



REPUBLIK INDONESIA
KEMENTERIAN HUKUM DAN HAK ASASI MANUSIA

SURAT PENCATATAN CIPTAAN

Dalam rangka perlindungan ciptaan di bidang ilmu pengetahuan, seni dan sastra berdasarkan Undang-Undang Nomor 28 Tahun 2014 tentang Hak Cipta, dengan ini menerangkan:

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Judul Ciptaan : **SCHOOL-BASED MANAGEMENT IN DEVELOPING GRADUATE
QUALITY**

Tanggal dan tempat diumumkan untuk pertama kali di wilayah Indonesia atau di luar wilayah Indonesia : 18 Maret 2015, di YALA

Jangka waktu perlindungan : Berlaku selama 50 (lima puluh) tahun sejak Ciptaan tersebut pertama kali dilakukan Pengumuman.

Nomor pencatatan : 000174455

adalah benar berdasarkan keterangan yang diberikan oleh Pemohon.

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**SCHOOL-BASED MANAGEMENT IN DEVELOPING
GRADUATE QUALITY**

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MACRH 18, 2015. YALA THAILAND**

SUMMARY

School-based management is a concept which offers school autonomy to make school policies dealing with the improvement of graduate quality. It is an important factor for school reformation in Indonesia as an effort to prepare independent school management and gain supports from the stakeholders and society.

Along with decentralization of education in Indonesia, the government should maintain and extend the innovation of school-based management to all areas to manifest social justice for all Indonesian leading to guaranteed graduate quality. For that reason, central and regional government along with society are required to maximize funding management to be used effectively for education management.

A. Background

Education quality improvement is both an option and orientation of national civilization improvement as future infestation of long-term national development. This orientation is an absolute action since education is the main medium of development of human resources. Long before the issue of Law No. 20 year 2003 about the national education system, the objective of national education was addressed to the manifestation of a real figure of Indonesian people. For Muslims, this profile is philosophically in line with the guidance of Allah S.W.T which is to manifest a figure of ideal human so called *ulil-albab*.

Meaning : in truth, in the creation of sky and earth, and the change of night and day, there exists signs for thoughtful people .(Q.S Ali 'Imran: 190).

A figure of *ulil albab* possesses characteristics of; being devoted and faithful to Allah SWT, mastering science and knowledge, harnessing science and knowledge for humans' sake, doing all activities in life based on the guidance of Allah SWT. This figure of *ulil albab* is considered a manifestation of an ideal human for he holds the value of faith and devotion (affective), possesses knowledge and mastery of technology (cognitive) and is able to apply what he has in life (psychomotor) (Suderajat, Hari. 2005:3).

In line with the regional autonomy in some regions and regencies in Indonesia, the government provides educational autonomy for schools to undertake school-based management oriented on quality, through the issue of Law No. 20 year 2003 about national education system act 51 verse 1 which states that the management of educational unit of preschool, elementary school, and middle school is conducted according to the standard of minimal service with the principle of school-based management. This law acts as an umbrella of legality for the implementation of quality increase of elementary and middle

school graduates, through the implementation of competence based education in order to create a figure of ideal human with an international quality.

Practically, most schools in Indonesia are still unable to apply school-based quality improvement management as a whole. However, its implementation along with its limitation has been applied by most private schools in relation with organizational management, school infrastructure, employment and finance. Khaerudin (2007:14) states that the decrease of assistance of related institutions of school management in both state and private schools leads to the decrease of school management system, thus it takes ugidanceto construct school programs covering visions, missions, goals, and targets of schools.

Monitoring and supervision are not optimally conducted that there emerge hindrances in evaluating school management. School-based quality improvement management is aimed at the improvement of education quality improvement which is autonomically planned, organized, conducted, and evaluated. It involves schools' stakeholders. In line with that concept, such management is principally autonomy grant for schools to actively and independently develop themselves and carry out education quality improvement based on schools' needs. With more autonomy, schools will achieve more power in managing the system that it will be more independent.

Schools creatively and independently develop learning system in terms of national curriculum implementation based on school condition. They also determine local curriculum, design and implement personnel administration system. Finance, facility and students affair is considered effective and efficient in implementing curriculum based in school condition to address quality improvement in several stages and continuity. At last, it will lead to the improvement of graduate quality.

B. Research Problem

The problem of the research is ‘to what extent does school-based management improve graduate quality?’

C. Discussion

1. The definitions of School-based Management

School-based management is a new paradigm in education field which provides vast autonomy on the school level (society involvement) at the scheme of national education policy.

According to Edmond, as cited by Suryosubroto, it is a new alternative in education management that focuses more on the school independence and creativity. Nurcholis states that school-based management is an alternative for schools as a result of education decentralization. (Nurkolis, 2003).

In general, school-based quality improvement management can be defined as a management model providing more autonomy to schools and encourage participative decision making which directly involves all elements of school (teachers, students, principals, staff, parents and society) to improve school quality according to the policies of national education.

Furthermore, school management is commonly correlated with school administration. There are three different perspectives dealing with that matter; first, administration has broader definition than management (management is a foundation of administration); second, management is considered broader than administration (administration is a foundation of management); and third, management is considered similar with administration.

In this case, the term management shares the same meaning with administration or organization that all ventured efforts are aimed at harnessing sources of both personal and material effectively and efficiently to achieve the goals of education in an optimal way. The definition of management according to Hasibuan is a form of knowledge and art to organize the use of human resources and all other resources effectively and efficiently to achieve certain objectives. this definition explains to us that in order to achieve certain objectives, we are not to work alone yet requiring others to work together.

Based on main functions, management and administration share the same function to: plan, organize, direct, coordinate, control and evaluate.

According to Gaffar (1989), education management is defined as a systematic, systemic, and comprehensive collaborative process to achieve the goals of national education (Hamdan Mansoer, 1989).

2. The implementation of School-based Management

Recently, we deal with a new approach in school management known as school-based management. In the United States, this approach has improved well until nowadays. In 1988, American association of School Administrators, National Association of Elementary School Principals, and National Association of Secondary School Principals issued a document entitled school-based management, a strategy for better learning. This idea emerged as a result of dissatisfaction of school organizers at the operational level of the restriction of policy they obtain to manage schools independently. In general, it is viewed as inability of principals as a result of over dependency towards education contexts. As a consequence, their main role as the ones

in charge of education management is dwarfed by the routine of bureaucrat matters resulting at less creativity.

In Indonesia, the idea of implementing this approach emerges recently in line with the implementation of regional autonomy as a new paradigm of school management. Nowadays, schools act as a medium for central government bureaucrat to hold all political matters of education. All school executives have limited authority to operate schools independently. All policies of school management is commonly made by central government or some higher institutes while schools obey the policies.

School-based management is a serious and complex effort arising several policies, engaging many elements of policy in making decision and holding responsibility and accountability for the consequences. Therefore, all related parties need to comprehend the definition, advantages, hindrances, and influences of school-based management towards students' learning achievement .(Hamdan Mansoer, 1989).

School-based management can be defined as a systematic decentralization on the schools' authority and responsibility to make decision for significant problems related to school management in the framework determined by central government in relation with objectives, policy, curriculum, standard, and accountability. It seems that all government from all nations expects to see school transformation. This transformation is obtained through significant, systematic, and continual changes which results in the increase of students learning result in all setting. It leads to contributions to economic social wealth of nations. School-based management comes up as a strategy to carry out school transformation.

Since the beginning, the government (central and regional) is to be supportive towards the idea of school-based management. They have to believe in principals and

school council to determine how to reach the objectives of education in each school. It is important to possess written agreement containing the details of roles and responsibility of regional government council, regional education institutions, principals, and school councils. This agreement should clearly states the standard used as a foundation of assessment for school accountability. Each school needs to design annual report containing ‘how well school effort is to achieve the goals and targets, how well school harness their resources and what the next plan is’.

Workshops in certain fields as group movement, problem solving and decision making, conflict solution, presentation technique, stress management, and interpersonal communication in groups. These workshops are aimed for all elements of school and society especially at the early step in implementing school-based management. To overcome hindrances in working, principals possibly require additional leadership training. In other words, the implementation of school-based management needs the following requirements:

- a.** School-based management should gain support from school staff
- b.** School-based management will possibly succeed if it is applied in sequences.
- c.** School staff and institutional office must be facilitated with the training of the implementation of School-based management and in the same time they have to learn how to adapt with new roles and communication channel.
- d.** It is necessary to provide financial support for training and time allotment for staff to have a coordination regularly.
- e.** Central and regional government should delegate their authority to schools. Later, the principals delegate this authority to teachers and students’ parents.

Several obstacles in implementing School-based management are the lack of interest, the less efficiency, different views of several groups, the need of training, lack of understanding of the roles and responsibilities and the difficulties in coordination.

3. School-based management in improving graduate quality

The concept of School-based management is a new policy which is in line with the paradigm of decentralization in government. It is required a certain strategy that will be able to improve graduate quality. The strategies used to create a conducive prior-condition to apply school-based managements are (1) increasing of capacity and commitment of all school elements, (2) building democratic, transparent, accountable school culture, (3) having cooperation from central government to hold the role in monitoring and evaluating, and (4) developing program model of school function.

Management of school quality improvement (including graduate quality) is a method of quality improvement which is based on the schools themselves by applying a set of techniques based on the availability of qualitative and quantitative data and harnessing all school components for the continuity of quality and ability of school organization to fulfill the need of students and society. In quality improvement (MPM), there exists an effort to a) control of existing process in schools in the forms of curricular activity of school administration, b) involve diagnostic and action process to carry out the diagnose, c) engage participation of all parties : headmasters, teachers, administration staff, parents, students, and experts.

Principles of graduate quality improvement management are: (1) quality improvement must be undertaken in school, (2) quality improvement can only be conducted under good leadership, (3) quality improvement should be based on data and facts in either qualitative or quantitative form, (4) quality improvement must employ and involve all

elements of school management, (5) quality improvement requires school to assist students, parents and society (Hand out, pelatihan calon Kepala sekolah: 2000)

D. Success strategy of the implementation of school-based management

Some principles of school-based management which are applied as the references for schools are school autonomy, flexibility, participation and accountability to achieve the target of school quality.

According to Wohlstetter dan Mohrman, dkk. (1997), there are four authorities and three prerequisites to be organizationally possessed by school to implement school-based management. They deal with: (1) power to make decision, (2) knowledge and skill to make wise decisions and manage the system professionally, (3) required information to make decisions, (4) rewards for achievement, (5) instructional guidance (learning), such as the formulation of school visions and missions focusing on learning quality improvement. (6) Leadership in efforts of creating cohesiveness and focus of improvement and reformation, and (7) supporting resources.

In addition, the implementation of school-based management should also pay attention to the characteristics of management itself in terms of input, process and output. Comprehension towards the principles and characteristics of school-based management will lead the schools to a better implementation of such management. As a result, the expected education quality can be achieved and guaranteed as it is carried out in a participative, transparent and accountable way.

According to P.H (2001), the implementation of school-based management is a continual process that involves all elements who are responsible for education matters in schools. For that reason, the main strategies should be carried out. they are as follow.

First, publishing the concept of school-based management. This publication is conducted to all school members covering teachers, students, vice principals, counselors, staff, and all related elements (parents, supervisors, and others) through conferences, discussions, scientific forum, and mass media by considering the system, culture and school resources. Second, conducting situational analysis. This analysis will unveil real challenges that the schools will encounter. These challenges refer to the gap between recent situation and the ideal/ expected situation. Therefore, the difference of inappropriateness scale between the recent situation and the ideal one will yield the existing challenges.

Third, formulating situational objectives achieved through the implementation of school-based management according to real obstacles. Readiness criteria of each function and factor should be determined. This criteria is used as a standard to measure readiness level of each function and factors. Fourth, identifying involved functions to achieve situational objectives and those requiring supervision. To achieve situational objectives, it is necessary to identify the functions to be engaged and other factors requiring supervision. These functions cover the improvement of curriculum, teaching and administration staff, students, school academic climate, relationship of schools and society, facilities and other functions.

Fifth, determining readiness level of each function and factor through SWOT (strength, weakness, opportunity and threat) analysis. This analysis is conducted to evaluate the readiness level of each function to achieve situational objectives. since readiness level of each function is determined by readiness level of each factor embedded in each function, SWOT analysis should be taken to observe all factors of either internal or external functions. Readiness level of each factor should be appropriate. At least, it meets all requirements to achieve situational objectives which is stated as power (for internal factors)

and opportunities (for external factors). Inappropriate readiness factors which do not meet the requirements of readiness measure is considered weaknesses (for internal factors) and threat (for external factors).

Sixth, determining steps of problem solving that is about all actions required to change function from being not ready to being ready to use. To achieve situational objectives, it is necessary to take actions resulting in the readiness of functions. These actions are commonly called steps of problem solving that basically involve actions to transform weaknesses or threats into strengths or opportunities. It can be done by making use of one or more factors of strenghts or opportunities.

Seventh, designing plans of short, medium, and long term along with the programs to manifest those planning. This plan can be undertaken in a participative way and based on problem solving. Schools do not always possess sufficient resources to conduct school-based management that it is necessary to construct priority scale for short, medium and long term.

Eighth, conducting programs for realizing short-term planning of school-based management. Ninth, conduction supervision and evaluation of the result of school-based management. The supervision can be used as feedback for improvement. In addition, evaluation result can be used to measure the level of achievement of situational objectives which has been formulated.

Nurkholis (2003:132) mentions nine strategies to succeed the implementation of school-based management. First, school must have autonomy over four areas; authority and policy making, simultaneous knowledge and skills development, information access, awards rewarded to successful parties. Mulyasa (2005:41) states that one form of school autonomy is the policy to develop curriculum refereeing to competence standard, basic competence,

content standard and model of learning along with evaluation system must be organized by school which is adjusted with the needs of students and society in a flexible way. Second, there should be an active role of society in terms of finance decision making for curriculum and learning/non-learning activities. Schools must interact with their surroundings to manage their system since schools are parts of society. Participation from both society and students' parents is not only about financial matters, but also about their ideas to improve schools' quality. As an example, the society can participate in planning and improving educational programs.

Third, the existence of powerful school leadership will be able to move and make use of all school resources effectively. Principals must be inspiration for the development of schools in general. In school-based management, principals have a role as designers, motivators, facilitators and liaisons. Therefore, the appointment of principals should be based on managerial ability and leadership, not on the status level.

According to Mulyasa (2005:98), principals are a 'key figure' of the success of developing education quality in school by applying school-based management. Therefore, principals should have missions, visions, insight of managing schools effectively and professional competence to apply school-based management manifested in the activities of planning, leadership, management, and supervision. They are also required to cooperate with all related parties dealing with educational programs in schools. In short, the implementation of school-based management, they have to take roles of educators, manager, administrators, supervisors, leaders, innovators and motivators.

Fourth, there is a democrat decision making process in effective school council. In making decision, principals need to develop an atmosphere of democracy and pay attention

to peoples' voice. Consumers such as students and their parents along with society and teachers are the ones to get good service from principals.

Fifth, all parties should comprehend their own roles and responsibility. For this reason, these should be a publication of the concept of school-based management.

Sixth, the availability of guidelines from the related department of education will encourage educational process in schools efficiently and effectively. According to law of the implementation of school-based management in Law No. 25 year 2000, and Law No. 20 year 2003, department of education is expected to provide a guidance as a regulation in implementing school-based management which is not restricting and reining.

Seventh, school management should be transparent and accountable which is realized in annual accountability report. Accountability is considered a form of schools' responsibility towards all stakeholders. Therefore, schools are to be organized in a transparent, democratic, and open way towards all aspects for all related parties.

Eighth, the implementation of school-based management must be addressed at the achievement of school performance especially for the increase of students' learning achievement.

Ninth, implementation begins with publication of school-based management concept, indentification of each role, capacity building, providing training for the new roles, implementation in learning process, monitoring and evaluation, having improvement.

Besides that, the implementation of school-based management needs supports of supportive school climate that is conducive to create secured, comfortable, and regulated circumstances so that learning process will be effective and enjoyable. School climate will lead to an effective learning process which is focusing on the concept of *learning to know*,

learning to do, learning to be, and learning to live together. To realize it, it is necessary to equip schools with sufficient educational infrastructure and appropriate learning sources.

E. Conclusion

School-based management is a concept which offers school autonomy to make school policies dealing with the improvement of graduate quality. It is an important factor for school reformation in Indonesia as an effort to prepare independent school management and gain supports from the stakeholders and society.

Along with decentralization of education in Indonesia, the government should maintain and extend the innovation of school-based management to all areas to manifest social justice for all Indonesian leading to guaranteed graduate quality. For that reason, central and regional government along with society are required to maximize funding management to be used effectively for education management.

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