Practicing School Based Management for School Improvement
(Evidence from Indonesian)

Sitti Roskina Mas and Ikhfan Haris

Faculty of Education, Universities Nigeria Gorontalo, Indonesia

Abstract: Education is a joint responsibility of the government, parents, and the community. The goal is to improve the quality of learning for all students. In Indonesia, at the school level, education autonomy is implemented through the School-Based Management program. Schools and their communities have the authority in decision making related to educational management in their school.

School-Based Management has a strong emphasis on local decision making to ensure effective and continuous school improvement. School-Based Management is not an end in itself unless it can help foster an improved school culture, higher-quality decisions directed to the improvement and above all, improvements in children's learning

The purpose of this paper is to review the School-Based Management (SBM) as a key component of the school improvement process in the context of Indonesia. The first part of the paper attempt to explicate the basic concept and the principles of SBM, Subsequently, the role of the principal in successful SBM will be explained. The paper will also discuss the changing of management in school. Furthermore, resources management and school leadership will be examined in more detail. Finally, the challenges encountered in implementing SBM in the context of education decentralization in Indonesia in Indonesia will be highlighted.

Keywords: school, management, leadership, improvement, community, education.

Introduction

The reform that occurred in Indonesia in 1997 has influenced the move to autonomy in a range of national fields including education (Jalal & Supriadi, 2001; Dori, 1999: Jiyono et. al, 2001). Indonesian National Law number 22 year 1999 gives districts the authority to organize their requirements including education (Government of Indonesia, 1999; Departemen Pendidikan Nasional, 2003). Educational autonomy is not only at district level but continued further down to give autonomy to each school to administer its own educational activities (Bjork, 2006).

At the school level, education autonomy is implemented through the School Based Management program. Schools and their communities have the authority in decision making related to educational management in their school (Jalal & Musthafa, 2001). With the move to local school management, decision making patterns of school administration, leadership and management have changed (Coen & Ramstedt, 2009)

School Based Management aims to improve community participation and active involvement in enhancing the quality, efficiency and equal opportunity of access to education. With this participation and sense of ownership, the school, the principal and the teachers will be able to manage the school more effectively (Chang et. al, 2014; Dimmock, 2013).

School Based Management aims to improve community participation and active involvement in enhancing the quality, efficiency and equal opportunity of access to education. With this participation and sense of ownership, the school, the principal and the teachers will be able to manage the school more effectively (Hargreaves, & Shirley, 2009). The ability of teachers, principals, and the community to apply School Based Management principles is the key to the success of improving the quality of children's education in their schools. In addition, most importantly, through the implementation of School Based Management principles, it is expected that many education outcomes can be significantly improved (Haris, 2016).

Through the implementation of School Based Management, every school acquires the ability to continuously develop and improve its long-term achievements, both academically and financially (Bandur, 2012). The principles of School Based Management implementation include: (1) accountability; (2) transparency; (3) collaboration; (4) bottom-up processes; (5) ownership, as well as participation and autonomy.

In the academic program, School Based Management empowers the whole school community to increase its academic competency. This is done through: (1) the principal taking on a leadership role in curriculum improvement and positive student behaviour management; (2) the principal taking on a leadership role in developing teachers within the school; (3) professional development of teachers; (4) mentoring for continuous improvement in teaching and teachers learning from each other in regular (weekly) meetings to discuss teaching styles, curriculum content, effective learning methods and problem solving.

The ability of teachers, principals, and the community to apply School Based Management principles is the key to the success of improving the quality of children's education in their schools. Finally, and most importantly, through the implementation of School Based Management principles, it is expected that many education outcomes can be significantly improved (Sahlberg, 2011).

School Based Management

School Based Management is an alternative form of managing schools where they have broader authority in making decisions within the national education policy framework (Mohrman et. al, 1994; Duho, 1999). High community participation is a necessary characteristic in School Based Management (Afridi et. al, 2014). Those who are directly involved with students need to have wide access to information. They must have clear views on how to develop education in such a way that children will gain greatest benefit. Continuing development and improvement efforts will place the school as the leader in maintaining ongoing change. This can only be developed through effective school and community based management (Volansky and Friedman, 2003).

The decentralization of education enables the school to have the authority to organize an increased proportion of school management. Over time, increased financial resources will be available to schools. The school has the authority to make important decisions such as the management of the budget, procurement of facilities and recruiting honorary teachers. Schools are well placed to make these decisions with their local knowledge of the needs of their children (Barrera-Osorio et.al, 2009).

The surrounding community will participate in setting priorities and decision making when, for example, the school building/roof is broken after a rainstorm, or if the school has a lack of teachers. The community can immediately work towards finding solutions.

School Based Management (SBM) is an alternative form of managing schools where they have broader authority in making decisions within the national education policy framework (Barrera-Osorio, 2009; World Bank, 2007). The goals of School Based Management are to: (1) improve the quality of education; (2) build the capacity of principals as school leaders and managers; (3) build community participation; (4) build the spirit of achievement in students and teachers across schools; (5) enable decisions to be made at the local level based on local needs and (6) improve the partnership between the family and the school in the education of children as learning occurs at home and at school.

The Principles of School Based Management are commonly found at schools with the following characteristics, where School Based Management is implemented successfully, even though the application of School Based Management may be different in each school: (1) Autonomy; 2) Participation; 3) Ownership; 4) Bottom-up Process Teamwork; 5) Transparency, and 6) Accountability (Everard & Morris, 1996, Bruns et.al, 2011; Cheng, 2004).

School Based Management has a strong emphasis on local decision making to ensure effective and continuous school improvement (Barrera-Osorio, 2004). There needs to be a strong focus on improved learning achievements for all students. For this to occur effectively, principals, school committees and pengawas (supervisor) need to continuously monitor and evaluate school performance. School Based Management is not an end in itself unless it can help foster an improved school culture, higher-quality decisions directed to improvement and above all,

improvements in children's learning.

School Based Management is a potentially valuable tool for engaging the talents and enthusiasm of far more of a school's stakeholders than traditional, top-down governance systems. Moreover it holds the promise of enabling schools to better address students' needs (Elm elegy, 2015).

In striving for school improvement, principals need to play the roles of curriculum leader, facilitator and manager of change (Briggs dan Wohlstetter 2003). They need to encourage teacher interaction and professional discussion during the regular school day. They need to ensure that teachers talk about and observe teaching practices, maintain higher standards of performance, seek out new ideas, and actively become involved in school-wide issues.

The Role of the Principal in Successful School Based Management

The role of the principal in successful School Based Management involves a significant shift in thinking and approach (MacBeath, 1998). The shift is away from principals as supervisors who see their main role as giving instructions. The shift is towards the notion of principals as educational, human and visionary leaders in addition to being efficient and effective managers of schools.

The principal must lead the school to develop its values and associated behavior expectations for students, staff and parents. The principal must then be committed to upholding these values and place student achievement and well-being as the first priority in all decisions.

The principal plays a key role in leading the school community to develop vision, mission, goals and planning. The principal is a key figure in gathering the views of the community and drawing consensus views from stakeholders. These views cover all aspects of school management including teaching, student wellbeing and behavior, finance and facilities. The principal is the key leader in improving curriculum, teaching and learning.

With the move to local School Based Management patterns of school administration, leadership and management have changed (Leithwood et. al, 1999).

Old Pattern	School Based Management Pattern
• Central decision makers	• Local participative decision makers
• Directing	• Facilitating
• Being controlled and organised	• Self motivation
• Avoiding risks	• Managing risks
• Using all funds, in accordance with broad system priorities	• Using money as required and as efficiently as possible in accordance with locally determined priorities within broad system priorities
• Information centred on the authorized parties	• Information available for all of the community

In School Based Management, the emphasis is on the local community and the school taking greater responsibility for teaching and educational decisions, management, budgeting and communication with all stakeholders (Bush & Gamage, 2001).

The role of principal in the Changing Nature of School Management

With the move to local school management, decision making patterns of school administration, leadership and management have changed. An overview of the changing nature of management and the increased need for leadership is presented in the table below. Contextually, the table is a useful basis for schools to discuss their own progress in the evolution of leadership and management in their workplace.

Table 1 Changing Nature of School Management

Old Pattern	School Based Management pattern
Principal as a manager	Principal as a leader (and manager)
Centralised	Decentralised
Central decision makers	Local participative decision makers
Bureaucratic approach	Professional approach
Directing	Facilitating
Being controlled and organised	Self-motivation
Avoiding risks	Managing risks
Using all funds, in accordance with broad system priorities	Using funds as required and as efficiently as possible in accordance with locally determined priorities within broad system priorities
Information centred on the authorized parties	Information available for all of the community

Source: School Based Management Handbook (NTTPEP, 2007)

Basically, a position reflects the status of its holders. The status reflects the roles of its holders. The main roles of school principals as educational leaders are different from other leadership positions. Educational leadership of school principals refers to certain required qualities to be able to undertake the educational roles successfully (Haycock, 2007). What are the qualities of education leaders?: (1) firstly, school principals need to know exactly what to be achieved (vision) and how to do that (mission); (2) secondly, school principals need to have certain competences to undertake the mission to realize the vision, and (3) thirdly, school principals need to have certain character traits to demonstrate their integrity.

It is vital that principals give very high priority to their role as educational leaders. The following framework distinguishes the principal role both in school management and school leadership. The differentiate between school management and school leadership need to be understanding, since in theory and practice there is a basic philosophical difference between management and leadership. They have different purposes and they seek to obtain different outcomes, however in the context of organizational dynamic both are important and has interchangeable functions (Shelton and Darling, 2001; Dembowski, 2007).

Framework below is useful for principals to consider as a framework for their educational leadership responsibilities. All of these components are necessary for effective educational leadership.

Table 2 Principal role between School Management and School Leadership

Principal Role	School Management	School Leadership
Areas of Importance	Necessary but not sufficient	Vital for school improvement
Organization	• School budget • School maintenance • Inventory of school material resources • Completing forms and reports • Data gathering	• Consulting on and establishing the school priorities • Reviewing what the data means to develop improvement strategies • Ensuring a transparent approach to school management • Means of and purposes for student assessment
Curriculum	• Class organization • Purchase of classroom materials	• Teaching methods • Developing classroom management policies and practices

	• School instruction hours • Extracurricular activities	• Attendance • Improved curriculum • Local curriculum needs
Human	• Teacher materials and equipment • Teacher accommodation • Election of school committee • Election of student leaders • Teaching loads and responsibilities	• Establishing school values • Ensuring behaviors are based on school values • Developing student behavior management policies and practices • Teacher mentoring and sharing of good methods • Teacher sharing of areas where they need help to improve • Discussion of student needs • Dealing with gender and children's rights
Culture	• Organizing school committee meetings • Completing the school development plan • Training the school committee in effective meetings • Training school committee executive in their roles	• Vision and mission • Being accountable to the community • Seeking community input • Building good relationships • Mentoring the school staff and community in what constitutes sound teaching • Maintaining confidentiality

Source: School Based Management Handbook (NTTPEP, 2007)

The Challenges of Successful Implementation of SBM in Indonesia

The process of educational decentralization in Indonesia delegates some of the authority in education to regions to make decisions about budget allocation, development, school location, teacher recruitment, principal selection and appointment, teacher training, and local curriculum determination.

Decentralization of schooling is a complex process, which can bring significant change to school systems, empowering schools to: (1) make policies; (2) gain resources; (3) spend the budget; (4) develop teacher training; (5) provide teacher professional development and (6) develop curriculum.

It involves a fundamental change in: (1) the relationship between students, parents and school; (2) the relationship between parents and government and (3) the nature of education.

Contextually, School Based Management can be implemented successfully when: (1) the fundamental goal of the school is better education for students; (2) there is collaboration at the local level to improve the quality of education; (3) there is support from everyone in the school and the local community; (4) schools work towards improvement; (5) schools use a wide range of modern and innovative teaching methods; (6) schools develop all children's potential, by considering the individual learning differences of each child, and in particular, the individual learning differences between boys and girls; (7) there is support from the school social environment, including school and community resources, to achieve targets; (8) processes of planning, implementation, evaluation, and reporting of school programs and school management involve the school community; (9) informal education is implemented at home and (10) education is also implemented through art studios, apprenticeships, extracurricular activities, seminars, etc (Wohlstetter et. al, 1997, Gamage et. al, 1996).

Conclusion

School Based Management has a strong emphasis on local decision making to ensure effective and continuous school improvement. There needs to be a strong focus on improved learning achievements for all students. For this to occur effectively, principals, school committees and pengawas need to continuously monitor and evaluate school performance.

School Based Management is not an end in itself unless it can help foster an improved school culture, higher-quality decisions directed to improvement and above all, improvements in children's learning.

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Finally, greater levels of participation by staff and parents, as well as structures that include all stakeholders in the decision-making process can facilitate improvements in school culture and student outcomes.

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