

Opportunities for the Implementation of School-Based Management in the Eastern Area of Indonesia

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This study aims to know the implementation of school-based management in the eastern area of Indonesia. The researched areas consist of 10 provinces and 35 respondents (the principals of primary schools). The research sample was determined by using a stratified random sampling technique with representatives from regencies/cities in each province in the eastern area of Indonesia. The data analysis was done descriptively through collecting, arranging, organising, synthesising, presenting and analysing the numerical data. The research results showed that the most compelling indicators of the opportunity to implement school-based management in the eastern area of Indonesia are policy type, policy impact, transparency, task division, policy substance, school independence, the improvement of school quality, policy scope, policy implementation and teacher guiding. The indicators that should be improved are planning, program evaluation, reporting, time suitability, time benefits, utilisation, organising, procurement, people's participation, decision making, accountability and teacher quality. The indicators that should be restored due to their low quality are the assessment of teachers' performance, supervision, the number of teachers, time efficiency, cost efficiency, time allocation, cost sources, cost types and cost-effectiveness.

Keywords: *opportunity, school-based management, eastern area of Indonesia.*

INTRODUCTION

The opportunity for the implementation of school-based management in the eastern area of Indonesia indicates that this national policy could be well applied. Since the late 1990s, school-based management has become a national policy due to the law of the national education system and the features of schools in conducting their organisation. The last 20 years have provided momentum to investigate the opportunity for the implementation of school-based management. The research results from three sources (Amalia, 2012; Jones et al., 1998; Bandura, 2012) show that the eastern areas of Indonesia have been left behind in implementing school-based management and education quality. There are the other negative aspects that should be avoided by schools in applying school-based management, like education commercialisation (Solihin, 2017).

Central and regional governments have made a great effort to conduct activities in the form of technical guidance and training. This training supported school supervisors, principals and teachers regarding school-based management. Decentralisation and regional autonomy support and reinforce the practice of school-based management in each area. School-based management accelerates the support from foreign institutions/foundations such as UNESCO, UNICEF, USAID, Nzaid and others. The effort of central and regional governments to build the education field is supported by 20% of both national and regional income budgets. This facilitates the good practice of the implementation of school-based management. (Anshori, 2017) Anshori stated that, as a new paradigm of education management, school-based management is an innovative concept. It should not only be studied as a new phenomenon in education management but also be considered as an innovative and strategic way to enhance the quality of education. It can do this by repairing and improving grassroots approach-based management.

Decentralisation and education autonomy trigger schools to optimise people's participation in education. In the context of school-based management, people's participation in education in Indonesia is mediated by a school committee. It acts as a strategic partner of a principal in organising a school. Decentralisation and autonomy, in some countries, positively contribute to the enhancement of education quality. This can be seen in Korea (Jeong et al., 2017), Zambia (Okitsu and Edwards, 2017) and Ethiopia (Mitchell, 2017). The research results of two authors (Yasin and Lisdawati, 2017) mentioned that a school committee should retain its right and obligation to participate in the school. This should be done to increase education quality and implementation of cross-subsidy. This means that people (students' parents) who are financially able should give subsidies to financially limited students. This involves students' parents (as the committees concerned with activities in the school) and their routine meetings with school committees and teachers.

So far, the implementation of school-based management in Indonesia (especially related to the performance of principals and school committees), is considered effective in helping schools reach the goals of education effectively and efficiently. This congruent with the research results of Mahmud, which (Mahmud, 2010) indicates the following: (1) The principal's behaviour significantly contributes to the effectiveness of the implementation of school-based management. (2) The school committee significantly contributes to the effectiveness of the implementation of school-based



management. (3) Simultaneously, the leadership behaviour of the principal and school committee significantly contribute to the effectiveness of the implementation of school-based management. The situational implementation of school-based management influences various areas differently. With its very large area and geography consisting of islands, Indonesia has a different potential in each area regarding the implementation of school-based management. Based on the previous research results (and related to the condition of the typology of the areas in Indonesia), the study of opportunities for the implementation of school-based management programs in the eastern area of Indonesia is very relevant. This study aims to know the opportunities for the implementation of school-based management in the eastern area of Indonesia.

School-based management is a form of decentralisation in the field of education. This is a feature of decision-making authority for school sites. School-based management is an effort to encourage schools to be responsible for what happens to students under their jurisdiction. This system involves significant and consistent decentralisation at the school level. They are empowered to make decisions related to resource allocation. Resources are broadly defined as including knowledge, technology, power, materials, people, time, money and work. A school management cycle involves collaboration that integrates goal setting, identification, policy making, planning, budgeting, implementation and systematic evaluation. School remain accountable to the central authority where resources are distributed.

The quality distribution of schools in Indonesia is still not even. Data from the Badan Pusat Statistik (BPS) or Central Statistics Agency, in 2018, shows that as many as 20 provinces are still below the national average; even below 50% below the national average. According to accreditation data from the 2015 BPS, there are still many schools with a status of being without accreditation. There are still schools (1.42%) that have not been able to provide national service standards or minimum service standards. The number is increasing if accreditation rank C is included (15.46%). Most of the quality and accreditation conditions of these poor schools are in Indonesia's eastern regions.

School management has not shown good performance in planning, implementing, monitoring and evaluating education.

METHODS

The quantitative design of this research is included in the cross-sectional survey. The researchers collected the data at a certain point. The research population was directed to uncover the opportunity for the implementation of school-based management in the eastern area of Indonesia. This consisted of 10 provinces with 35 principals as the respondents. The research sample was determined with representatives of regencies/cities in each province in the eastern area of Indonesia. A stratified random sampling technique was used to measure the nonphysical data, based on the purpose and topic measured.

The data was gathered by using questionnaires with interval scales, measurements for distinguishing and showing each level. In addition, there was continual space between the levels or measurement positions. Instruments were developed from the research variables determined to be studied. These were then determined by the measured indicators. The Likert measurement scale was used. Data

analysis was carried out with descriptive techniques, whose coverage was done through calculation of averages, standard deviations and percentages. Data was analysed by calculating the average answer using the scores of each answer from the respondents. These were based on the scores set at the levels of implementation of school-based management.

RESULTS

The research findings show that school-based management can be categorised into 3 implementation levels. These are good, medium and low. For both categories, there are policy components (1.93), benefits (1.84), community participation (1.83), non-human resources (1.82) and human resources (1.80). The medium category includes the time component (1.73) and the cost component (1.64).

The variable of the opportunity for the implementation of school-based management in the eastern area of Indonesia is categorised as good (1.79). The highest opportunity is North Kalimantan Province (2.00) and the lowest one is West Papua Province (1.68). The research results present the sub-variables of the various opportunities for the implementation of school-based management in the eastern area of Indonesia. The best is policy (1.93) and the lowest is cost (1.64). The opportunity for the implementation of school-based management in the eastern area of Indonesia sequentially appears in the sub-variables of policy, benefit, people's participation, non-human resources, time and cost. Table 1 presents all the sub-variables of the opportunity for the implementation of school-based management.

Table 1

Sub-variables of opportunities for the implementation of school-based management

Province	Policy	Time	Cost	Human resources	Non-human resources	Benefit	People's participation	Total
North Kalimantan	2,00	2,00	2,00	2,00	2,00	2,00	2,00	2,00
Central Kalimantan	2,00	2,00	2,00	2,00	1,90	2,00	1,88	1,97
West Sulawesi	2,00	2,00	1,83	1,33	2,00	2,00	2,00	1,87
North Sulawesi	1,88	1,77	1,87	1,93	1,92	1,80	1,70	1,84
Maluku	2,00	1,76	1,61	1,72	2,00	1,92	2,00	1,84
Papua	1,87	1,67	1,78	1,94	1,87	1,83	1,92	1,83
Southeast Sulawesi	1,87	1,57	1,78	1,78	1,93	1,92	1,92	1,81
North Maluku	1,93	1,69	1,53	1,69	1,77	1,83	1,83	1,74
East Nusa Tenggara	1,96	1,66	1,43	1,93	1,52	1,85	1,90	1,74
West Papua	1,90	1,69	1,42	1,64	1,80	1,71	1,63	1,68
Total	1,93	1,73	1,64	1,80	1,82	1,84	1,83	1,79

The strongest indicators of the opportunity for the implementation of school-based management in the eastern area of Indonesia are policy type, policy impact, transparency, task division, policy substance, school independence, the improvement of school quality, policy scope, policy implementation and teacher guiding. The indicators that should be enhanced are the indicators of planning, program evaluation, reporting, time suitability, time benefit, utilisation, organising, procurement, people's participation, decision making, accountability and teachers' quality. The indicators of the opportunity for the implementation of school-based management that should be restored due to their low quality are the assessment of teacher's performance, supervision, the number of teachers, time efficiency, time effectiveness, time allocation, cost sources, cost types and cost-effectiveness.

The research results showed that the policy type that is now applied gives the opportunity to schools to conduct school-based management in the school well. The applied policy is Law Number 20 of National Education System Article 51 (1). It states that the management of early childhood education units, primary education and secondary education, is implemented based on the minimum service standard with the principle of school-based management. Government Regulation Number 32 of 2013 on the Change of Government Regulation Number 19 of 2005 involving the National Education Standard, especially regarding the standard of management of an educational unit in Article 49 (1), mentions that an educational unit's management in primary and secondary education levels implements school-based management. This is indicated by independence, partnership, participation, transparency and accountability. Besides this law, guide making, developing, technical mentoring implementation of school-based management are also done. Since 2001, to improve the quality of education in schools, Indonesia started to apply the concept of school-based management by using a reference book on School-Based Management. This was published by the Department of National Education in the form of Book 1 of Basic Concept of School-Based Management, Book 2 of Planning and Program of Implementation, Book 3 of Monitoring and Evaluation Guide, Book 4 of the Guide of Manner and Order and Book 5 of Contextual Learning and Teaching.

According to the type of national policy above, each educational unit in each local area supported by decentralisation and regional autonomy also puts school-based management and infrastructure supporting education into action. The support of local government (regency/city) is through the local regulation/regent regulation issued in Gorontalo Regency, Blitar Regency, Sidoarjo Regency, Bener Meriah Regency and the others. Such support is in the form of the school management process. This starts from planning, actuating, evaluation and resources to execute the schoolwork program. The results of evaluation (Direktorat Pembinaan Sekolah Dasar Kemdikbud, 2012) of the school-based management program in Indonesia in 2000, 2002, 2005 and 2010 indicate that the mentoring program of school-based management gave positive impacts. These include (1) the improvement of school management (which was more transparent, participative, democratic and accountable) (2) the improvement of education quality, (3) a decrease in dropout rates, (4) the improvement of student centred-learning implementation using learning strategies that are active, creative and pleasant and (5) the improvement of people's participation in education.

In line with the results of the evaluation above, the results of this research also indicate that the effect of policy in Indonesia provides a strong opportunity for the implementation of school-based management. This means the policy of school-based management, so far, has had a positive impact on upgrading education quality. Bakry (2010) stated that educational policy originated from educational praxis science. Hence, educational policy includes processes, policy analysis, policy formulation, implementation and policy evaluation.

Besides the impact of school-based management policies, in some countries, such achievement is influenced by the other factors. Ganimian (2016) asserted that, like the cases in El Salvador, Nicaragua, Guatemala and Honduras, there are two factors determining the possibility of school-based management's success. These are policy scope and the national investment level within it. The research findings of Beidokhti (Beidokhti et al., 2016) in Iran indicate that the principle of school-based management, in addition to participative management, is one of the approaches adopted by the majority of pioneer countries to enhance the efficiency of school management and the quality of students' academic advances. This must be taken into account by the planners and policymakers in the educational system. Regarding the effectiveness of schooling in relation to administrator quality, principals are the most significant people in improving a school's performance.

Besides the type and the impact of policy, the implementation of school funding is done transparently. It involves the school committee and becomes the strongest opportunity for the implementation of school-based management. Arunatilake and Jayawardena (2010) stated that based on their experience in Sri Lanka, the distribution of educational funding mostly sides with poor people. However, the results showed that to reduce disparity, the allocated funds should be utilised totally. A high-quality principal, a sufficient level of human and physical resources and support from the country are necessary for the success of educational management at the school level. The transparency of finance is closely related to corruption that occurs in the educational world in some cases.

Corruption in the education field still happens despite the government and a lot of social self-help combatting this practice. Fighting corruption causes an increase in people's awareness. As a result, they become involved in the effort and demand the transparent behaviour of schools and the other educational institutions. Legal reformation is also a result of people's demands to monitor the educational process together, although corruption and bribes still happen. Sabic-El-Rayess and Mansur (2016) found that in education, officials are interested in and obtain profit from non-monetary corruption while poor people tend to bribe. Thus, responsibility and accountability are still low among the elite. To reinforce transparency and reduce corruption, a clear task and responsibility division in the human resources of schools are necessary.

The task division in the implementation of school-based management in the eastern area of Indonesia shows a good opportunity. This means that the implementation of school-based management can have the function of organising and coordinating human resources in the school. As stated by Paendong and Prang (2011), task division is a problem of object organising to conduct the duties of minimising costs, time, space and so forth for maximising benefits. Hartono and Rotinsulu (2015) asserted that

appropriate task division involves the right person in the right place. It also involves leadership and communication. Combined, they result in the good performance of the officials in organisations.

A school with a good opportunity to implement school-based management needs sufficient task division. A principal, as the highest leader in the school, must have capacity to do it. School management is reflected in the action and behaviour of a principal in terms of autonomy, partnership and the participative process of decision making. These are also evident in upgrades to education quality, the structure of organisation and participation in the educational unit's decision making (Bandur, 2012; Solomou and Pashiardis, 2016; Channa, 2016; Jeong et al., 2017; Arar and Abu-Romi, 2016). Work programs are a canalisation of people's participation in the school committee to get the best quality of education. A principal's behaviour, as the caretaker of management (although there is a policy), is sometimes different in its approach when responding to the school committee. Angelle (2017) stated that a principal has a similar conviction in society but different behaviour in conducting school-based management.

The eastern area of Indonesia shows a good opportunity in terms of policy substance for the implementation of school-based management. This means that the policy substance that has become the reference so far is feasible for improving education quality in accordance with the principles of school-based management. These include independence, justice, transparency, partnership, participation, efficiency and accountability. Initially, three pillars supporting the implementation of school-based management are introduced and then developed into seven pillars. This is done in accordance with a philosophical base of empirical educational management science and policy that manages curricula, learning, learner management, teacher management, educational staff management, educational funding, people's participation as well as the culture and environment of a school.

So far, the implementation of policy substance does not rigidly restrict and differentiate every principle and pillar of school-based management. However, this implementation is flexibly conducted by schools. The policy substances that support each other become beneficial and ease the assessment for a school; accreditation is one of the examples. A school that runs school-based management well potentially has good accreditation as well as being one step ahead of others. Such a condition is in line with a statement by Rogge and Reichardt (Rogge and Reichardt, 2016) who indicate that combining the various policy instruments in a policy is necessary.

A good opportunity for the implementation of school-based management in the eastern area of Indonesia is positive perception regarding school independence. Through independence, a school could be proactive and responsive to the changes in society with brief and flexible decision making. One of the realisations of school independence is reflected by teachers working in the school environment for the first time. (Fernet et al., 2016) Fernet et al. mentioned that a school environment can create a model of motivation (autonomy and control) that encourages teachers in the first three years of their career. Workloads, control, acknowledgement and a sense of community are related to teachers' psychological health (emotional exhaustion), attitude towards the work (work commitment)

and their behaviour in the class (the atmosphere of fostering the students' attention). An independent school has a chance to improve education quality.

A good opportunity is like a magnet; the implementation of school-based management is expected to absorb the potential of school resources to increase the quality of education. The improvement of the quality of a school is related to the repair and optimisation of the available resources. Hallinger and Heck (2011) stated that schools can be successfully classified according to some dominating models of school repair and models of learning development. These can be associated with the features of school context as well as a change in the collaborative leadership, directed learning and academic capacity of a school. Another important thing to include in the policy of the implementation of school-based management, according to Gaertner et al. (Gaertner et al., 2014), is that school inspections have a low impact on education quality.

DISCUSSION

The results of the study indicate that the policy (1.93) that is now being applied gives schools the ability to implement school-based management in elementary schools (SD) in good categories. The policy adopted is Law Number 20 concerning National Education System Article 51 (1). It states that the management of early childhood education, basic education and secondary education is carried out based on minimum service standards with the principle of school-based management. Government Regulation Number 32 of 2013 concerning Amendments to Government Regulation Number 19 of 2005 concerning National Education Standards, especially Management Standards by education units in Article 49 (1), states that the management of education units at the primary and secondary education level implements school-based management. This is indicated by independence, partnership, participation, openness and accountability. In addition to these legal products, guidance was also given. It involved development, technical guidance and assistance in the implementation of school-based management. Since 2001, to improve the quality of education of schools, Indonesia began to apply the concept of school-based management using the School-Based Management Reference Book. It was issued by the Ministry of National Education in 5 forms: Book 1, Basic Concepts of School-Based Management; Book 2, Implementation Plans and Programs; Book 3, Monitoring and Evaluation Guide; Book 4, Guidelines for Charter and Code of Conduct; and Book 5, Contextual Learning and Teaching.

Through the type of national policy stated above, the education units in the region, with the support of decentralisation and regional autonomy, also apply school-based management policies and supporting infrastructure for education. Support from the regional (district/city) governments through district regulations/regents is seen in Gorontalo, Blitar, Sidoarjo, Bener Meriah and other regions. The support is in the form of school management processes, including planning, implementation, evaluation and resources to implement schoolwork programs. The Directorate of Education (within the Ministry of Education and Culture) (2012) evaluated school-based management programs in Indonesia in 2000, 2002, 2005 and 2010. The results showed that school-based management programs had a positive impact through (1) more transparent school management participation, democracy and accountability; (2) the improvement of the quality of education; (3) decreasing dropout rates; (4)

improving the implementation of student-centred learning with active, creative and fun learning strategies; and (5) increasing community participation in education.

In line with the results of the evaluation above, the results of this study also show that the implementation of school-based management policy in Indonesia has a strong impact. This means that so far, policies related to school-based management have a positive impact on achieving improved education quality. Bakry (2010) states that education policy is born from the praxis of education. Hence, education policies include processes, policy analysis, policy formulation, implementation and policy evaluation.

Regarding the impact of school-based management policy, how many countries are affected by this success? Ganimian (2016) states that such cases occurred in El Salvador, Nicaragua, Guatemala and Honduras. There are two factors that determine the likelihood of the successful of school-based management. These are the scope of policy and the level of national investment in it. The findings of Beidokhti, Fathi and Moradi (2016) in Iran show that the principles of school-based management and participatory management are approaches adopted by the majority of pioneering countries. They are implemented in an effort to improve the efficiency of school management and to improve the quality of student academic progress. This must be considered by planners and decision makers in the education system. The effectiveness of schools is related to the quality of administrators. Principals are the most important people in the process of improving schools and bringing schools to their best performance.

In addition to the type and impact of policies, the implementation of transparent school financing involves the school committee being strong in the implementation of school-based management. Arunatilake and Jayawardena (2010) state that according to experiences in Sri Lanka, the distribution of education funding was largely in favour of the poor. However, the results show that to reduce disparity, allocated funding must be fully utilised. Quality principals, and high levels of human and physical resources can be ensured through monitoring. State-level support is needed for the successful management of education at the school level. Financial transparency is closely related to corruption practices that still occur in the world of education.

The practice of corruption in the education sector is still present, even though efforts to fight against it in the government and many non-governmental organisations continue to be carried out. The impact of efforts to fight corruption involve increasing public awareness and demanding transparent behaviour in schools and other educational institutions. Legal reform is also a result of the insistence of the public to jointly oversee the education process, although corruption and bribery are still found. Rayess and Mansur (2016) found that in education, officials were attracted to and benefited from non-monetary corruption while poor people tended to bribe. Accountability responsibility were still low among the elite. To strengthen transparency and eradicate corruption, clear division of tasks and responsibilities is needed for every human resource in schools.

The division of tasks in the implementation of school-based management in eastern Indonesia shows good results. That is, as long as the implementation of school-based management can carry out the

functions of organising and coordinating human resources in schools. As said by Paendong and Prang (2011), division of tasks is a problem regarding the arrangement of objects to carry out tasks. This has the aim of minimising costs, time, distance, etc. or maximising profits. Hartono and Rotinsulu (2015) state that the appropriate division of labour (involving the right person in the right place and the right type of leadership and communication) can produce good employee performance for an organisation.

Schools with good opportunities to implement school-based management require adequate division of tasks. A principal, as the foremost leader in a school, must have the capacity to do so. School management is reflected in the form of the actions and behaviour of principals in terms of autonomy, partnership and participation in the decision-making processes. It is also reflected in their involvement in improving the quality of education and organisational structures and participation in decision making in educational units (Bandur, 2012; Solomou, Nicolaidou and Petros, 2016; Chann, 2016; Jeong, Lee and Cho, 2017; Arar and Romi, 2016). A work program channels the needs of community participation to a school committee to get the best quality education. A principal becomes a manager in school management. The principal (the person in charge of management), although there is a policy as an umbrella, is often different in their approach when addressing the school committee. Angelle (2017) states that principals have the same beliefs about society but different behavioural approaches in implementing school-based management.

In eastern Indonesia, the substance of the policy for implementing school-based management is good. That is, the substance of the policy, which has been a guide, is sufficient to improve the quality of education in accordance with the principles of school-based management. These include independence, fairness, openness, partnership, participation, efficiency and accountability. Initially, 3 pillars supporting the implementation of school-based management were introduced. These were then developed into 7 pillars. They included the philosophical foundation of scientific education, empirical and policy management (namely curriculum and learning management), student management, educator and education management, staff management, community participation and the school culture and environment.

During this time, the implementation of the substance of policy did not rigidly limit and box in every principle and pillar of school-based management. It was flexibly carried out by schools. In supporting each other, the substance of the policy becomes an advantage. It makes it easier regarding the assessment of schools (accreditation is one example). Schools that run school-based management well are thought to have good accreditation too, enabling them to surpass others. This condition is in accordance with what was stated by Rogge and Reichardt (2016). They indicated that it is necessary to combine a mixture of different policy instruments in policy.

A good opportunity for the implementation of school-based management in eastern Indonesia involves a positive perception of school independence. Through independence, schools can be more proactive and responsive to changes in society because of short and flexible decision making. One manifestation of school independence is reflected in teachers from the beginning of their duty in a school environment. Fernet, Trépanier, Austin and Côté (2016) state that besides creating a form of

motivation (autonomy and control) that encourages teachers in the first three years of their careers, school environmental factors (overloaded work, control, recognition and sense of community) related to a number of factors. These include the psychological health of teachers (emotional fatigue), attitudes towards work (work commitment) and behaviour in the classroom (a climate that fosters student attention). Independent schools have an increase in the quality of education.

Good opportunities, such as magnetism and the implementation of school-based management, are expected to absorb the potential of school resources for the improvement of the quality of education. The improvement of the quality of schools is related to the improvement and optimisation of the performance of existing resources. Hallinger and Heck (2011) state that successful schools can be classified according to some dominant patterns of school improvement and learning growth patterns. These can be linked to features of a school's context as well as changes in collaborative leadership, directed learning and school academic capacity. Another important part to cover is the implementation of school-based management policies. According to the research of Gaertner, Wurster and Pant (2014), school inspections have a relatively low impact on aspects of school quality. The results of this study indicate that the scope of the policy to implement school-based management have been good. It remains a joint corridor. The policy scope, in the form of stages of formulation, include formulating, adopting and evaluating policies that schools can accommodate in strengthening the implementation of school-based management. The measure of the success of implementing school-based management is certainly varied. This is because schools have the autonomy to empower based on different capacities and characteristics in each school. It seems that standardising the measurement of the success of the implementation of school-based management is less relevant. This is because, in the education system in Indonesia, it has been carried out on school accreditation. He, Lai and Wu (2016) show that the positivist approach to policy analysis continues to dominate policy. Despite this, there is intense debate in the literature regarding the usefulness of the approach in guiding actual practice.

Regarding opportunities for implementing school-based management policies in eastern Indonesia, the results of this study show good results. Thomann, Lieberherr and Ingold (2015) state that policy implementation requires an understanding of the management implications, the harmonising of output performance and accountability mechanisms. Howlett (2004) states that in the end, both scientists and practitioners are interested in the same thing: designing and adopting an optimal 'mix' of instruments in the context of complex decision making and policy implementation. In the successful implementation of school-based management, the significant role of teachers (as a support for learning and the spearhead of implementation) is a determining factor. This is because this implementation needs adequate teacher development.

In line with what was stated above, one of the implementations of school-based management is teacher development. The results of this study show that there has been good implementation of school-based management in eastern Indonesia. Teacher coaching is important because, as Piper and Zuilkowski (2015) say, instructional coaching for teachers has improved student learning outcomes in the United States and helped solve literacy problems in Kenya. The strong relationship of policy implementation with other aspects determines the effectiveness of its achievements. Aspects that

influence the success of school-based management need to be taken seriously (not just administrative and procedural aspects). Udou, Grover, Belcher and Kacirek (2017) state that educational programs have program quality support. This is evidenced by a clear mission and role in society, management systems, human resource management and context with the community. Ingemarson, Rubenson, Bodin and Guldbrandsson (2014) state that leadership, coaching and selection of staff require special attention in the implementation of programs. This is because these factors have been defined as important implementation controllers.

The results of this study show the indicators of the implementation of school-based management that need to be improved (because they are still low). These are assessment of teacher performance, supervision, the number of teachers, time efficiency, cost efficiency, time effectiveness, time allocation, the source of costs, types of costs and cost effectiveness. Regarding teacher performance appraisal, the results of Triatna's research (2017) state that school performance achievement is determined by the teachers' performance in carrying out their roles, duties and responsibilities. Hanafi and Yuliani (2006) state that simultaneously, the components of knowledge, skills and motivation significantly influence teacher performance. The most dominant factor in teacher performance is the motivation component.

Supervision is one form of assistance given to teachers to improve the quality of learning. Supervision is needed for professional growth. It is one of the dimensions of teacher empowerment. Unfortunately, this oversight is not optimal. This can be seen in the results of Sudin's study (2008), which state that the implementation of supervision of current learning in schools is only administrative in nature. This is because planning for the main tasks is still minimal.

Another indicator that is still weak regarding the implementation of school-based management is the number of teachers. A number of unmet teachers in schools leads to the recruitment of contract teachers. The practice of recruiting contract teachers (in terms of honorary teachers, temporary teachers and *wiyata bhakti* teachers in public schools in Indonesia), can cover a shortage of teachers. However, this neglects quality. Currently, the number of teachers in Indonesia with that status is 502,304. Chudgar, Chandra and Razzaque (2014) revealed that the practice of contracting teachers has created cadres of poorly skilled teachers. They are low paid, often younger teachers employed locally on a contractual basis. These practices are seen as beneficial in terms of access, cost savings and local accountability. However, this raises concerns that this form of teacher recruitment might be unsustainable. It could have a negative impact on educational equity in terms of teacher distribution, teacher morale and professional teaching status. Blazar and Kraft (2016) state that effective teachers (needed to improve test scores) are often not as effective as increasing student attitudes and behaviour. Opportunities to improve the allocation of funding in school-based management can be done by establishing efficiency in school management through better structuring and equitable distribution of teachers. Johnes and Johnes (2009) state that the impact of inter-agency costs in cost functions is distinguished from differences in efficiency among institutions. Educational efficiency shows a close link between efficiency in the economy of education and costs in education. Educational efficiency describes the relationship between input and output. An efficient system is indicated by more output for input sources. Fieger and Villano (2017) state that measuring the efficiency and effectiveness of

educational institutions is very appropriate for policy makers, regulators, consumers and institutions themselves.

The effectiveness of education is an indicator of the success of schools using school-based management to achieve their goals. However, effectiveness does not pay attention to the costs incurred to achieve schools' goals. Schools are effectively informed of the costs incurred in reaching their goals. Wijatno (2009) emphasised things that need to be considered in the economics of education. The efficiency of education and the effectiveness of education must be interconnected and interdependent so as not to stand alone. This should be done in to make education economical, efficient and effective as a whole. Schools may be economical but not effective; or conversely, they may be effective but not economical. Hence, the overall performance and goals of the school will not be achieved. Regarding costs, Fattah (2008) states that education costs are determined by various factors. These include the size of an educational institution, the number of students, the level of salary of teachers or lecturers (caused by their field of expertise or education level), the ratio of students versus teachers/lecturers, teacher qualifications, population growth rate (especially in developing countries) and policy changes from payroll.

School-based management can strengthen the success of education through civil servants and the community. Okitsu and Edwards (2017) state that community participation in school management and the hiring and fostering teachers in particular have been actively advocated as effective reforms to improve school and teacher accountability, as is the case in Zambia. Unconditional and unclear policies shift financial responsibility to marginalised rural communities. Arunatilake and Jayawardena (2010) comment on the distribution of policy-based funding and decentralised management of education funding. According to them, the distribution of funding to improve the quality of education is largely pro-poor. However, to reduce disparity, allocated funding must be fully utilised. Wijaya (2009) states that schools should apply accounting-based school financial management that is in accordance with generally accepted accounting and financial standards as well as quality-based school financial management systems.

CONCLUSION

The strongest indicators for implementing school-based management in eastern Indonesia are the types of policies, the impact of policies, transparency, division of tasks, substance of policies, school independence, improvement of school quality, policy coverage, policy implementation and teacher development. Indicators that need to be improved in the implementation of school-based management are planning, program evaluation, reporting, timeliness, time utilisation, utilisation, organising, procurement, community participation, decision making, accountability and teacher quality. Indicators of the implementation of school-based management that need to be improved (because they are still insufficient), include assessment of teacher performance, supervision, number of teachers, time efficiency, cost efficiency, time effectiveness, time allocation, source of costs, type of costs and cost effectiveness.

The recommendations of this research are as follows: (1) A school's effectiveness is related to the improved quality of its administrator. A principal is the most significant person in developing the



school to have better performance. (2) Strengthening the transparency of school-based management can be done by task division and establishing clear responsibility for each human resource in the school. (3) The task division should be in accordance with having the right person in the right place. The combination of the right leadership and communication can result in officials performing well in the organisation. (4) A principal has a similar perception of society but may behave differently in applying school-based management (there is a need for principals to have the same perception). (5) Various policy instruments should be combined. (6) The importance of leadership, mentoring and selection of staff should be taken into account when conducting the program since such factors have been defined as the most significant in the control of implementation. (7) The improvement of the implementation of learning supervision is necessary. Nowadays, supervision in schools is merely administrative since the planning of the main duties is still minimal.

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