Educational Management Based on Community Needs: A New Paradigm of Education Management in Indonesia

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Abstract

Community-based education management is a professional and needs-based education management, because it is based on need so as to provide an opportunity for everyone in the community to enrich science and technology through lifelong learning. Management education based on the needs of the community, then the community decides goals, objectives, financing, curriculum, test standards, teachers and classification, student requirements and so on. Community-based education emphasizes the importance of understanding the needs of society and ways of solving problems by the community by using the potential that exists in society. In Indonesia, the management of education still finds challenges high enough, this is because one of them is the management of education both directly and indirectly still involves several ministries, so that in the management there is a mutual authority, confusion of management, to the sharing of responsibilities that are full of sectoral ego. Not to mention the problem of educators who do not go over, until the management of education is still using a very rigid old method that impact on the ineffective and efficient management of education at the school level. This can only be overcome if the management of education can be done professionally in accordance with the principles and key elements of community-based education, so that the main goal of the implementation of community-based education can be achieved.

Keywords: education management, community-based needs, new paradigm, Indonesia.

I. Introduction

Community-based education management is actually not a new concept, it has begun to appear before the enactment of Law of the Republic of Indonesia Number 20 Year 2003 on National Education System. But in its implementation, there are still many fundamental issues whether it is the management authority that mutually tangle, the confusion of management, to the division of responsibility that is full of ego sectoral. Not to mention the problem of educators who do not go over, until the management of education is still using a very rigid old method that impact on the ineffective and efficient management of education at the school level. Thus, the legitimacy of community-based education management that gets its legal recognition of the concept in the Law of National Education System is still far from expectations.

The term society refers to a collection of people who live in intimate relationships with one another, the social intercourse of a human being or a group of people living together somewhere with certain bonds and rules. According to Soekanto, the term "community" can be translated as "local community", a term that refers to a villager, a city, a tribe or a nation. While the definition of "based" refers to the degree of ownership or sense of belonging by the community. Ownership implies full control over decision-making, but in this context community-based is not meant to "own" or "control", but society becomes an important part of improving the quality of education.[1] According to Michael W. Galbraith in Zubaedi[2] "community-based education could be defined as an educational process by which individuals (adults) become more competent in their skills, attitudes, and concepts in an effort to live in and gain more control over local aspects of their communities though democratic participation".

1945 Constitution of the Republic of Indonesia in Article 31 paragraph 1 states that "every citizen is entitled to instruction" while in paragraph 2 states "the government seeks and organizes a system of national teaching regulated by law". As a derogation of the 1945 Constitution of the Republic of Indonesia, Law of the Republic of Indonesia Number 20 Year 2003 on National Education System, in Article 5 paragraph 1 states that "every citizen has the same right to obtain quality education", paragraph 5 states that "every citizen deserves an opportunity to improve lifelong education". Furthermore, Article 11 states that "the government and local governments are obliged to provide services and facilities and ensure the implementation of quality education for every citizen without discrimination".[3]

The juridical foundation is sometimes far from reality. Our educational condition is experiencing a downturn. According to World Bank data in the report entitled Educational Indonesia: From Crisis to Recovery[4] the downturn is caused by four things namely, the first complexity of organizing education, where there are three

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[1] Syaiful Sagala, Manajemen Berbasis Sekolah dan Masyarakat, PT. Nimas Multima, Jakarta, 2004, p. 157

[2] Zubaedi, Pendidikan Berbasis Masyarakat: Upaya Menawarkan: Upaya Menawarkan Solusi terhadap Berbagai Problem Sosial, Pustaka Pelajar, Yogyakarta, 2005, p. 132

[3] Masdudi, Demokratisasi Manajemen Pendidikan Berbasis Masyarakat, Jurnal Edueksos Vol. III, No. 2, July-December 2014, p. 95-96

[4] Fasli Jalal and Dedi Supriadi, Reformasi Pendidikan dalam Konteks Otonomi Daerah, Adi Cita Karya Nusa, Yogyakarta, 2001, p. 153

institutions that share the central role in education, namely the Ministry of National Education of the Republic of Indonesia, the Ministry of Internal Affairs of the Republic of Indonesia, and the Ministry of Religious Affairs of the Republic of Indonesia.[1] This complexity is fatal because it makes the division of responsibilities and managerial roles, delays and disaggregation of planning and financing systems, and the seizure of authority over teachers between the institutions. Secondly, management practices are centralized, so that education issues can not be resolved effectively and efficiently. Third, rigid education and management, and Fourth, ineffective school-level management.

The community-based education model for the Indonesian context is now increasingly recognized after the enactment of Law of the Republic of Indonesia Number 20 Year 2003 on National Education System. The existence of this institution is regulated in Article 26 paragraphs 1 through 7. Only this law does not use the term community-based education but uses the term non-formal education.[2] Although there is a difference in redaction but in terms of its essence, non-formal education and community-based education are the same, it can also be seen from some books and journals of experts in the field of education that gives the same understanding on both of these.

Griffin defines management as a process of planning, organizing, coordinating, and controlling resources to achieve goals effectively and efficiently.[3] In the context of education, Made Pidarta as quoted by Sulistyorini argued that education management is an activity to integrate educational resources to be centralized in an effort to achieve predetermined educational goals. While the definition of community-based education is a model of educational management that puts the community roles in an autonomous position to determine, organize, and organize education according to aspirations and needs.[4] It can be effective and efficient because the implementation of education according to the aspirations and needs of the community then the education will be right on target.

Community-Based Education is a mechanism that provides an opportunity for everyone in the community to enrich science and technology through lifelong learning.[5] Community-based education in the process of decentralization of education is absolute, because the main element in the new national education must find a growing point of education in the community. The implication of this concept is that communities need to be empowered, given the opportunity and freedom to design, design, finance, manage and assess for themselves what is specifically needed by the community itself.[6] Thus, the concept of community-based education which in the editorial Law of the Republic of Indonesia Number 20 Year 2003 on the National Education System using the term non-formal education is the management of education from the planning stage to the application tailored to what is desired by the community itself as an integral part in the unit education.

Mark K. Smith in Zubaedi,[7] defines community-based education as ".... as process designed to enrich the lives of individuals and groups by engaging with people living within a geographical area, or sharing a common interest, to develope voluntarily a range of learning, action and reflection opportunities, determined by their personal, social, economic and political need". Community-based education can refer to the notion that if something is community-based then something belongs to the community. Ownership implies full control of decision-making. Full ownership means that the community decides on goals, objectives, financing, curriculum, test standards, teachers and classification, student requirements and so on. Community-based education emphasizes the importance of understanding the needs of society and ways of solving problems by the community by using the potential that exists in society.[8] The goal of community-based education in Syaiful Sagala, that is:[9] (1) increase the role of the community to take a greater part in the planning and implementation of education; (2) building a sense of belonging to the community towards the school, a sense of responsibility, partnership, helping to foster developing a school innovation attitude in carrying out educational and multicultural; (3) engage the community in terms of improving the quality and relevance of education by providing greater access; and (4) helping to overcome dropouts, especially at the level of primary education. Starting from that goal, community-based education has a significant role and contribution to improve the quality of education.

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[1] Although according to the authors, the Ministry of Finance and the Ministry of Civil State Apparatus Empowerment and Bureaucracy Reform also took part in the chaotic management of education, especially in the field of budgeting and recruitment of teachers as Civil Servants.

[2] Masdudi, Loc.Cit.

[3] Danim Suparno, Manajemen dan Kepemimpinan Transformasional Kekepalasekolahan (Visi dan Strategi Sukses Era Teknologi, Situasi Krisis, dan Internasionalisasi Pendidikan), PT. Rineka Cipta, Jakarta, 2009, p. 2

[4] Sudarwan Sulistyorini, Manajemen Pendidikan Islam; Konsep, Strategi dan Aplikasi, Teras, Yogyakarta, 2009, p. 13.

[5] Zubaedi, Op.Cit., p. 130

[6] Winarno Surakhmad, Manajemen Pendidikan Berbasis Sekolah Dalam Rangka Pengembangan Pendidikan Berbasis Masyarakat. Kanwil Depdikdas Provinsi Jawa Tengah, Semarang, 2000, p. 16.

[7] Zubaedi, Op.Cit., p. 133

[8] Nurhattati Fuad, Manajemen Pendidikan Berbasiis Masyarakat, Konsep dan Strategi Implementasi, PT. RajaGrafindo Persada, Jakarta, 2014, p. 176.

[9] Syaiful Sagala, Op.Cit., p. 158

Law of the Republic of Indonesia Number 20 Year 2003 on the National Education System is in fact not the ultimate solution of all existing educational management problems in Indonesia, so that the implementation of the Law of National Education System that needs to be improved so that the management of education can be done professionally in accordance with the principles and key elements of community-based education, so that the main goal of the implementation of community-based education can be achieved. Based on the explanation, then the problem to be discussed in this paper is how the reconstruction of establishing education management paradigm in Indonesia? and how the new paradigm concept of educational management in Indonesia?

II. Research Method
The type of research used is social research, using a conceptual approach. Technique of collecting data which is done through library research by studying some national law regulation, textbook, research result, scientific journal, then analyzed descriptively.

III. Results and Discussion
Reconstruction of Establishing Education Management Paradigm in Indonesia
One of the phenomenon of education in Indonesia today is the tendency to escape the responsibility of the community towards education and the abolition of educational institutions from the social-community roots. Another phenomenon is the increasing number of elite schools that involve the role of society with its new model. Indonesia, actually has an indigenous education model of pesantren. The model of this educational institution was born from, by, and to society. In the process of becoming a meaningful educational institution in the process of social engineering, there are three dimensions of the characteristics of pesantren, namely; cultural, educational and social dimensions. These three dimensions make pesantren a typical community-based education that has its own peculiarities and distinguishes it from other educational institutions. In the context of efforts to improve and improve the quality of education, many reform agendas have been, are, and will be implemented such as the enactment of national education legislation and various other legislation. Innovative programs participate in enlivening educational reform efforts such as BBE (Broad Base Education), life skills-oriented education, education for all, competency-based curriculum, school-based management, community-based education, and so on. All this is not just a discourse but has been scheduled as a national education reform effort that must have a goal to save national education as a *soko guru pembangunan bangsa* (teacher as the main element of nation development). Although all the concepts put forward above are not new, but as an innovation is expected to improve the situation and is expected to be realized effectively.[1] In building the paradigm of education management in Indonesia should be done comprehensively with attention to many indicators, especially the principles and key elements in management of education to be run (the management of community-based education).

Conceptually, community-based education is a model of education that rests on the principle of "from society, by society and to society". Education from the community means education provides answers to the needs of the community. Education by society means that the community is placed as the subject or the educator rather than the object of education. The education for the community means the community is included in all programs designed to answer their needs.[2] Community-based education as one of the innovations in education reform in Indonesia is an educational management concept that wants to provide the widest possible opportunity to the community, parents and stakeholders to participate in supporting the improvement of education quality, and in line with that, educational institutions are more oriented towards generating outputs that can be affiliated with the needs of communities and stakeholders. This management model, basically not a new item, but has become a typical typology of management education in Islamic educational institutions such as boarding schools. Islamic boarding schools as an institution born, from, by and to society is one of the ideal types of community-based education management that can be used as a prototype for the development of other Islamic educational institutions, because this is one of the factors that cause pesantren survive in the midst of the times.[3]

Michael W. Galbraith in Zubaedi, argued that community-based education has principles:[4]
   a. Self determination. It means that all members of the community have the right and responsibility to be involved in determining community needs and identifying the sources of society that can be used to formulate those needs.
   b. Self help. The point is that community members are well served when their ability to help themselves has been encouraged and developed. They become part of the solution and build better independence is not dependent because they assume that responsibility is for their own welfare.
   c. Leadership development. The point is that local leaders must be trained in a variety of skills to

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[1] Jamaluddin, Model Pendidikan Berbasis Masyarakat, Education Articles, p. 1.
[2] Winarno Surakhmad, Op.Cit.
[3] Jamaluddin, Loc.Cit.
[4] Zubaedi, Op.Cit., p. 137-139

solve problems, make decisions, and group processes as a way to help themselves continuously and as an effort to develop society.

d. Localization. The greatest potential for high levels of community participation occurs when the community is given opportunities in services, programs and opportunities to engage closely with the living places where people live.

e. Integrated delivery of service. It is intended to establish inter-agency relationships between communities and agencies that run public services in meeting the goals and better public services.

f. Reduce duplication of service. Communities should make full use of physical, financial and human resources in their locality and coordinate their efforts without duplication of services.

g. Accept diversity. Representatives of the widest possible community are required in the development, planning, and implementation of programs, services and community activities.

h. Institutional responsiveness. Service to the changing needs of a continuous society is an obligation of public institutions since they are formed to serve the community.

i. Lifelong learning. Formal and informal learning opportunities should be available to community members for all elements in different types of community backgrounds.

Husain Usman, share two notions of management, i.e. management in the broad sense and management in the narrow sense. Management in the broad sense is planning, implementation, and supervision of organizational resources to achieve goals effectively and efficiently. While management in the narrow sense is the management of schools which includes: planning of school program, implementation of school program, principal, supervisor/evaluation, and school information system.[1] Educational institutions especially Islamic boarding school have been showing their ability to grow and develop on their own power by mobilizing the resources available in the community that became their support base.[2] Hafid Abbas in Nurhattati Fuad suggests there are several main purposes of the application of community-based education, is:[3]

1. Helping the government mobilize local and external resources and improve the role of the community to take part in educational planning, implementation and evaluation of education programs at all levels and types;

2. Stimulating changes in public attitudes and perceptions of school ownership while enhancing a sense of responsibility, partnership, tolerance and multicultural understanding;

3. Supporting government initiatives in strengthening community support to schools;

4. Support the role of communities to develop innovative institutions in the effort to complement, improve and replace the formal school system and improve quality, relevance and efficiency;

5. Helps to limit the problem of drop out.

School or education is indeed an efficient means of social control in keeping *status quo* efforts.[4] In line with this, the goals to be achieved in the application of community-based education, among others:[5]

1. To develop an equitable, efficient, and relevant education service to the needs of the community. Among others, through improving the process and quality of education, because in reality the quality of educational outcomes has not been "match" or not relevant to the aspirations and real needs of society.

2. To change the atmosphere, tradition, and approach to the implementation of a centralized education to a decentralized system of education with a strategy to give authority and freedom in accordance with the potential and aspirations of community needs.

3. Implementation of community-based education as an effort to strengthen democracy, by giving the widest opportunity to the community to be involved directly and actively in the provision of education.

4. Application of community-based education positions educational institutions as agents of change of society according to its peculiarities.

Based on the main objective of the implementation of community-based education which essentially supports the role of community to develop innovative institutions in an effort to complement, improve and replace the formal school system and improve the quality, relevance and efficiency, then to answer the phenomenon of education in Indonesia today which tends to loose the responsibility of the society towards education and the abolition of educational institutions from the social-social roots is to reconstruct the paradigm of education management that still keep using the old method by replacing it with methods that are in line with

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[1] Husain Usman, Manajemen (Teori, Praktek dan Riset Pendidikan), PT. Ikrar Mandiri Abadi, Jakarta, 2013, p. 6.

[2] Zubaedi, Op.Cit., p. 155

[3] Nurhattati Fuad, Op.Cit., p. 88

[4] Paulo Freire, Politik Pendidikan: Kebudayaan, Kekuasaan dan Pembebasan, translated by Agung Prihantoro and Fuad Arif Fudiyartanto. Yogyakarta: Pustaka Pelajar, 2000, p. 195 in Toto Suharto, Konsep Dasar Pendidikan Berbasis Masyarakat, *Cakrawala Pendidikan, Th. XXIV, No. 3*, November 2005, p. 324

[5] Nurhattati Fuad, Op.Cit., p. 91-94

Law of the Republic of Indonesia Number 20 Year 2003 on the National Education System, that is education non-formal or community-based education that had previously erroneously implemented the intent of the Law of National Education System.

New Paradigm Concept of Educational Management in Indonesia

"Management is process of directing and facilitating the work of people organized in formal group to achieve a desired goal"[1]. While the meaning of education in general is a conscious effort made by adult humans who are responsible for helping children to mature. Aware here means that educational activities should be planned because of the desire to change something from bad to good, from being unable to be able.[2] A manager in doing his work must carry out certain activities which George R. Tery and Leslie W. Rue in his book "Principles of Management" are called the management functions, namely:[3]

1. Planning, namely determining the goals to be achieved during the future and what must be done in order to achieve those goals.
2. Organizing, namely grouping and determining the various important activities and giving power to carry out those activities.
3. Staffing, namely determining the needs of human resources, mobilization, screening, training and labor development.
4. Motivating, namely directing or channeling human behavior toward the goals.
5. Controlling, ie to measure the execution with the objectives, to determine the causes of deviations and to take the necessary collective actions.

The management function as proposed by George R. Tery and Leslie W. Rue mentioned above is better known as the "POAC" management function which can be described in cyclical form because of the interconnection between the first and subsequent processes, as well after the implementation of Controlling normally resumed by creating a new Planning.[4] According to Fasli Jalal and Dedi Supriyadi, to implement a community-based education paradigm at least requires five things, namely:[5]

1. The technology used should be in accordance with the conditions and real situations that exist in the community.
2. 2. There are institutions or containers whose status is clearly owned or borrowed, managed, and developed by the community. It requires the planning, procurement, use and maintenance of education outside the school.
3. The learning program to be undertaken must be socially valuable or should be meaningful for the lives of learners or studying citizens. Therefore, the design must be made aware of the potential of the environment and market-oriented, not just academically oriented.
4. The learning program should belong to the community, not the government institution, because so far, the educational institution owned by the government has not been able to generate community participation.
5. Off-school education apparatus does not handle its own programs, but partnerships with community organizations to meet community learning needs.

Watson in Fasli Jalal and Dedi Supriadi suggests that community-based education has three elements, namely:[6]

1. Concerned citizens learn as a basis for developing learning programs and always pay attention to community learning needs, because in fact they know what they really need.
2. Implementation of the program starts from a critical perspective, namely by looking at a conservative, liberal, and critical society. Community-based education that uses a critical approach emphasizes the importance of improving basic community skills, improving existing capabilities in every activity undertaken.
3. Community development that emphasizes the location of learning is in the community. It is intended that the community has a sense of responsibility, has over all activities undertaken, so that the role of society is very large in the education process.

Education paradigm by Tilaar,[7] the main points that must exist in the new paradigm of education, namely: (1) Education is aimed at forming a new democratic Indonesian society. (2) To achieve a democratic society requires education that fosters an individual and a democratic society. (3) Education is directed to develop

[1] Malayu S.P. Hasibuan, Organisasi dan Motivasi Dasar Peningkatan Produktivitas, Jakarta: PT. Bumi Aksara, 2005, p. 2

[2] Dinda Habsyah, Manajemen Pendidikan Berbasis Masyarakat di Pondok Pesantren Pertanian Darul Fallah, Bogor, *Jurnal Manajemen Pendidikan Mprovement, Vol.I, Edisi 1*, 2014.

[3] George R. Terry and Leslie W. Rute, Principles of Management, translated by G.A. Ticoalu, Bumi Aksara, Jakarta, 2014, p. 9-10

[4] George R. Terry and Leslie W. Rute, Op.Cit.

[5] Fasli Jalal and Dedi Supriadi, Op.Cit., p. 175.

[6] Ibid. Op.Cit., p. 188.

[7] H.A.R. Tilaar, Paradigma Baru Pendidikan Nasional. Jakarta: PT. Rineka Cipta, 2004, p. 19

behaviors that can address both internal and global challenges. (4) Education must be able to direct the birth of a united and democratic Indonesia nation. (5) Education should be able to lead to competition in the framework of cooperation. (6) Able to develop diversity towards the creation of a united society above the richness of the diversity of society. (7) Able to make Indonesian people feel proud to be Indonesian.

Referring to the paradigm according to Tilaar, it is necessary to actualize new national education with principles that are adapted to the demands of current needs and developments, namely community participation education, professional education resources, and adequate resources. This actualization implies that the responsibility of education is no longer borne only by the government, but it is also imposed on society. Both have the same concern for the quality and success of education. Community Based Education is a manifestation of the democratization of education through the expansion of educational services for the benefit of the community. Community-based education becomes a community awareness movement to continue lifelong learning in tackling the ever-changing challenges of life. By itself, education management based on community-based education will feature another face that we have alienated educational institutions from the community. As an implication, education becomes a collaborative effort that involves community participation in it. Participation in this context is cooperation between citizens and government in planning, implementing, maintaining and developing educational activities.[1]

Community-based education as a new concept of educational management paradigm in Indonesia should be equipped with a strong and professional management dimension, where between one dimension with other dimensions are interconnected. These dimensions are:

(1) The role of educators and education personnel, human resource management or educators and education personnel in an organization is carried out into five steps of activities, namely planning, selection (including recruitment planning), valuation (mutation, promotion and dismissal) compensation, incentives, benefits, bonuses, and even pensions) including education and training;[2]

(2) Student management or learners, which can be interpreted as an effort to regulate students from the students enter the school until they graduate school. Student management is not only bebentuk recording data of learners but covers a broader aspect that can be operationalally assisting the efforts of growth and development of learners through the process of education in schools;[3]

(3) The management of facilities and infrastructure, management of education facilities and infrastructures can be defined as a process of cooperation to utilize all education facilities and infrastructure effectively and efficiently. This definition indicates that the existing facilities and infrastructure in schools need to be utilized and managed for the benefit of the learning process in schools. this management is intended for the use of facilities and infrastructure in schools can run effectively and efficiently;[4]

(4) Financial management, tuition cost management in the narrow sense is bookkeeping, while in the broad sense is the management and accountability in the use of finance, either from central government, regional or from other sources. Financial management is the process of conducting financial management activities by mobilizing the power of others. Funds or financing is the cost or budget incurred to support the educational process efficiently in the achievement of optimal educational goals. Thus, in the process, financial management begins with a plan that is familiar with budgeting, organizing, budget execution, and monitoring and budget accountability in accordance with applicable provisions;[5] and

(5) Environmental management, the relationship between educational institutions and the public known as public school relation is a form of educational relationship with the community, which in this case tends to be equivalent, reciprocal and interrelated. Educational institutions should know clearly what their needs, expectations and guidance are, and are legally and morally obliged to inform the public about the goals, programs, needs and circumstances of educational institutions. In its implementation, the relationship between educational institutions and the community involves various stakeholders such as: government, learners, educators and educators, parents, non-governmental organizations, universities, corporations, and the wider community.[6]

IV. Conclusion
The main objective of the implementation of community-based education that essentially supports the role of community to develop innovative institutions in an effort to complement, improve and replace the formal school

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[1] Dinda Habsyah, Loc.Cit.
[2] Nurhattati Fuad, Op.Cit., p. 40
[3] Tim Dosen Administrasi Pendidikan Universitas Pendidikan Indonesia, Manajemen Pendidikan, Alfabeta, Bandung, 2012, p. 205.
[4] A. Rusdiana, Pengelolaan Pendidikan, CV. Pustaka Setia, Bandung, 2015, p. 215
[5] Ibid., p. 229
[6] Ibid., p. 53

system and improve quality, relevance and efficiency, then to answer the phenomenon of education in Indonesia today which tends to escape the responsibility of the community towards education and the abolition of educational institutions from the social-social roots is to reconstruct the paradigm of education management that still keep using the old method by replacing it with methods that are in line with Law of the Republic of Indonesia Number 20 Year 2003 on the National Education System, namely non-formal education or community-based education which in the past had erroneously implemented the intent of the Law of National Education System. Community-based education as a new concept of education management paradigm in Indonesia has interconnected dimensions, namely the role of educators and education personnel, student or student management, facilities and infrastructure management, financial management, and environmental management.

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