

# Community Participation Deficits in the Implementation of School-Based Management in Indonesia

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## Abstract

This research aimed to identify the problems in the implementation of school-based management in Indonesia. The subjects of the research are 155 people consisted of 59 school principals, 52 school supervisors, 21 officers of Department of Education, and 23 elementary school teachers originated from 9 provinces, namely the Special Region of Yogyakarta, Central Java, East Java, South Sulawesi, Bali, Central Sulawesi, East Nusa Tenggara, North Maluku, and Central Borneo. The subjects of the research were the representatives of their respective regencies/cities in each province which have implemented the CLCC program of UNESCO and UNICEF. The design of the research was quantitative to describe the attitudes, opinions, behavior, or typical characteristics of the population and embracing survey as the procedure. The data collection used open questionnaires and the answers to the questionnaires in the form of various types of problems in the implementation of school-based management faced by the respondents of the research. The researcher analyzed the data collected through descriptive statistics analysis technique. The results of the research show that the community participation deficit is a dominant problem in the implementation of school-based management faced by the government of Indonesia.

**Keywords:** community participation, school-based management, Indonesia

## 1. Introduction

A concern whether or not regional governments, especially schools, can implement the school-based management does not stop the government of Indonesia from applying it. Therefore, to improve educational quality in Indonesian public schools, the government started to implement the concept of school-based management in 2001, which refers to School-Based Quality Improvement Management (MPMBS) books issued by the Department of National Education including. They include the 1st book entitled *The Basic Concept of MPMBS*, the 2nd book entitled *Planning and Implementation of Program*, the 3rd book entitled *Monitoring and Evaluation Guidelines*, the 4th book entitled *Manners and Orders Guidelines*, and the 5th book entitled *Contextual Teaching and Learning*. Hitherto, the government continuously encourages the implementation of school-based management, and it expects good responses from schools on such educational autonomy. The school-based management responsibilities are the feedbacks reflected in principals' actions and behaviors relating to the educational management autonomy in educational units. Such units consist of the principals and teachers supported by the school committees in managing the educational activities. Bandura (2012:316) states that nowadays, the development of school-based management relates to the way school-based management has created partnership and participation process in decision making at schools.

The findings of a result conducted by Solomou, Nicolaidou, and petros (2016:718) show that the level of school autonomy has an influence on the principal's job satisfaction and work-related stress. Such school autonomy is a characteristic of an educational system. The policy makers have suggested decentralization as a method to improve the educational quality. However, its potential in the regional sector is still debatable (Chann, 2016:131). Governments all over the world use different forms of decentralization for educational reform, which based on their political and financial perspectives. For example, Korea has a feature of political decentralization while upholding the fiscal federalism (Jeong, Lee, Cho, 2017:12). Arar and Romi (2016:191) show that there are higher and prominent improvements on pedagogy, organizational structures, and participation in decision making of schools which have experienced the school-based management rather than the other two types of schools. There is also a visible improvement in budget management which is more transparent in schools which started to apply the school-based management. The researcher also found that the teachers at schools which have experienced the school-based management have the highest level of job satisfaction. Meanwhile, teachers at schools which have not applied the school-based management have the lowest level of job satisfaction. A dimension which has the greatest influence on teachers' job satisfaction is teacher participation in decision making.

## 2. School-Based Management

In Indonesia, the principles of independence, justice, transparency, partnership, participation, efficiency, and accountability have become the foundations of school-based management successfulness as well as failure. The government provided higher entitlement to schools in managing their resources and in encouraging the participation of all stakeholders as the implication of and response to the school-based management with the expectation of school independence development. The school-based management responsibilities can be seen on

the feedbacks reflected in the form of actions and behaviors of the school community related to educational management autonomy in educational units. Such units include the principals and teachers assisted by the school committees in managing their educational activities.

The findings of research performed by Beidokhti, Fathi, and Moradi (2016:159) in Iran also show that the principle of school-based management combined with participative management is one of the approaches adopted by the majority of the piloting countries in the effort to develop the school management efficiency and to enhance the quality of students' academic progress. Such matters are important to be the considerations of the policy and decision makers of the educational system. School effectiveness is related to the quality of its administrator. A school principal is an essential factor in improving the school quality towards its best performance. The research findings of Daud (2015:693) state that an effective role of a principle leads to effective implementations of the school vision and mission and more efficient school resources management. School-based management is a feature of educational system within the last few decades. The school-based management refers to boost the participations from the parents, students, teachers, officials, principals and the beneficiary from local community and organizations to improve school independence, responsibility, and accountability. The results of a study carried out by Moradi, Hussin, and Barzeg (2012:2143) show that the indicators such as educational system management, curriculum, budget, educational content, and the role of the principals, teachers, educators, and students need a good management since they give contributions to educational quality refinement.

### **3. Community Participation**

A study conducted by Khattri, Ling, Jha (2012:46) shows that the introduction of school-based management has a comprehensively positive effect which is statistically significant, even though it is small, on the average test result at schools located in 23 regencies in The Philippines. This study recommends other countries which initiate the reform of school-based management to determine the model and theories of change and the evaluation mechanism. Such evaluation needs not only to give more accurate estimations of the reform effectiveness but also to obtain answers for policy-related questions regarding with the design and implementation of reforms in different socio-cultural contexts.

The school-based management and the policy of decentralization require community support and participation to achieve the goal of education. Leer (2016:80) states that the decentralization proponents think that the school quality and efficiency can improve by involving the community in decision-making to ensure a more responsive school towards educational needs. Decentralization has substantially various effects during its implementation, bearing in mind that the implementation of this reform depends on the local resources and capacity of management. The forms of community participation may vary significantly. For instance, in Banda Aceh, the community participation is reflected in the form of the community involvement in the efforts of Disaster-Preparedness education and the application of knowledge management strategy to create individuals who can take appropriate actions to save lives (Oktari, Shiwaktu, Munadi, Syamsidik, Shaw, 2015:300), the involvement of indigenous people in Australian policies (Lea, Thompson, McRaea, Williams, Wegner, 2011:321), and the community participation in cancer controlling activities (Townsend, Pinkerton, McKenna, Higgins, Tai, Steele, Susan, Derrick, Brown, 2011:104). The country of Mexico introduces school-based management, a reform which provides cash aid to school committees to improve the student learning. The implementation of school-based management in Mexico shows that the school committees monitor the utilization of cash aid. However, there is not any significant improvement in parents' participation in other regions. The research findings show that the positive impact of the program observed is the tendency of schools to provide financial sources for meeting the immediate needs of equipment, material, and infrastructure (Santibañez, Lastra, and Donoghue, 2014:97).

This research aimed to identify the problems of community participation in the implementation of school-based management in Indonesia. Such community participation is in the form of a community institution in each school, commonly referred to as the school committee, which coordinates with the school principal.

### **4. Method**

The research population was 155 people, including 59 school principals, 52 school supervisors, 21 officers of Department of Education, and 23 elementary school teachers originated from 9 provinces, namely the Special Region of Yogyakarta, Central Java, East Java, South Sulawesi, Bali, Central Sulawesi, East Nusa Tenggara, North Maluku, and Central Borneo. The subjects of the research were the representatives of their respective regencies/cities in each province which have implemented the CLCC (Creating Learning Communities for Children) program of United Nations Educational Scientific and Cultural Organization (UNESCO) and United Nations Children Fund (UNICEF).

The research design used surveys via quantitative research procedure to describe the attitudes, opinions, behavior, or typical characteristics of the population (Creswell, 2015:752). The data collection utilized open

questionnaires and the answers to the questionnaires in the form of a list of types of problems in the implementation of school-based management which are faced by the respondents of the research. The researcher used the data to determine the intensity of difficulties.

The data analysis used a technique which made it possible for the respondents to self-measure the intensity of difficulties. The researcher analyzed the data which have been successfully collected via descriptive statistics analysis. The researcher categorized the respondents' answers to such open questions into themes and transformed them into numbers. The researcher analyzed the data to identify the general trends. The entire research process was done through descriptive approach, including data collection, data analysis, until data interpretation and conclusion making. The results of the analysis were further discussed based on the theories and logical reasoning until the conclusion was taken.

## 5. Results

The results of the research display the problems faced by the Indonesian government in the implementation of school-based management, which dominantly related to the community participation. The first problem is the limited roles of school committees in giving permission on school programs (22.58%). The existence of parent and community representatives in the school committees still cannot change their positions to perform better school programs. The second problem is the lack of the presence of male parents (father) at parent meetings at schools (14.84%). Community figures or educational observers have little participation in school development, which is due to their respective activities. The third problem is the remaining small number of schools which cooperate with outside parties (12.26%). Such fact is due to the lack of socializing skill of the schools. The fourth problem is the community participation which is limited on budget (10.97%). There are still a small number of schools which have a program which facilitates more community participation. The fifth problem is the lack of school committee, parent, and community participation (10.32%). Such problem can be seen from the low community participation in the field of education. The sixth problem is the minimum contribution from parents, committee, and the community in the form of ideas related to school development (8.39%). The seventh problem is the community indifference towards the school programs. The fund collection from parents and community for education is still small. There are some discrepancies between the data of suggested scholarship candidates from low-income families and the receivers of the scholarship for students from low-income families (7.10%). The eighth problem is the lack of community understanding and participation in the fields of business and industry and other community potentials (5.16%). The ninth problem is the low proactive community participation in supporting schools quality improvement (3.23%), and the apathetic community towards schools (2.58%). The next problem is the absence of a school program which supports the community participation (1.29%). There are not any agreement documents between schools and their partners. The last problem is the lack of harmonious relationship between schools and the community (1.295).

## 6. Discussion

School-based management is one practice of principal managerial role in Indonesia which is believed to have a positive impact, while other countries experience a deficit in its democratic values. In accord with the statement made by Kimber and Ehrich (2011:179) that the democratic practice in Australian schools tends to have deficits on decision making and the principals' managerial understanding on the implementation of school-based management which has an influence on teachers and students. A more just and contextual approach is necessary to develop and deliver educational initiative in the future, especially for students who are uncared for (Hoskins, Ilie 2017:87). Therefore, it is necessary for school principals to enhance the procedure of community empowerment to develop the vision and ability to foresee the impacts of changes (Androniceanu, Ristea, and Uda, 2015:232).

An exclusive (school) practical and managerial orientation changes have to be administered to community-based management. Schools cannot separate themselves from their basic social situation since education is hanging on the community and its culture. An orientation change indicates that the schools which leave the community and culture will have weakened potentials. Therefore, the orientation of a school as an integral part of the community is necessary.

Changes in such practical orientations are necessary since Darmaningtyas, Subkhan, and Panimbang (2014:9) state that, in primary and secondary schools, the implementation of school-based management in Indonesia is an indication of the emerging of a tendency of liberation. The school-based management application in Indonesia is indicated with the formation of school committees of which role is dominant in collecting fund for replacing broken rooftops or walls. A study performed by Hanafi and Ma'sum (2015:58) indicates that almost all of the roles of the school committee, namely as an advisory agency, supporting agency, controlling agency, and mediator, show that its role as a controlling agency is the most inadequate among all. The issue in school committee role as a controlling agent includes insufficient schools' implementation of the system components (input, process, and output), especially regarding with the components of process and output.

Meanwhile, as seen from other countries which have implemented school-based management, the risk is found on the democratization of educational practices without any relations with the search of financial sources. The implementation of school-based management in United States of America, Australia, or New Zealand is a supporting effort for school democratization, such as in the election of a school's principal, rules of the school uniform, curriculum, course book, and school regulations.

The findings of the result show that the school committee role in Indonesia is still limited to giving permission for school programs. The presence of parents and the community representatives in the school committee still cannot change their positions to perform a good school program jointly. Compared with other countries, the scope of school committee role in Indonesia is still less optimal. The research of Ganimian (2016:33) in the 1990s shows that, in El Salvador, Nicaragua, Guatemala, and Honduras, the implementation of school-based management as a form of reformation allows the community to make important decisions about their schools, which is previously authorized to the assigned state officials. There are two factors which determine the improvement possibility of such school-based management, namely the scope of reform and the level of national investment in it. According to Honduras' case in Guatemala, both factors determine the level of vulnerability of the school-based management reform upon a cessation which is due to changes in the governmental policies, an influence of a non-government organization, or pressure from parents.

There is a lack of the presence of male parents (fathers) at parent meetings at schools. The attendees are dominated by mothers, grandmothers, or grandfathers. Due to their tight schedule, community leaders or education experts have less participation in developing schools. Such condition needs to change through strengthening parent and community participation since it would contribute to the improvement of education quality. As mentioned by Kwan, Cheung, Law, Cheung, S.G., Shin, (2017:53) regarding with such problem, the initiative of the local-based public education program is difficult to be performed due to the apathetic behavior cultivated in the Asian community. Therefore, education programs would be effective by involving the community. In line with the findings of research performed by Taniguchi and Hirakawa (2016:479), school management has been left behind and replaced with community participation to develop the education quality in many countries in Sub-Saharan Africa. Community and parents become the centers of the program since both of them have a direct influence on students' achievement, including the appointment of volunteer teachers, the regulation of additional classes, and cheating during exams. More active parent and community participations improve the school management, which ensures better students' achievement.

As firstly stated above, since 2001, school-based management concept is initiated to enhance education quality in public schools in Indonesia. In 1999, the United Nations Educational Scientific and Cultural Organization (UNESCO), and the United Nations Children Fund (UNICEF) have encouraged school-based management to be applied to Indonesian education; the program was named CLCC (Creating Learning Communities for Children) at that time.

Up until now, Indonesian government continues to apply the school-based management, which is included in the law of national education system and regulated by a governmental regulation. Article 51 of Law of National Education System No. 20/2003 mentioned that "the management of early-age children, primary, and secondary education is implemented based on the minimum service standard embracing the school-based management/madrasah principles. According to Paragraph (1), Article 49 of Governmental Regulation Number 32 Year 2013 on National Education Standard, school-based management principles include independence, justice, transparency, partnership, participation, efficiency, and accountability. As mentioned above, the three foundations of school-based management were then developed into seven foundations, which are in accordance with the scientific, philosophical basis of educational management, empiricism, and policies.

The first foundation includes curriculum and instructional management, which is in accord with the policies of national education standards, especially as the basis or standard of the educational process. The implementation of curriculum and learning is in accord with the national education standard policies, especially as the basis or standard of the educational process, so that the type and form of the curriculum and learning would be in accordance with such standard. Such basis intends to establish graduates who meet or even exceed the standard of competency.

The second foundation is the student management which reflects a low future prospect of the implementation of the school-based management. The results of research performed by Sari and Wiyono (2013:146) show that school service has an influence on student and parent satisfactions. They also show that the service quality, physical evidence, reliability, responsiveness, security, and empathy have influences on student and parent satisfaction. Research implemented by Adams and Marie (2011:354) points out that leadership, time, and social interaction are three determining factors besides the leadership background, and the managerial skill of school principals to perform their tasks well.

The third foundation, i.e. teachers, and teacher management, is not significantly different from the issue of the second foundation. There are bigger threats against teachers from the massive supervision in order to improve the learning quality. The central government manages the issue of teacher fair distribution, yet it should



be managed by the local governments and educational units since they have a better comprehension on their areas. The research findings of Subroto (2011) show that teacher competency empowerment has an impact on teacher performance and education quality. Therefore, good management can be achieved with the assistance of competent teachers and staff. Such research findings, especially on the teacher performance, will certainly influence the students' learning motivation. The findings of research conducted by Widoyoko and Rinawati (2012) state that teacher performance affects students' learning motivation. Sequentially, teacher performance includes: learning material mastery (0.758), learning managerial skill (0.683), learning strategy mastery (0.271), and students' learning outcomes scoring mastery (0.216). The findings of the research conducted by Dekawati (2011:213) point out that secondary education, professional training, and participation in scientific forums have an impact on teacher performance of as much as 61.62%. Therefore, the effectiveness of teacher development, namely in the forms of secondary education, professional training, and participation in scientific forums can be categorized as effective.

The fourth foundation is education funding, which relates closely with the fifth foundation, i.e. infrastructures and the sixth foundation, namely community participation. The discussion of such three foundations would show how they are related, overlaying, and how they can be blunders in the community. Instead of achieving a good school-based management process, these three foundations are threatening and eliminating each other. In compliance with the research findings of Wongkar in Usman (2010:142) which found that educational planning still has not been implemented based on the educational planning principles and methodology. This condition is evidenced by the phenomenon of procedural, substantial, and integration aspects of educational planning development at schools.

The last foundation includes school culture and environment. Conducive and innovative school culture and environment for the students' learning process can be achieved through cultivating disciplines on students since different backgrounds determine the teachers' competence and characters at schools. Besides school culture, school environment also has an influence on the achievement of schools' vision and missions. School environment consists of all physical and physiological aspects which form the typical characteristics of each school. From their research, Utari, Surya, and Rahmawati (2013) found that schools can form their environments by enhancing their quality which focuses on all school components, i.e. input, process, and output.

Usman (2010) relates the foundation of school culture and environment to their basic philosophical aspect. Human behavior is formed by the interactions between people, the organizational climate (organizational contexts), and the adhered system. Such interactions, either jointly or independently, interact with their external environment. The interaction of the four factors affects the behavior of the education management. In general, the foundation of school culture and environment can boost the courage to be better. This courage can be found in every foundation of school-based management. The school-based management can run well, not badly, if the principles of school-based management are well-performed based on their seven foundations.

Another finding of this research shows that there is a lack of cooperation between schools and external parties for lack of relationship skill of the schools. It seems that such fact results from the low comprehension of the schools and committee, i.e. narrowed community participation on funds. Some schools still do not have any programs which can strengthen the community participation. Besides, a research performed by Sudith (2011:78) shows that the obstacles to the implementation of school-based management are the low level and the lack of community aspiration upon education, the socioeconomic status of the community, the school target, student availability, independent behavior, program management process, cooperation and participation process, school independence and sustainability.

The school committee, parents, and community have not performed their role well. It can be seen from the low community participation in the field of education. The impact of such a fact is the lack of parent, committee, and community contribution in the form of ideas for school development. In Indonesia, Cahyana (2010:109) defined such condition as the impact of various conditions of the school environment and various needs of students in the learning process, added by the complex geographical condition of Indonesia, often cannot be completely appreciated by the central bureaucracy. The implementation of this program gives some consequences, such as a requirement of high commitment of many parties, i.e. parents/community, teachers, principals, students, and other staff, as well the government, which act as the supporting parties in achieving better educational quality.

There are some indifferent communities who are not interested in school programs. The fund collected from parents and the community is still low. There are some discrepancies between the data of suggested scholarship candidates from low-income families and the receivers of the scholarships for students from low-income families, which can be triggered by the lack of community understanding and participation in the field of business and industry, as well as other community potentials. Meanwhile, the results of research conducted by Shah (2016) found that all of the schools which are assigned to school management authorities rather than the centered education system are more autonomous and have better educational quality. The sense of ownership of the community and their accountability towards school, the community participation in decision making on school

management, students' learning achievements, student performance, the number of students and children-friendly classrooms are higher at schools which have committees, and all aspects also improve.

Besides the abovementioned issues of school-based management, there is still a lack of community understanding and participation in the field of business and industry, as well as other community potentials. Such condition is proven by the low proactive community participation in supporting school quality improvement. Even, there are still communities who are apathetic about schools. It can be triggered by the absence of a school program which supports the community participation, the absence of agreement documents between schools and school partners, and the lack of harmonious relationship between schools and the community.

School-based management cannot be performed well if the principles are not properly performed. The principles of independence, justice, transparency, partnership, participation, efficiency, and accountability determine the quality of the school-based management. Such principles of school-based management are applied and embraced through the foundations of school-based management, namely curriculum and learning, students, teachers, educational funds, infrastructures, community participation, and school culture and environment. The distribution of such seven foundations is found on four educational management functions, namely planning, implementation, supervision, and evaluation. The implementation quality of the school-based management can reflect the implementation quality of such principles. A bad implementation of such school management principles can be a flaw in school-based management. The school-based management requires a good medium to cultivate. Nowadays, such policy of seven foundations of school-based management implies the negative side of the school-based management.

Some improvements are necessary to achieve the positive sides of the school-based management. Such improvements include good implementation of school-based management principles which can lead to a good school-based management, the issuance of educational policies which can create a good implementation of such school-based management principles, and educational policies should not only regard schools as bureaucratic channels but also as autonomous and decentralized institutions of which implementation remains in the corridor of national education system.

One of the autonomous school activities is community participation. This fact is in accord with the spirit, goals, and components of school-based management. Denim (2010:38) states that school-based management regards schools as autonomous institutions of which implementation is still in the corridor of the national education system. The school-based management differentiates between the practice of decentralization and centralization up to school level. Minarti (2010:46) points out that school-based management can provide educational service which is comprehensive and responsive to the needs of local communities. The aim of the school-based management is to optimize the performance of each substance to achieve the determined educational purposes. Community participation focuses on the communication management between educational institutions and the community. The media of the communication already exist in the form of parent association, school committee or board, educational board or non-governmental institutions which focus on education.

## **7. Conclusion**

The research findings point out the problems faced by Indonesian government regarding with the implementation of school-based management. Such problems dominantly relate to community participation. The problems consist of the school committee role which is still limited to giving permission for school programs. The parent and community representatives in the school committee still cannot gather to create a good school program mutually. The second problem is the lack of the presence of male parents (father) at parent meetings at schools, which are dominated by the presence of students' mothers, grandmothers, or grandfathers. There is a lack of public figure or educational expert participations in school development, which is due to their tight schedule. The third problem is the lack of cooperation between schools and outside parties which result from the lack of relationship skill of the schools. The fourth problem is the community participation which is still limited in the form of funding. There are some schools which do not have any programs to strengthen the community participation. The fifth issue is lack of good participation of the school committee, parents, and the community which can be seen from the low community participation in the field of education. The sixth problem is lack of parent, committee, and the community contribution in the form of ideas for school development. The seventh complication is an indifferent community who are not interested in school programs. The fund collected from parents and the communities who have an interest in education is still low. There are some discrepancies between the data of suggested scholarship candidates from low-income families and the receivers of the scholarship for students from low-income families. The eighth problem is the lack of community understanding and participation in business and industry, as well as other community potentials. The ninth problem is the low proactive community participation in supporting the school quality improvement. The tenth issue is the apathetic behavior of the community to schools. The next problem is the lack of school programs which support community participation. The last problem is the lack of harmonious relationship between schools and the community.

To overcome the problems in the implementation of school-based management in Indonesia, it is necessary to perform a practical orientation change from exclusive (school) management into community-based management. It is required to perform efforts in developing democratization at schools, such as the principal election, regulation of school uniform, curriculum, course books, and school rules and regulation. The implementation of school-based management is conducted as a reform which allows the community to make crucial decisions regarding their schools, which previously entitled to the assigned state officials. The community and parents are the program priorities since they have a direct influence on students' achievements, including the appointment of volunteer teachers, regulation of additional classes, and cheating during exams. Active participations of the community and parents can improve the quality of the school-based management, which leads to enhanced students' achievements. The principles of school-based management are performed and embraced through the foundations of school-based management, i.e. curriculum and learning, students, teachers, educational fund, infrastructures, community participation, and school culture and environment. School-based management is infused into the four managerial functions of education, namely planning, implementation, supervision, and evaluation.

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