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The effort of school quality improvement through the autonomy of educational unit

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Abstract

Diversified school environment conditions and student needs in instructional processes alongside with the complexity in Indonesia geographical condition quite often cannot easily be concluded completely in one piece by the central beaurocracy in a comprehensive way. It stimulates the deliverance of school based quality management improvement. This type of alternative management empowers independency to school to initiate its self-governing capacity to manage its own activities in the framework of educational quality improvement, while consistently aligned to national policies. Some of the strategies applied at schools comprise self-evaluation to scrutinize the school strengths and weaknesses. On the basis of the evaluation, school alongside with parents and community settle on school vision and mission education quality improvement or to put together the expected education quality to further developing the school program planning which includes school financing by refering to the scale of priorities and national policies in corresponding to scholl condition and its human resources capacity. The consequences of the program implementation should imply highly committed engagement among diversified parties, i.e., parents/community, teachers, principals, pupils and other staffs on one hand, and government (MONE) on the other hand, as the equal partner to attain the objective of quality improvement.

Keywords: School Based Managemeny (SBM), school based quality management improvement concept, self-evaluation.

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Introduction

The education holds the very important role in the process of improving the quality of human resources. The improvement of education quality is an integrated process with the process of improving quality of human resources itself. Realizing the importance of human

resource quality improvement, both government and private instances have strived together to realize the mandate by doing various efforts of higher quality educational development such as developing and improving the curriculum, evaluation system, educational facilities, teaching material, and workshops done by teachers and educational staff. In fact, the government's efforts have not been significant enough to improve the education quality. One indicator of lack of success is showed with the students' scores for UN (National Examination) in grade of SMP (Junior High) and SMA (Senior High) do not achieve any significant improvement from year to year, except some schools which are relatively a very small quantity

There are two factors explaining why the efforts of educational quality improvement are less successful. First, the strategic of the educational development has been more input oriented. It bases only on assumption that if all school resources were fulfilled, such as the diverse of books, instruments, facilities, and workshops for teacher and educational staff, so automatically the educational institutions (schools) would be able to obtain the quality output as expected. In fact, this input-output strategy introduced by education production function theory (Hanushek, 2005, 2006) is not fully functional in educational institutions (schools), but this theory work on economic and industrial institutions.

Second, the educational management has been more macro-oriented organized by Central bureaucracy so that factors projected in macro-center do not work properly in the level of micro-school. Therefore, the complexity of the range of education problems is not often able to be discussed completely and accurately by the central bureaucracy (Bandell, Boulter, and Kelly 1993).

The statement earlier gives us comprehension that educational development is not only focus on provision of school resources but also it must be more concern to the process of education. school resources are necessary but not sufficient condition to improve student achievement. Besides, schools have role as a formal educational implamentation unit with a veriety of potential diversity of students whom need a variety of educational services and enabling environment in teaching learning process so that they must be dinamic and creative in doing their role to improve the educational qualities. It can be done if schools with their diversity are given 'trust' to organize and manage theirselve based on students' environment and need. However, to keep the quality maintened and the quality improvement process controlled, then there must be a standard arranged and agreed nasionally as an evalution indicator toward the success of the quality improvement (the exist of benchmarking). This thinking has led the emergence of a new approach that management of educational quality improvement in the future should be school-based in educational activities. This approach,then, is known as School Based Quality Management or School Based Quality Imrovement.

The concepts offering close corporation among school, society, and governmnt with their respective responsibalities evolve based on a will for independence to schools to engage actively and dynamically in the educational quality improvement process through the menagement of school recources. Schools must be able to interprate and find out the essence of macro education policy and comprahand the situational of environment (weakness and strongness). Then, in planning process, it must formulate into micro policy in priority programs form should be done and evaluated by themselves base on their each vision and mision. In sum up, schools are as independence, in the same time they still reffer to national policy and supported by the provision of adequate inputs, have a reponsibality toward resourse improvement matches with students' need and society.

School managers need to do management changes in order to win the competences. One of them is the reconstruction of teacher-student relationship management. This ralation aims to make both students and their teacher being happy, respected, and loved.

The headmaster is required to have management ability and strong leadership so he/ she is able to take a decision to improve the quality of education. Simultaneously, teachers must have the appropriate competence of the dicipline thaught and creativity in teaching to students.

Method

This article aims to elaborate the analysis about school quality imrovement efforts through autonomy of education units. This elaboration is expected able to examine how far the independence of the school in programming, the establishment of performance indicators, the achieved quality target, and the implementing of appropriate monitoring and evaluating program with the planning and implamanting of annual school program.

Result and Discussion

Definition of Improving the Quality of School-Based Education

The varied needs of students' learning, the diversed needs of teachers and educational staffs in their professional development, different school enveronments, parents'/ people's expectations for their children and the demands of the business world to obtain qualified personnel give an effect for each individual, especially the leader of group, to respond and appreciate the conditions in the decision-making process. It provides the confidence that in the process of decition-making for the improvement of education quality may be used various theories, perspectives, and framework by involving various groups of societyespecially those who have concern for education. As schools are at the forefront of the educational process, this discussion gives the consequence that school should be a major part of the decision making process in order to improve the quality of education. Meanwhile, the societies are required to participate so they are more understanding the meaning of education. In other hand, the central government is as supporter in determining the basic framwork of education policy.

This stratgey is different with the concepts of school management as known. In old system, cental beaurocracy very dominate the process of education desicion maker which is not only macro policy but also the micro one; meanwhile, the school tends to do the policies which is not appropriate with the students' learning needs, school environment, and parents' wishes. The experience shows that old system often emerges the contra between students' need and the policy that must be done in process of educational quality improvement. The phenomenon of independence to schools shows a change of way of thinking from rational, normative, and prespective approach in educational decition maker toward a conciousness on the complexity of decision maker in education and organization system. It then encourages to the concept of the management of school-based quality improvement which is a part of educational decentralization being developed.

The management of school-based quality improvement is a new alternative in educational management more stressing on independent and creative school. This concept is introduced by effective school theory more focusing on educational process improvement (Chapman, 1990). Some indicators showing the characters from management concept are as follows; 1) safe and orderly schools environment, 2) schools have mision and quality target to be achieved, 3) schools

have strong leadership, 4) high expectations of school personnel (headmaster, teacher, educational staff, and students) for having achievement. 5) the continuous development of school staff adjusted with demands of science and technology. 6) The continous evaluation toward the variety of academics and administrations aspects and the outcome utilization of quality improvement, and 7) intensive communication and support from parents and community. The improvement of management concept is designed to mprove school and society competence in managing educational changes consisting of the whole purposes, policy, planning strategy, curriculum determined by government and educational authority. This education demands behaviour and attitude change to whole school componen; headmaster, teachers, educational staff, parents, society in understanding, comprehending, helping, monitoring, and evaluating school management relating with presentative and valid information system management. The end of all is aimed at the success of school to prepare quality educaation for the community. In impementing this concept, schools have responsibality to manage theirselve relating with administration problem, finance, and each personnel function in a policy formulated by government. Both parents and communities, schools must make a decision, manage priority scale, provide the working environment of more profisional, improve the people's knowledge, competence, and belief about education/ school. The headmaster gets to present as coordinator from a number of people representing the variety different groups in school society and he/ she must be professionally involved in each changing process in school through the application of total quality management principles by creating competence and reward in their own. There are four things related with total quality management principles, they are; 1) stressing on process and continously focusing on the quality achievement, 2) the quality must be determined by service user of school, 3) the achievement must be acquired through vision understanding not by enforcing rules. 4) school must produce students who have knowledge, skils, wisdom, charachters, and emosional maturity. This competence system will encourage a school to keep improving itself and reward will give motivation and self-confident for each component of school, espesially students. in short, school must control all resources including the existing human, then it must use them effeciently to do the positive things. Meanwhile, the macro policy formulated by government of education still expected to ensure national goals and accountabality.

The Definitions of Quality

Generally, the quality means the level of good point result either in products and services; tangible or intangible. In education context, the quality refers to an education process and result one. In education process consists of some inputs such as teaching material (cognitive, affective, and psychomotor), methodology (according to teacher's competence), school facilities, administration support, and other resources, and conducive environment. School management and class support have function to sync various inputs and synergize the all components in teaching learning process among teacher, students, and supporting facilities in outside and inside the classroom; either curriculum and extra-curriculum context, academic or non ones in the atosphere which is learning process supporting. (Dikmenum, 1998). The quality 'in education result' refers to achievement obtained by school in a specific period of time (semester, eand of year, two years, five years, even 10 years). Student achievement refers to the result of academic competence (e.g. test, UTN, or USBN). It can also get achievement from another field such as sports, arts, additional skills—computer, various techniques, and services. Morever, school achievemment can be intangble condition as discipline, intimacy,mutual respect, cleanliness, and so on.

Both the quality of education process and result are interconnected. In order not to make misdirected in good process, so the quality in output meaning must be formulated first by school, and clear the target will be achieved for each years and other period of time. The various inputs and process must to refer to output quality, it means the responsibality of school in school based quality improvement is not only process, but also the achievement result to know the result achieved by school especially cognitive done by benchmarking (such as NEM by PKG and MGMP). The evaluation toward the whole result of education in each school either benchmarking or extra-curricular is done by individual school as self—evaluation and used to repair quality target and education process in the next year. In this case, RAPBS must be describtion of quaality target achieved.

Achievement Management of School Based Quality

In achievement management of school based quality is expected that school is able to work in certain co-ordinated tha is not related with resources, accountability, curriculum, and personnel (Dikmenum, 1999). Recources; school must have flexiblity in ordering all of resources based on local needs except administration/ operational fee.

Financial management should be pointed to: 1) strengthen the school in determining and allocating the funds based on priority scale been provisioned for quality achievement process, 2) saparation between academic fees of the procurement process, and 3) reduction of the central bureaucracy needs.

Accountability; school is demanded to have accountability from society and goverment. This is a integration both the commitment to sucsessfull standard and parents's/ society requirement. It purposes to convince that community funds is used accordingly stated policy in improving educational quality and if possible for providing the information about what it has already been done. So, each school must give accountability report and communicate with parents/ community, and government as well, and do comprehensive reviewing to program implimentation of school priority in quality improvement process.

Curriculum; based on national standard curriculum, school has responsible to develop the curriculum in material and process aspects. By having relevant material, school must create fun learning and involve all senses brain layers, and make challenge so students will improve their intelligence in conquering the knowledge, skills, wisdom, and emotional maturity. There are three things concerned in the activities, they are;

Curriculum development must fullfill students need. Developing management skill to be present the curriculum effectively and effeciently to students by concerning the resources. Various approaches in development is able to change the natural phenomenon in school.

For observing curriculum achievement progress, students must be valued through test made base on national standard involving cognitive, affective, psychomotor, and psychology aspects. The process will give objective suggestion to students' parents about their children, school, leader and vice prinsiple, teachers and staff administrations. Meanwhile, proffesional coaching in capacity building of principle and skills coaching of teachers and staff administration in implimenting curiculum are done continuesly on the intiative of school. So the bureaucracy in extra-school has role to provide the supporting intruments. Proffesional development in this context must support the quality improvement and reward to developed achievement. School base quality achievement management gives the authority to school to control human resources, flexibality in responding community need such as appoinment of honorarium base on specific

skill/ local content. Then, participating the eachers to practice in apropriate institution, so school must be permitted to:

Developing education planning and its priority in the term of reference made by government. Monitoring and evaluating towrad each achievement been obtained and determining the goal adjusted with quality achievement. Presenting the report about its result and performance to society and government as a consumer from educational services.

The statement eralier gives insight understanding to us that the responsibality of educational quality achievement as micro has moved from central bureaucracy into the bigger management units namely school. In other words, in complex society, nowadays where various changinng has alrady brought the changing of values and greater hope toward education happen so fast, so believed that the central authority is not appropriately and fast in responding the changing of society expectation.

This situation has already brought into a conciousnes that the only effective school (based on school base management) able to respond society aspiration appropriately and fast in education quality.

Central institution has importan role, but it must be limited in corralating with a vision from the whole educational system, hope, and standarize of student to learn and provide the support of educational component more relative default or standard. The concept places government and educational policy have responsibality to determine the base key of goal and educational policy and empower together both school and society to work in term of reference and educational policy formulated nasionally in presenting a educational management process specifically for each community.

It's clear that the management concept of school base quality improvement carries out decentralization issues in educational managent in which central bureaucracy is not as determination both macro and micro policy, but it's just having role as macro policy, building priority, and all standar through monitoring system and quality control.

This concept more focus on self to individual responsibality of school and community supporters to make the quality expected, implement and evaluate the result, and continuesly improve itself. The efforts in implimentation of school base quality achievement management must end of students' quality improvement.

Meanwhile, although funding is considered important in the perspective of the plaanning process where objectives are determined, need identified, policy formulated, and priorities determined, and resources allocated as well, but the focus of change to a form of management that expresses itself correctly to ultimate goal of the educational quality where the various needs of students to learn are met. For that by taking into account the geographical and socioeconomis conditions of society,

Resources are allocated and distributed to schools and their use is entrusted to schools in accordance with the palnning and priorities set by the school and with community support. Guidlines for implimentation of quality improvement if there is only general that provides the signs about what should/ not be done.

Briefly, it can be asserted that the end of it all boils down to the quality of education. Therefore schools must strive to become a center of quality and this encourages each school to be able to define its vision and mision to prepare and fulfill the future needs of their students.

Implementing Strategy in School Level

To implement the concept of school-based quality improvement management, so through active and dinamic participation from parents, students, teachers, and staff including institutions that have a concern for school education must do some steps of activities as fellow:

School database and profile formulation is more presentative, accurate, valid, and sistematically concerning various academic, administrative (students, teachers, staff), and financial aspects.

Conducting self-assessment to analyze strenghs and weakness about school resources, school personnel, performance in developing and achieving curriculum targets and results achieved by students relate with intelectual, skills, and other aspects.

Based on the anlysis, the school should identify the needs of the school and formulate the vision, mission, and objectives in other to present quality education for their students in accordance with the concept of national education development to be achieved. The important things more concerned relating with need identification, vision, mission, and goals formulation are how students learn, provition of resources, and curriculum management including indicators of achievement of quality improvement.

Starting from the school's vision, mission, and objectives of quality improvement together with its community plan and prepare the long term and short-term programs (including annual budgets). The program contains a number of activities imlemetned in accordance with established nasional policies and should take into account the key points of planning strategy of that yearr and the years to come. The planning of this school progrram should include what indicatorrs and quality tagets will be achieved in the years as a process of improving the quality of education (e.g. an average NEM increase in a certain percentage, skills achievement, sports, etc). School program taht are collectively organized between schools, parents, and communities are unique and may vary from school to school according to their service to fulfill the needs of the local community. Our focus in implementing this management concept is the quality of students, so the program should support the develoment of the curriculum by taking into account the prescribed national curriculum, the steps to deliver it in the learning process and who transfer it.

Two important aspects to be considered in this activity are the natural condition of available recources totality and priorities for implementing the program. Therefore, with respect to resources constraints it is possible that certain program are more important than other programs in fulfill students' learning needs. This condition encourages schools to determine the priority scale in implementing the program. These prioriies often are assosiated with procurement of equipmentss rather then learning output. Therefore, in implementation the concept of management, the shcool should make a priority scale refering to the learning programs for students. Approval of the funding process should not be solely based on financial considerations, but it should reflect the policies and priorities. The budget must be clearly linked to programs that support the achievement of quality tergets. This allows for a change in planning before in which a number of programs and funding are approved or established.

The priorities cannot often be achieved within one year of school programs, therefore school should establish long-term planning and development strategies through key policy identification and priorities. This long-term planning can be expressed as a planning strategy that must fulfill the essential objectives, that is: 1) able to identify priincipal changes in school as a result of the contribution of various schoo; programs in a period of a year, and 2) the existence and natural conditons of the planning strategy must convince the teachers and staff concerned (who often feel

depressed because the change is percieved to be total and immediate) that although major changes are required and planned according to the learning needs of the students, they are provided with a representative time to implement them, while the order and development logic have also been adjusted. An important aspec of this planning strategy is that program can be reviewed for any given period and changes may be made to program adjustments within the terms of reference for panning and timing (Everett M., 1995)

Conducting the monitoring and evaluation to ensure that the planned program can be implemented in accordance with the objectives, wheter the objectives have been achieved, and the extent of achievement. This focuses on students' quality, so monitoring and evaluation activities must fulfill the need to know the learning process and outcomes of students. The totally objectives, monitoring, and evaluation activities are to examine the effectiveness and efficiency from school program and related policies in improving the educational quality. Evaluation is often not useful in certain cases, therefore apart from the evaluation result, it's also required other information will be used to the next decision maker in planning and implementing the program in the future. Thus the activity is continuously carried out so it is a process of continuous quality improvement.

Conclusions

The variety of school environment conditions and the varied needs of students in the learning process coupled with Indonesia's highly complex geography, often cannot be fully appreciated by the central bureaucracy. Therefore, in the process of improving the quality of education need to look for alternative school management. This led to the birth of the concept o school-based quality improvement management. This alternative management provides independence to schools to self-regulate in the context of improving the quality of education, but it still refers to national policy. The consequences of the implementation of this program are high commitment from various parties, ie parents,/ community, teachers, principles, students, and other staff on the one hand and government (Debdikbud) on the other side as partners in achieving the quality achievement goals.

In implementing this management concept, the strategies which is able to implemented by school involve self-assessment to analyze the school's strengthen and weakness. Base on the evaluation, both school and parents/ society are together to determine its vision and mission in improving educational quality or formulating the expected quality and continued with arrengement of school program palnning including fund reffering to priority sclace and national policy in accordance with school condition and available resources. In proramming, schoo should establish indicators or quality targets to be achieved. Activities that are not less important is to monitor and evaluate the planned program in accordance with its funding to observe the achievement of vision, mission, and goal which is established based on the national policy and the achieved quality target, and report the result to the community and government. The next result evaluation (process and output) can be used as input to make school's programming/ arrangement in the future. It is continuous as an ongoing process.

To recognize and equate perceptions as well as to obtain the input in order to improve the concept and implementation of this management, then socialization must continue to be done. Pilot activities should be immediately undertakento determine the constraints that may arise in its implementation to find a solution in order to anticipate possible constraints that arise in the future. Then, the improvement of the quality of education will be achieved by us as the

implementation of the process of human resource development facing increasingly fierce global competition and supported by science and rapidly evolving technology.

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