet) formulation that is not synchronized with the indicators. Its evaluation and instrument do not guarantee its validity and construction.

    There are some standard criterias for KTSP implementation effectivity, i.e. (a) the fulfillment of planning standard that is packed through the Lesson Plan (RPP), (b) the fulfillment of learning process implementation

standard that is developed by innovative steps, use various learning resource, supported by the effective usage of learning media, and (c) the fulfillment of evaluation or learning result assessment standard criteria.

5. SBM program effectivity in improving the teacher professionalism

The SBM program effectivity in improving the teacher professionalism is rated as effective and quite effective. The evaluation aspects on the teacher professional skills include: (a) the suitability of teachers' skills and competence with the performed teaching duty, (b) teachers' skills and professionalism in learning implementation, (c) teachers capability in assessing the learning result, and (d) teacher skills in formulating the lesson plans in the class and outside.

Some SBM program strategic factors that encourage teacher professional skills, i.e. (a) school development program plans through RPS, (b) education resources and its personnel management: recruitment, positioning, promotion, and self-development, (c) the guarantee of school authority and autonomy for the school development program, and (d) the availability of support in the form of government policy in SBM program implementation as management model to improving education quality

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