CHAPTER II
THE LITERATURE REVIEW

A. The School Based Management

1. The Management

    a. The Definition of Management

    The word 'Management' is an English word which is taken from the based word of 'to manage' which has meaning of able to take care, arrange, drive, restrain, execute, carry out, implement and lead.[8]

    There are many definitions of management but most perceptive managers are convinced that it is an organized effort of people whose purpose to achieve the objectives and goals of an organization. According to F.W Taylor quoted by P. M Bendre, management is an art of knowing what you want to do, and the seeing that it is done in the best and cheapest way.[9]

    He also added the definition about management based on Peter F. Drucker. Management defines as the substitution of thought for brawn and muscle (physical strength), substitution of knowledge for folklore and superstition, and substitution of cooperation for force. He also defines management as an organ; an organ can be described and defined only through their functions.[10]

    Henry Fayol in P. M Bendre also gives the definition about management. He said that to manage is to forecast and to plan, to organize, to command, to coordinate and to control. He also said that management is guiding human and physical resources into dynamic organization units that attain their objectives to   the satisfaction of those served and with the high degree of morale and sense of attainment on the part of those rendering the services.[11]

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[8] Creaser, Wanda. *The Oxford English Dictionary*. Oxford University, 2008. P. 213.
[9] P.M Bendre, *Principles of Management*, PDGM-hybrid, 2012. P. 7
[10] *Ibid,*. P 7
[11] *Ibid,*. P. 8

According to Mason, Talya, and Berrin, management is required in all the activities of organizations: budgeting, designing, selling, creating, financing, accounting, and artistic presentation; the larger the organization, the mangers are needed.[12]

Amy Hisson also added about the management. She stated that management is the organizational process that includes strategic planning, setting objectives, managing resources, deploying the human and financial assets needed to achieve objectives, and measuring results. Management also includes recording and storing facts and information for later use or for others within the organization.[13]

The other description about management is also quoted by Thenmozhi. He said that management is defined as a social process and function which involves group effort and aims at achieving predetermined objectives, required at all level management and is comprised of following functions; planning, organizing, directing, controlling and coordinating.[14]

Sometimes management is almost similar with administration, Gerald N. Kimani defined that the difference between administration and management is rather very thin. Management is a process of working with and through groups or individuals to accomplish organizational goals; administration is concerned with directing and controlling life in a social system. The second difference is that administration deals with establishing a policy that guides decision-making laws and regulations. Management deals with the implementation of laws and regulations.[15]

Based on the brief explanation above, it can be concluded that the management is a cooperative school activity in a series of process

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[12] Mason, Talya, and Berrin, *Management Principles*, Unnamed Publisher, Portland State University, 2012. P. 11

[13] Amy Hissom, *Introduction to Management Technology*, Kent State University, 2009. P. 4

[14] Thenmozhi, *Managements Concepts and Fundamentals*, Department of management Studies Indian Institute of Technology Madras Chennai, 2012. P. 3

[15] Gerald N. Kimani, *Educational Management*, African Virtual University, 2009. P. 14

conducted by a leader by involving both resources of human and non human optimally through the functions activity of planning, organizing, actuating, controlling and evaluating to reach the school goal, vision and mission effectively and efficiently.

b. The Functions of School Management

The School management contains the functions which are optimized to improve the school quality. They are as followed:

1) Planning

Wikipedia, the free encyclopedia, mentioned that planning in organizations and public policy is both the organizational process of creating and maintaining a plan; and the psychological process of thinking about the activities required to create a desired goal on some scale.[16]

Planning derives from the word of '*plan*' which means program, plan, intention, and aim. Planning is the activity that relates to the effort of formulating the program which consists of all things that will be done, the goal decision, the policy, the direction that will be endured, the procedure and method that will be followed in achieving the objective.[17]

Roger A. Kaufman in Saefullah stated that planning is a projection about all things that are necessary to achieve the legal and precious goal. It is also often called as the bridge that relates the gap between the present and the future condition.[18]

Another explanation stated that planning is determining a series of action to achieve the result that is wanted. According to Stoner, planning is process to decide the aim and action which is needed to reach the goal. Planning is deciding the answers of these six questions: (1) what action must be done? (2) why that action must be done? (3) where that action must be done? (4) when that

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[16] U.Saefullah, *Manjemen Pendidikan Islam*, Pustaka Setia Bandung, 2012, P.211.

[17] *Ibid*,. P. 211.

[18] *Ibid*,. P. 212.

action must be done?, (5) who will do that action? And (6) how to do that action?[19]

The more explanation about planning is also stated that it is process of thinking and deciding the activities or programs which will be done in the future to reach the certain goal. Planning consists of the activity of deciding what will be achieved, how will be achieved, how long will be needed to achieve the goal, how many person will be needed, and how much the cost is. Educational planning is first of all a rational process.[20]

The argument above can be equaled with another description about planning that it is the moved target from the situation in the present to the future as a process which describes the cooperation to develop the effort to improve the organization wholly. Plans are guides, approximations, goal post, and compass setting not irrevocable commitments or decision commandments. It showed that the school planning is demands, goal post and the place of manual which becomes the commitment and decision statement which cannot be pulled back, arranged and agreed together by the headmaster and school personnel based on the short term period or long term period.[21]

According to T. Hani Handoko as quoted by Andri Feriyanto and Endang Shyta T, there are four steps in planning activity. They are as followed; (1) deciding the aim or series of aims; (2) formulating the recent situation; (3) identifying all supported and inhibited factors; and (4) developing the planning or series of activity to reach the aim.[22]

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[19] *Ibid,*. P. 22.

[20] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P .56.

[21] *Ibid,*. P.57

[22] Andri Feriyanto dan Endang Shyta T, *Pengantar Manajemen (3 In 1),* Pustaka Baru, Yogyakarta, 2015. P.15

Planning is very crucial and can give the significance for the organization. There are some benefits which can be adapted from planning; (a) helping the management to adapt with the environment changes, (b) making the possibility for the manager to understand the whole operated image more clearly, (c) helping the placement of responsibility more exactly, (d) giving the way of command for operating, (e) facilitating in coordinating among all parts of organization, (f) creating the specific, brief, and easier aim to be understood, (g) minimizing the uncertain work and (h) not wasting the time, effort and budget.[23]

From the explanation above, it can be concluded that planning is the basic function of management which is defined as process of identifying the organizational aim and developing the planning of organizational work activity. Planning is the most important function of management because without planning, the other functions cannot be done smoothly.

2) Organizing

Organizing is the cooperation among two persons or more in the structural way to reach the specific target. It is a process of connecting the people who are involved in the certain organization and combining the job and function. In this process, it is done the dividing job, authority, and responsibility briefly based on each part and field so it is integrated the work relations which are synergic, cooperative, harmonic and rhythmic in achieving the determined aim.[24]

Organizing is also meant as the dividing activity of jobs to the people who are involved in the school cooperation. Because there are many jobs and cannot be finished by one person, these jobs are divided to be done by each organizational unit. The

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[23] Andri Feriyanto dan Endang Shyta T, *Pengantar Manajemen (3 In 1),* Pustaka Baru, Yogyakarta, 2015. P.16

[24] U.Saefullah, *Manjemen Pendidikan Islam*, Pustaka Setia Bandung, 2012, P.22.

organizing activity determines who will conduct the job based on the principle of organization.

According to Gibson, et al. quoted by Syaiful Sagala organizing consists of all managerial activity which is done to create the planned activity to be a structural job, authority and dividing who will do the certain job. In organizing is not only identifying the position and determining the relation but also considering the people with attention of his or her need in order to get the better function.[25]

Koontz, et al. quoted by Syaiful Sagala stated that organizing is the determining the structure of internal role in a institution which is organized formally. The effective organizing can divide smoothly and structure the jobs into the subcomponents of organization. According to Sergiovanni, he argued that four competing requirements for organizing that should be considered are legitimacy, efficiency, effectiveness and excellence.[26]

Another definition about organizing is identified as dividing the planned jobs to be finished by the member of work unity, determining the correlation between works effectively and giving the proper environment and job facility so they can work efficiently. It is also can be defined as a work of dividing the job, delegating the authority, and deciding the activity done by the manager at the whole organizational hierarchy.[27]

Therefore, in organizing is needed the steps as followed; (1) understanding the goal which will be achieved clearly, (2) the job description which must be operated in certain activity, (3) the classification of activity in the unity practically, (4) giving the realistic formulation about the duty which will be finished, the

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[25] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P .59

[26] *Ibid*,. P.59

[27] Andri Feriyanto dan Endang Shyta T, *Pengantar Manajemen (3 In 1),* Pustaka Baru, Yogyakarta, 2015. P.27

physic facilitation and the needed environment for each activity or unity which will be operated, (5) showing the human resource who are expert in their skill, and (6) delegating the authority, if it is regarded necessary to the referred subordinate.[28]

There are several main principles which can be oriented and attended in school organizing; (1) there is the unity of direction from all kind part of organization, (2) there is the unity of government, (3) there is the balancing between authority and responsibility in doing the job, (4) there is the clear dividing job, the simple organizational structure, the relatively permanent organization, (5) there is the guarantee of positions in organization, and (6) there is proper merit response for each member and giving the placement position based on the ability.[29]

From the description of organizing above, it can be concluded that school organizing is the level of headmaster ability together with teacher, staffs, and other personals of school to do all managerial activities to achieve the result planned by deciding the target, the job structure, the authority and responsibility, and the functions of each personal proportionally and based on the main job and function. Organizing also determines the tools which are needed, the time allocation, fund and the more proportional school resource.

3) Actuating

According to Terry, actuating means stimulating the group members to do the jobs enthusiastically and good will. The job of actuating is done by the leader. Therefore, the principle leadership has the big and important role in actuating the school personal their work program. Actuating is a leader job and according to Keith Davis as quoted by Syaiful Sagala is the ability to persuade the

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[28] Ibid,.P.27-28

[29] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P .60.

people to achieve the determined aims with the full spirit. Actuating in the school organization is stimulating the teacher and other school personals to do the jobs enthusiastically and good will to achieve the aim with the full spirit.[30]

Hoy and Miskel said that the effective leader has inclined relationship with the subordinate which is supported and improving the self-confidence using the group to make the decision. The effectiveness of leadership shows the achievement of job approximately improved, the job decision, the work ethic, and the contribution of work formed. It is also not far from direction which means that the manager carries out almost all responsibility to associate the direction. The supervisors at the low level are more treated as the functioned specialists than the manager who is autonomic in making decision. The creativity appears the leadership crisis and its solution is the direction, then it appears the autonomous crisis and its solution is the delegation, then it appears the control crisis and its solution is the coordination, then it appears the bureaucracy crisis and its solution is the collaboration in the team form, but it will appear the saturation crisis because of time, power, and emotional and depleted for the team work and is displacement of pressure in innovative solution.[31]

Hersey and Blanchard argued that the main principle in the actuating is that the ethic can be arranged, formed or changed by the positive wage system which is restrained accurately. In the implementation of actuating, the headmaster plans the way to make the teacher, the staffs, and other school personals to learn how good they have fulfilled the specific school aim which can improve the school quality.[32]

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[30] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P .60.

[31] *Ibid,.* P.61.

[32] *Ibid,.* P.61.

Based on the explanation above, it can be concluded that actuating is one of the functions of management which is also very crucial to realize the planning which have decided. The main role in this step is the leader who conducts the down level (teacher, staff and other school personal) by giving the motivation, direction, and guiding so they can work effectively and efficiently.

4) Controlling

Controlling is one of management functions by delivering the assessment, correction to all the things which have done by the subordinate so they can be directed to the right way based on the aim. Controlling is also defined as the activity of researching and supervising so all the jobs done properly and based on the rule and job description of each personal. Controlling can be implemented vertically and horizontally; the leader can do the controlling to the subordinate and the subordinate also can give the critic effort to the leader.[33]

According to Stoner quoted by Saiful Sagala, controlling is a process which can be definite that the activity is actual and appropriate based on the planning. Generally controlling is connected by the effort of restraining, guiding and straightening as the effort of quality control in the broad meaning. Through the effective controlling, the wheel of organization, the planning implementation, the policy and the effort of quality control can be implemented better. Controlling is the administrative function whom each administrator makes sure that what they have done appropriate.[34]

Controlling is the forth of managerial function after planning, organizing and actuating. As one of the management function, the mechanism of controlling in an organization is

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[33] U.Saefullah, *Manjemen Pendidikan Islam*, Pustaka Setia Bandung, 2012, P.38
[34] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P.64-65

absolutely necessary. The implementation of planning or program that is without accompanied by a control system continually and properly will cause the unsuccessful program.[35]

According to Admosudirdjo in Feriyanto and Endang Shyta T, controlling is the whole activity which compare or asses what is being done or have been done with the criteria, norms, standard, or the plan which have been decided before. The controlling target is the finding which states the deviation of plan or target. The action that can be implemented are as followed; (1) directing or recommending the repair, (2) suggesting not being waste, and (3) optimizing the work to achieve the plan target.[36]

There are three kinds of controlling which can be implanted. *First* is the intern and extern controlling. The intern controlling is done by people or institution inside the relevant organization. This can be done by the direct leader controlling or built in control. The extern controlling is controlling which is implemented by the controller unit outside the organization unit which is controlled. *Second* is the repressive and preventive controlling. Preventive controlling is the controlling which is implemented before the activity or program is done. It is to avoid the deviation and will be very useful if it is done by the leader directly. Repressive controlling is the controlling which is done after one activity. This controlling is usually implemented in the end of calculation year. *Third* is the active and passive controlling. Active controlling or close controlling is done at the activity place which is very different to the passive or far controlling that is done

[35] Andri Feriyanto dan Endang Shyta T, *Pengantar Manajemen (3 In 1),* Pustaka Baru, Yogyakarta, 2015. P.63

[36] *Ibid,*. P.64.

trough the research and examination of the responsibility letter completed by the receiving and expending proof.[37]

Based on the detailed explanation above, it can be concluded that controlling is the activity of management function which compare or asses what is being done or have been done with the criteria, norms, standard, or plans that have been decided before.

2. The Definition and Meaning of School Based Management.

The term of School Based Management appeared in USA at first when the society began to ask the relevance of education with the demand and development of local society. SBM is a new paradigm of education which gives the broad autonomy at the school level related to the policy of national education. [38]

Caldwell quoted by Harry Anthony Patrinos et al, stated that SBM is the decentralization of authority from the central government to the school level. In the words of Malen et al, School-based management can be viewed conceptually as a formal alteration of governance structures, as a form of decentralization that identifies the individual school as the primary unit of improvement and relies on the distribution of decision-making authority as the primary means through which improvement might be stimulated and sustained.[39]

Caldwell also add that School-based management is the systematic decentralization to the school level of authority and responsibility to make decisions on significant matters related to school operations within a centrally determined framework of goals, policies, curriculum, standards and accountability.[40]

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[37] Andri Feriyanto dan Endang Shyta T, *Pengantar Manajemen (3 In 1),* Pustaka Baru, Yogyakarta, 2015. P.65.

[38] E. Mulyasa, *Manajemen Berbasis Sekolah*, Remaja Rosdakarya, Bandung, 2012, P. 24

[39] Harry Anthony Patrinos et al, *What is School-Based Management*, The World Bank Washington Dc, 2008, P. 2

[40] Brian J. Caldwell, *School Based Management*, Stedi Media Paris, 2005, P.1.

Larry Kuehn in *ERIC Clearinghouse on Education Management* wrote that there are many terms of SBM, but it has different terms which have almost the same meaning and definition. They are as followed: (a) Local Management of Schools, it is where the school has the autonomy of management at the level building, (b) Shared Decision-Making, it is where the department gives the authority to the school level through directly or the school committee, (c) Self –Managing Schools, the school has the authority in self managing to arrange the planning, program, organization and implementation, (d) self-Determining Schools, the school has the authority '*to decide their self destiny'* for example, in developing the superior program, determining the amount of budgeting, managing the school program, etc, (e) Locally-autonomous Schools, the internal school program is planned and implemented by itself based on their own potency and may be accessed by the institution, (f) School Participatory, the school is a place where can create the school condition effectively and it requires the participation from all the school community, (g) School Decentralization, although the school is a subsystem of national education system, many programs which are guided by the upper instance before become the independence program or decentralization, (h) Devolution, it is the change of school management from the government dependence to the independent management based on the school and community's need and demand, (i) Restructured School, it is the change of school structure which is not suspended by the upper bureaucracy, (j) Self-governing, part of school programs are planned, budgeted, implemented, and evaluated by the school self, (k) Self-determining, the school has the authority in determining their own destiny for example; about the achievement standard, the superior programs, the local contents, the academic calendar, the special program, etc.[41]

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[41] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P .60.
33-34.

Referring to the terms of SBM above, it can be defined that SBM is as a process of school community work by applying the autonomous norms, accountability, participation and sustainability to achieve the educational goal and learning qualitatively. In the simple meaning, SBM is a decentralization of decision-maker authority at the school level. The decision-maker is a core of the whole process and substance of school management job.[42]

Based on Lori Jo Oswald in Sudarwan Danim wrote that School Based Management can be defined as the decentralization of decision-making authority to the school site, is one of the most popular strategies that came out of the 1980's school reform movement. This policy is a form of educational reformation which appeared and had the same aim with the decentralization. In US, SBM had been being applied for more than one decade. [43]

The essence of SBM is the harmonization of resource which is done autonomously by the school through involving all the stakeholders related to the school directly in the process of making decision to fulfill the need of improving the school quality or to achieve the national educational aim.[44]

School based management is one of the forms of educational reformation which offer to the school to provide the better and adequate education for the learners. The autonomy in management is the potency for school to improve the staffs' performance, offer the direct participation of stakeholders, and improve the understanding of community toward education. The spirit of decentralization and educational autonomy brings the authority to the school which also has role in accommodating the public consensus that the decision should be made by them who have the

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[42] Sudarwan Danim, *Visi Baru Manajemen Sekolah Dari Unit Birokrasi ke Lembaga Sekolah*, Bumi Aksara Jakarta, 2006, P. 34.

[43] *Ibid*,.P.35.

[44] Daryanto and Mohammad Farid, *Konsep Dasar Manajemen Penddikan di Sekolah*, Gava Media, Yogyakarta, 2013, P.176.

best access of local information, responsible toward the policy implementation, and effected the policy consequences.[45]

Related to the description above, the concept of SBM is the idea which places the authority of school management in one totality of system entity to make the decision. The school as a social institution has the authority in decision making in the perspective of school role really. The form is by accommodating the stakeholder aspiration and is reflected in the vision, mission and aims formulation and the school priority programs which can guarantee the improvement of quality. Each school surely will have the specific feature. The school characteristic which use SBM model is reflected by the vision, mission, aim, priority programs, targets which will be achieved, means and facilities, quality of human resource, cost support for the school development, and the stakeholder support. The realization of BSM idea will establish the ownership attitude of stakeholder to the school. This attitude will support the development of competitive and comparative superiority of each school.[46]

From the explanation above, it can be concluded that School Based Management is the new paradigm of educational management which comes from US and nowadays is adopted in Indonesia but its implementation is appropriated with the local condition. SBM has bring the education system from centralization to decentralization which gives the fully autonomy to the school and stake holders to make the decision and policy and manage the empower of human and non-human resource to improve the school quality which can be competitive and comparative school.

3. The Objective and Significance of School Based Management

According to Chapman, School Based Management is a political approach which aims to redesign the school management by giving the

[45] E. Mulyasa, *Manajemen Berbasis Sekolah*, Remaja Rosdakarya, Bandung, 2012, P. 24

[46] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P.156.

authority and improvement of school and community participation in order to fix the school performance. The SBM aimed is to create the better work arrangement in four things; (1) to improve the efficiency of resource used and giving assignment to the staff; (2) to improve the professionalism of teachers and educational personnel at school; (3) to appear the new ideas in implementing curriculum, the used of learning technology and the utilization of learning source; and (4) to improve the quality of school and stakeholder participation.[47]

After the school autonomy and society participation can be improved, the implantation of SBM, based on Satori in Sagala is aimed to (1) increase the education quality through the independence and initiation of school in managing and empowering the available resource and potency; (2) increase the involvement of school citizen in education management together in making decision; (3) improve the responsibility of school to the student parents, school and government of school quality; and (4) improve the health competition among the school to achieve the hoped education quality.[48]

The significance in using the SBM model, Satori stated that; (1) the school can optimize the available resource to improve the school, because they can understand more the map of strength, weaknesses, opportunity and threat which may be faced, (2) the school can understand more about the institution need especially the education input and output which will be developed and empowered in the education process based on the level of development and students' needs and the community, (3) The participative decision making which is done can fulfill more school need, because the school knows better what the best programs for their school are, (4) The using of education resource will be more efficient and effective, if the community is involved in controlling and helping to fulfill the school need, (5) the involvement of school citizen in making the school decision

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[47] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P.157.

[48] *Ibid,*.P .157.

creates the transparency and health democracy, (6) the school is responsible for the education quality to the government, parents, and community, (7) the school can compete healthily to improve the education quality and (8) the school can response the community aspiration which is always changed by the appropriate and fast approach.[49]

The significance of SBM is giving the freedom and big authority to the school with the responsible. By the autonomy which gives the responsibility of resource management and the development of SBM strategic based on the local condition, the school can increase the teachers' prosperity so they can concern on their job. SBM also can support the authority in managing the resource and involving the community to participate, support the headmaster professionalism as the manager or leader of school. By giving the chance to the school to arrange the curriculum, the teacher is supported to innovate by doing the experiments in the school environment. Therefore, SBM supports the teachers' professionalism and headmaster as the educational leader at the school.[50]

4. The Characteristics of School Based Management

According to Bailey as quoted by Sudarwan Danim, the ideal characteristics of School Based Management are followed:

a. The existence of various patterns in paying the teacher's salary

The popular term is merit system in giving salary and kind of prosperous material aid. It can be done by determining the policy through the direct delivering of teacher salary to the school account and then the principle allocate it per month based on the achievement.

b. The school management autonomy

The school becomes the main central of management at the strategic and operational level in the frame of educational program management and learning. In another hand, the other internal policy becomes the complement.

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[49] *Ibid*, P .158.

[50] E. Mulyasa, *Manajemen Berbasis Sekolah*, Remaja Rosdakarya, Bandung, 2012, P. 25

c. The optimally teacher empowerment

Because the school must compete in building the quality and forming the community image, the teachers must be empowered and empower their self optimally for the process of meaningful learning.

d. The participative school management

The headmaster must be able to work with and through all school community so that each side can do the basic job and function and the transparency of school management can be formed.

e. The decentralized system

In the budgeting field, the implementation of SBM supports the schools to be ready to compete to get the fund from the society or government or *block grand* fund competitively and manage it properly.

f. The school with the choice or school autonomy in deciding the various choice

The academic and non-academic program can be created by the school appropriated with the capacity and the local society's need, local and global.

g. The partnership between the business and education world

The partnership can be done directly or through the school committee. This partnership is not only to the fund utility, but also for the work practice activity, the founding program and other development.

h. The open access for school to grow the relatively independence

The expansion of authority which is given to the school gives the moved space to make the innovative decision and create the program for the school quality improvement.[51]

i. The competitive school marketing.

The main job and function is offering the superior product or service. If the school has been able to build the quality and superior image, the institution will be able to compete-bargaining with the

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[51] *Ibid*, P .26

society, for example related to the amount of fund which will be guaranteed.[52]

There is another opinion stated that the characteristic of SBM is similar to the effective school; (1) having the output (effective learning achievement and school management) hoped by the vision and mission; (2) the effectiveness of high teaching-learning process; (3) the strong role of headmaster in coordinating, actuating, and balancing all the available educational resource; (4) the learning weather and environment which is secured, correct, and comfortable (enjoyable learning); (5) the need analysis, planning, development, performance evaluation, partnership, and merit wage of teachers and staffs which can fulfill the daily life; (6) the school accountability to the success of programs which are implemented; and (7) the management and estimate using based on the riel to improve the quality of learning service.[53]

The characteristics of SBM can be known through how the school can optimal the school organization performance, the process of teaching-learning, the management of human and non-human resource and administration. *BPPN* and World Bank, taken from *Focus on School*: *The Future Organization of Education Services for Student*, Department of Education, Australia, stated that the characteristics of SBM through this table bellowed[54]:

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[52] Sudarwan Danim, *Visi Baru Manajemen Sekolah Dari Unit Birokrasi ke Lembaga Sekolah*, Bumi Aksara Jakarta, 2006, P. 29-31.

[53] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P .161.

[54] E. Mulyasa, *Manajemen Berbasis Sekolah*, Remaja Rosdakarya, Bandung, 2012, P. 29-30

Table 2.1

The Characteristics of SBM

School Organization	Teaching-Learning Process	Human Resource	Non-Human Resource and Administration
Providing the organizational management of transformational leadership in achieving the school aim	Improving the student learning quality	Empowering the staff and putting the personnel which can service the student needs	Identifying the necessary resource and allocating it based on the need
Arranging the school planning and formulating the independent school policy	Developing the appropriate curriculum and responsive to the student needs and school community	Choosing the staff who has the school based management understanding	Managing the school fund
Managing the school operational activity	Creating the effective learning	Providing the activity of profession development for all staffs	Providing the administrative support
Guarantying the existence of effective communication between school	Providing the development program needed the students	Guarantying the staff and students' prosperity	Managing and taking care the building and others facilities

and school community			
Guarantying the reserved of accountable school to the society and government	The developed programs needed by the students	The prosperity of staffs and students	Taking care the building and other facilities

5. The Components and Indicators of Success of School Based Management

    According to Borman et al., in Harry Anthony Patrinos et al., in the United States the popularity of the concept of CSR (Comprehensive School Reform) eventually led to Congress passing a Comprehensive School Reform Act in 1999. The Act outlined the eleventh components of a locally autonomous school[55]:

a. *Each school must adopt a model of SBM that is known to be successful or has the promise of being so. This implies that a number of empirically tested models of SBM already exist and that the major task for a school is to select one from this list, but this is not the case in most countries other than the U.S.*

b. *Proven methods of teaching, learning, and management should be used in the schools, whether as part of the adopted CSR model or grafted onto it. It is not clear what "proven" means here, but the reference is nonetheless important because the law implies that management change is not suffi cient for comprehensive school reform but that changes in teaching and learning are also needed.*

c. *The methods for teaching, learning, and management should be integrated into a coherent package.*

d. *There should be continual professional development for staff. This component acknowledges that changing the ethos of a school is diffi cult. Principals and teachers need to be trained to do new things or to do old things in different ways.*

e. *Staff should support the SBM initiative. One rationale for SBM is that if staff (or their representatives) have a say in deciding on school changes, this will make them more supportive of those changes.*

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[55] Harry Anthony Patrinos et al, *What is School-Based Management*, The World Bank Washington Dc, 2008, P. 11

f. *Formal and informal responsibilities should be distributed widely within each school. School principals have very difficult and stressful jobs and are called upon to make decisions throughout their working days. One purpose of SBM is to share decision-making within the school as well as to shift decisionmaking to the school.*

g. *Parents and the local community should be involved in the school. The assumptions here are that this will make teachers put the children's welfare before their own; that human, fi nancial, and material resources will fl ow into the school by virtue of the parental support; and that more children will learn, both at home and in the community, that attending and doing well in school are highly valued.*

h. *There will be external technical support for whatever changes the school is making.*

i. *Measurable benchmarks should be used. Central to most kinds of managerial reform is developing interim goals and determining ways to measure them so that, if necessary, mid-course corrections can be made.*

j. *Annual evaluations are needed of how SBM is being implemented and of any changes in student performance. These evaluations will measure how much progress is being made toward organizational goals (as SBM is about organizational change).*

k. *Mechanisms are needed for finding additional human and fi nancial resources from external sources.*[56]

From the eleventh points that are described above, it can be concluded that while most school income is expected to come from government and fees, changes to a school's management goals and structures will often require additional human and financial resources that governments and parents may not be willing or able to provide. In the United States, these extra school resources are raised by: (i) parents who volunteer time or donate money to the school; (ii) soliciting local businesses for cash and in-kind services; (iii) trying to raise funds from other civic organizations; and (iv) lobbying the government. The assumption behind SBM in the United States is that not all reforms can be fully funded from the public purse.

Nobody argues that all of these eleventh components must be in place for a school to be considered as having adopted CSR or SBM. Nor has anyone specified a minimum or core number of attributes needed to

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[56] *Ibid*, P .12

qualify for either label. Nevertheless, it is obvious that as more of these components are included in an SBM plan, the more radical the organizational change it will make. However, looking at the impressive list of components in the U.S. model, it is likely to be diffi cult to replicate in developing countries. For instance, no developing country has a database of 29 kinds of SBM, all of which have been evaluated within their own political and cultural circumstances. Also, low-income countries may not be able to afford to train staff to use SBM effectively. For instance, in a recent program in the Punjab province of Pakistan, the School Committees component of the program did not materialize as quickly or widely as anticipated. One of the major reasons for this delay was the lack of civil society or nongovernmental organizations with the ability to help the school councils to build their capacity. These could be a few of the reasons why developing countries prefer to introduce weaker forms of SBM rather than stronger ones.

In the school based management there are seven components and the indicators of each component that must be paid attention to get the successful result, they are as followed: (a) management of curriculum, (b) management of students, (c) management of teacher and staff school, (d) management of facilities and infrastructure, (e) management of budgeting, (f) management of school relation and community, and (g) management of culture and environment. The following are descriptions of each component[57]:

The Indicators of success of curriculum management in school based management are as followed: (1) the curriculum and syllabus of elementary school emphasizes on the important of ability and interest in reading and writing, accounting skill, and also communication ability, (2) the school and school committee or Islamic school and committee develops the curriculum of KTSP and its syllabus depend on the basic

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[57] Kementerian Pendidikan dan Kebudayaan Direktorat Jenderal Pendidikan Dasar Direktorat Pembinaan Sekolah Dasar, *Panduan Nasional MBS SD Buku IV*, Jakarta, 2013. P.65.

frame of curriculum and the standard of passed competence under the supervision from the government, (3) each teacher is responsible creating the syllabus of each subject based on the content standard, passed competence standard and the direction of KTSP arrangement, (4) the elementary school curriculum consists of eight subjects, local content, and self development, (5) the teaching-learning at grade one until three is done through the thematic approach, whereas the grade four till six is done through lesson approach, (6) the teaching uses the active and creative learning approach; inquiry, discovery, problem solving, study tour, and role playing and (7) the teacher implements the active, creative, effective and fun learning (*PAKEM*) [58].

Whereas, the indicators of success of students management in school based management are as followed: (1) holding the census of student to determine the interest and capacity of receiving the new student based on the school range area, (2) the recruitment of new student pay attention to the capacity and class size, determining the technique direction; the criteria of candidates, applying the objective, transparent and accountable system and also the standard procedure, (3) the school orientation must be academic and introducing to the environment under control of teacher, (4) the classification of student is done based on the individual which has the similarity and difference, development or maturity and characteristic to make easier the optimum service, (5) the guiding of student's discipline is through religious educative and is taught by the same religion teacher, (6) getting the educative service based on the talent, interest and ability, (7) the ethic code is arranged by the students, teacher, staff, parents, school committee and other stakeholders, (8) there is the special service for improving the student productivity and optimizing learning, (9) the achievement of character building through the habitual both in the class and at school, for developing the religious

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[58] Kementerian Pendidikan dan Kebudayaan Direktorat Jenderal Pendidikan Dasar Direktorat Pembinaan Sekolah Dasar, *Panduan Nasional MBS SD Buku IV*, Jakarta, 2013. P.65.

values, tolerance which is done by the commemorate of the religious national day and religious activity, so it needs the conducive religious facilitation.[59]

The teachers and staffs management is also very crucial to be implemented. According to Panduan Nasional MBS, the indicators of success of teacher and staff management in school based management are as followed: (1) the management of teacher and staff involves many segments; teacher, staff, parents, school committee and other stakeholders, (2) there is a report of amount and qualification of the existence teacher and staff, (3) the school holds the self recruitment for the teacher and staff based on the needs and pays attention on the qualification and competence, (4) the school implements the development of teacher professionalism both inside and outside school, (5) there is a giving of positive and negative strength to the teacher and staff based on his/her performance and achievement, (6) the school does the work mutation in the school field with the objective for work motivating, refreshing or developing of educative quality at school.[60]

According to Saiful Sagala there are several aspects becomes the indicator to success the implementation of SBM is that the effectiveness of learning process does only transfer of knowledge or remember and acquire the knowledge but also more emphasize on the internalization of developing the cognitive, affective, psychomotor and autonomous aspects. *Secondly*, the strong leadership of headmaster is one of factors which can motivate the school to realize the vision and mission of target trough the program implemented planned, stepped, creatively, innovatively, effectively and having the managerial ability. *Thirdly*, the effective education staff management; the teacher is one of factors that is very strategic at one school, is demanded to have the creativity and tenacity in managing the learning process, is to make the students active and creative

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[59] *Ibid*,. P. 67.
[60] *Ibid*,. P. 67.

trough the developing the curriculum. The educational staff as the technical service is able to compete in quality. Next, the school has the quality culture. All the school citizens have the principle that they have to be professionalism in their fact each other. And *last*, the school has the solid, smart and dynamic teamwork; the togetherness is the school characteristic because the education output is the result of citizen school collectively not individually and it becomes the important requirement to get the competitive quality.[61]

From the description above, the researcher takes the conclusion that the indicator to define the school quality does not only depend on the students' mark of last examination but also others factors, e. g how the teaching-learning activity is implemented, how the teacher and staff competence is improved, how the facilities and learning equipment are, and whether the school can implement the extracurricular activity well. All the components of SBM must support each other. For example, they must have the strong teacher and school staff, the curriculum and also the students.

6. The Implementation of School Based Management

   a. The school Classification

   In the implementation of SBM, it is very crucial to do the classification of school based on the management ability, by considering the condition, location and quality of school. In this section, it will be found three categories of school; good, average and less, which spread in the advance, average and left behind location. The cluster school can be seen in the table. 2.2. In this table, each school describes the level of managerial ability.

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[61] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P.172.

Table. 2.2

The Classification of School in SBM

	School Ability	Headmaster and Teacher	Community's Participation	Region and Parents Income	The School Estimation
1.	School with the high managerial ability	Headmaster and teacher have high competency (including the leadership)	High community participation	High region and parents income	School estimation outside government estimation is big
2.	School with the average managerial ability	Headmaster and teacher have average competency (including the leadership)	Average community participation	Average region and parents income	School estimation outside government estimation is average
3.	School with the low managerial ability	Headmaster and teacher have low competency (including the leadership)	High community participation	Low region and parents income	School estimation outside government estimation is low

The condition above describes that the level of school managerial ability in implementation of SBM is different each other. The planning of implementation must concern to those variations and consider the ability of each school. The planning which refers to the school ability is very important to avoid the same treatment.[62]

The difference of managerial ability requires the different treatment toward each school based on the level of each school's ability in absorbing the new paradigm which is offered by SBM. For example, a school may only need to train to be able for SBM implementation, but other school may need the additional supports from the government in order to be able to apply the new paradigm. By considering the school ability, the obligation and authority school towards the implementation of SBM can be differed between one school and others. The government has the duty to do the maximal efforts for school which the managerial ability is less to prepare the SBM implementation. But the long term of SBM will be determined by how a school able to plan the school program and implement it.[63]

b. The Stage of SBM Implementation

As a new paradigm of education, the implementation of SBM also needs the proper stage besides paying attention to the school condition. In another word, it must be done in stages. The whole implementation of SBM as the realization of education decentralization needs the basic changes of aspects such as, finances, personnel, curriculum, tool and infrastructure, and also the community participation. The complexity of educational problem in Indonesia which was be studied by the World Bank will influence the rapidity of SBM implementation. Therefore, it must be divided into three stages;

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[62] E. Mulyasa, *Manajemen Berbasis Sekolah*, Remaja Rosdakarya, Bandung, 2012, P. 59-60

[63] *Ibid*,.P .60.

the short term (the first year until the third), the medium term (the fourth year until the sixth) and the long term (after the sixth year).[64]

The implementation of the short term is prioritized at the activities which do not need the basic change of educational aspects. It needs to emphasize on the socialization of SBM to the community and school, the training for human resource who will implement SBM, and allocating the *Block Grant* donation directly to the school as the practice of finance management by the SBM principle. The priority of short term needs the strategy which can be acted immediately, there are some reasons as the consideration as followed:

1) Both school and community, it is sure that they have not introduced the SBM principles in detail at this recently time. Therefore SBM needs to be socialized so they understand their each right and duty.

2) The directly allocation of fund to the school is the main priority in the school autonomy. Previously, the school got the fund which was allocated trough the complex and tied bureaucracy.

3) The implementation of SBM needs the power which has the adequate skill, at least the ability to manage and understand the SBM principle. Therefore, it needs the training so the fund which is allocated directly can be managed based on the SBM principle.

4) The recommendation of World Bank refers to two things above; the weaknesses of headmaster's autonomy in managing the school finance and the managerial ability of headmaster. [65]

Related to the stage of BM implementation generally, Fattah divided into three stages; socialization, piloting, and dissemination. The socialization stage is the important thing especially for the place where cannot be reached by the communication media, besides the

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[64] E. Mulyasa, *Manajemen Berbasis Sekolah*, Remaja Rosdakarya, Bandung, 2012, P. 60
[65] *Ibid*,.P .62.

Indonesian community is difficult to receive the change. Many changes, both personal and organizational need the new knowledge and skill. Therefore the community can adapt with the new environment better. In effecting the achievement of change aim, it is necessary the brief aim and the proper way, both process aspect and development.[66]

The piloting stage is the hypothesis stage in order that the concept implementation of SBM does not take a risk. The effectiveness of hypothesis model need the basic requirements; acceptability, accountability, replica and sustainability. Acceptability means the existence of receiving from the education neighbors, especially the teachers and headmaster as the implementer of education at school. Accountability means that the SBM program must be responsible both the concept, operational and also budgeting. Replica means that the SBM model can be replicated in other schools. Therefore, the treatment which is applied at the hypothesized school can also be applied in other school. And sustainability means that those programs can be preserved their continuity after the hypothesis is implemented.[67]

Based on the explanation of steps in SBM implementation, the most important things are socialization, piloting and dissemination. Socialization step is considered as the planning process to prepare the readiness of SBM implementation. The piloting becomes the organizing and actuating in SBM implementation, whereas the dissemination becomes the process of controlling and evaluation for the SBM implementation.

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[66] E. Mulyasa, *Manajemen Berbasis Sekolah*, Remaja Rosdakarya, Bandung, 2012, P. 62.
[67] *Ibid*,.P .62.

B. **The Quality of Education**

1. The Definition of Quality

According to Edward Sallis the word quality comes from the Latin *qualis* meaning *what kind of*. The quality of something can be said to be a part of its nature.[68]

The definition of 'quality' based on the terminology has many meanings and contains many interpretations. Actually the terminology of quality is used in the economical or business world, but nowadays some fields also use and adapt it. One of the definitions is described by Crosby. He stated that quality is conformance to requirement. It means that everything can be said qualified if it is based on required or standardized. A product has the quality if it is appropriate with the defined standard. The quality standard consists of the material, production process, and product.[69]

Juan stated that quality is fitness for use to fulfill the need and the customer satisfaction. The suitability is based on the five main characters; technology (strength), psychology (status or taste image), time (reliable), contractual (guarantee), and ethic.[70]

According to Hawes and D. Stephens in Engeline M. Barret. et al., quality can be interpreted as having three strands; efficiency in meeting set goals, relevance to human and environmental needs and conditions, and something more in relation to the pursuit of excellence and human betterment.[71]

According to Deming quoted by M. N Nasution, quality is the suitability with the market necessary. He defined the quality as the conformity with the need market or consumer. The business must be

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[68] Edward Sallis, *Total Quality Management in Education Third Edition*, Kogan Page London, 2005. P. 12

[69] M.N Nasution, *Manajemen Mutu Terpadu*, Ghalia Indonesia, Bogor, 2005, P.2.

[70] *Ibid*,.P .2.

[71] Engeline M. Barret. Et al, *The Concept of Quality in Education: A Review of The International Litterature on The Concept of Quality in Education*, University of Bristol, UK, 2006. P. 4

able to understand what the customer need of one product that will be produced.[72]

The other definition of quality is also stated by Feigenbaum, he said that quality is full customer satisfaction. One product is qualified if it can give the satisfaction fully to the customer or based on the customer hoped. Another definition also argued by Garvin and Davis. They stated that quality is one dynamic condition related to the product, human/employment, process and job, and also environment which fulfills or exceeds the customers hope.[73]

Although there is no definition of quality which can be received universally, but from the five definitions there are several similarity of elements. They are as followed: (a) the quality consists of the effort to fulfill or exceed the customer hope, (b) quality includes the product, employment, process and environment, and (c) quality is a dynamic condition (something which is regarded qualified at the present will not be qualified in the future).[74]

In the education world, according to *Depdiknas* the standard of quality can be formulated trough the result of learning of scholastic subjects that can be measured quantitatively and the qualitative observation. The formulation of education quality is dynamic and can be interpreted from many kind of point of views. The agreement about the concept of quality is returned to the formulation of reference for example the educated policy, teaching-learning process, curriculum, tools and facilities, learning and staff facilitation based on the agreement of the stakeholders.[75]

The quality of education must be sought to achieve the improvement which can be based by a planned change. The improvement of education quality can be obtained by two strategies; the

[72] *Ibid*,.P .3.

[73] *Ibid*,.P .3.

[74] M.N Nasution, *Manajemen Mutu Terpadu*, Ghalia Indonesia, Bogor, 2005, P.3.

[75] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P.170.

improvement of education quality that is academic orientation to give the basic minimum in the journey which must be fulfilled to reach the quality of education required by the era demand and the improvement of education quality that is oriented on the life skill essentially coped by the education that has the broad real and meaningful basic.[76]

The quality of education is not only depended by the school as the learning institution but also adjusted with the view and hoped of community which is dynamic. The school can be categorized as qualified, if the school achievement especially the student's achievement shows the high attainment in (1) the academic achievement or the passed exam mark reach the defined standard; (2) having the truth, loyal and polite value and able to appreciate the social values; and (3) having the high responsibility and ability that is formed into the skill appropriate with the knowledge basic at the school.[77]

To fulfill the hope of high education quality surely is needed the decentralization of management functions at school to optimum the policy at the school management level in implementing the program. This decentralization of administration and management functions gives the authority to the headmaster and all the school personals to decide the vision and mission, arrange the school planning, divide the jobs, lead the management of school program, control and repair based on the need. This connection shows that the role between the professionals, parents and community completes and fulfills the demand of school quality.[78]

According to the explanation above, it can be concluded that education quality is the dynamic condition of school as the learning educated institution which have the high achievement of both academic and moral value so the result of learning can be responsible to the

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[76] *Ibid,*.P .169-170.

[77] Syaiful Sagala, *Manajemen Strategik dalam Peningkatan Mutu Pendidikan*, Alfabeta Bandung, 2013, P.170.

[78] *Ibid,*.P .170.

parents and community and can fulfill or exceed the defined standard and based on the community demand.

2. The Quality Standard of Education

To decide whether the education in one school or institution can be categorized as the qualified school, it needs the standardization of education quality. There are some education quality standards that can be adapted as the norm. The qualified school is shown by the characteristics as followed[79]: (a) the school focuses on the internal and external customer, (b) the school focuses on the effort to avoid the appeared problem with the commitment to work properly from the beginning, (c) the school has the infestation on the human resource, therefore it will be avoid from many kind of psychological damage which is very difficult to be fixed. The human resource is considered as the asset which is maintained and is not a tool that can be changed anytime, (d) the school has the strategy to reach the quality, both in the top and down level. The training is held step by step and continually, (e) the school manages or treats the lamentation as the feed back to reach the quality and place the mistake as the instrument to act properly on the next period. The lamentation of customer is considered as 'an attention' not critical, (f) the school has the policy in planning to achieve the quality both the short, medium and long term, (g) the school seeks the repair process by involving all people based on the   job description, function and responsibility, (h) the school supports the people who are considered having the creativity, able to create the quality and stimulating others so they can work qualified, (i) the school makes clear the role and responsibility of each person including the clarity of work direction both vertically and horizontally, (j) the school faces or places the quality which has been achieved as the way to repair the next service

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[79] Sudarwan Danim, *Visi Baru Manajemen Sekolah Dari Unit Birokrasi ke Lembaga Sekolah*, Bumi Aksara Jakarta, 2006, P. 29-31.

quality and (k) the school faces the quality as the integral part of work culture.[80]

According to Sallis, to examine the quality of education, he created the quality indicators which contain of ten quality indicators, such as; access (5%), services to customers (5%), leadership (15%), physical environment and resources (5%), effective learning and teaching (20%), students (15%), staff (15%), external relations (5%), organization (5%) and standards (10%). These have been weighted to show their relative importance in the quality process. The highest weighted areas are effective teaching and learning and leadership. Leadership is of crucial importance because numerous studies have shown that strong leadership is a key featureof high-performing educational institutions. Execellent leaders inspire their staff and ensure that there is a drive for quality improvement. In those establishments where student success is high, those working in them and particularly their management have a clear understanding of standards and the actions necessary to achieve them.[81]

According to J. Scheerens et al., the standard quality of education can be determined by three factors; inputs, process and outcomes. The inputs consist of system level finnacial, material and human resources. Whereas the process is defined by classroom teaching level and the outcomes is dtermined by the academic and non-academic rates by the graduation.[82]

Another idea of education quality standard is also quoted by Daniel P. Mayer and John E. Mullens. They stated that the current status of school quality is determined by; the academic skills of teachers, teaching assignment, teacher's experience, proffesional development, technology, class size, discipline and academic organization. Those indicators fall into three categories; the characteristics of teachers, the

[80] *Ibid*,.P.30-31

[81] Edward Sallis, *Total Quality Management in Education Third Edition*, Kogan Page London, 2005. P. 147

[82] J. Scheerens et al. (eds.), *Perspectives on Educational Quality*, SpringerBriefs in Education, 2011. P. 49

characteristics of classrooms and the characteristics of schools as organization.[83]

From those explanations about the standard of education quality, it can be concluded that the standard education becomes the indicator to decide whether the school is qualified. The qualified school will reach and fulfill all indicators or at least more than half. The indicators are also as the reference to make the efforts to realize the quality of education.

C. The Prior Researches

There are some researchers that have very close relation to the writer's topic but it has the different sub topic of discussion. They are as followed:

1. Hari Kartini Setyawati (Sebelas Maret University of Surakarta, 2010) in her thesis with the title The Implementation of School Based Management as the effort to improve the effectiveness of Learning Process at the Elementary School, the difference with the writer's research is not to improve the effectiveness of learning process but to improve the quality of education.

2. Mohammad Mahfud (Sunan Kalijogo Islamic State University of Yogyakarta, 2010) with the title The Implementation of School Based Management in SMP Muhammadiyah 3 Depok Sleman, it has the different object of research with the writer's research. This research only discussed about the implementation of school based management and did not answer about the education quality.

3. Ade Kurniawan (Muhammadiyah University of Surakarta, 2010) with the title The Implementation of School Based Management in SMP Muhammadiyah 10 Surakarta, this research did not focused on the specific purposes of school based management. The difference between with this

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[83] Daniel P. Mayer, John E. Mullens, Mary T. Moore and Mathematica Policy Research, Inc. *Monitoring School Quality: An Indicators Report*. National Center for Education Statistics Office of Educational Research and Improvement, U.S. Department of Education, NW Washington, 2000. P.3-5

research is about the object study which took the junior high school, whereas this research takes the elementary school as the object study.