

THE PARTICIPATION OF SCHOOL STAKEHOLDERS IN THE IMPLEMENTATION OF SCHOOL-BASED MANAGEMENT POLICY

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Abstract

School Based Management (SBM) is a kind of policies that promote the establishment of education autonomy in Indonesia. A number of previous studies, have proved that the fundamental problem of the SBM implementation is caused by the stakeholder participation, as the main resource who drive the implementation of the policy. The study aims to analyze school stakeholders participation in implementing SBM policy that taken a case study in Jakarta. This is an scientific paper to make a recommendation for stakeholders participation in implementing a public policy, especially in SMB Policy. This study conducted an analysis of school stakeholders participation in the SBM implementation process using qualitative study methods. It is reasonable to obtain the natural conditions of school stakeholders participation in SBM implementation. Theory of Public Administration, autonomous Education, Public Policy, SBM Policy, Stakeholder and Participation are the theoretical framework used to analyze the data. Studies on those theoritical framework , taken from a variety of textbooks , journals and also the results of previous studies. The study shows that there are many problems in the relationship between school stakeholders. The most sticking is the relation between school committee and parents indicate that parents are less participatory. SBM implementation within the framework of the participation ladder is on the degree of tokenism. Further, this study found that at least there are three kinds of participation. Very Good, Good and Bad Participation that describes the situation of school stakeholders participation.

Keywords ; Participation, SBM Policy, Stakeholders,

INTRODUCTION

The paradigm shift toward centralized to decentralized education has been implemented in Indonesia with the School Based Management (SBM) policy in accordance with article 51 paragraph (1) of Law No. 20 Year 2003 on National Education System. This policy was explained in a provision stating that the implementation of school-based management is shown by self-reliance, partnership, participation, transparency, and accountability.

One factor identified to be the issue of the provision of education is the involvement and participation of schools stakeholders. The World Bank¹ study of SBM implementation in various countries concluded that the key to successful in SBM implementation is the strong participation of

¹ The World Bank, *What is School-Based Management?*, 2007, The World Bank, Washington, DC.

school stakeholders in educational process. Therefore, it is necessary to develop the paradigm of the participating commitment of all school stakeholders.

To find out more about the implementation of School Based Management (SBM) policy, it is necessary to study on the participatory role of all stakeholders for educational process in school. The school as a social organization of education providers have the interested parties, both internal and external school parties organizations. This study will answer the question of how the public school stakeholders participation implementing SBM policy in Jakarta is. The study aims to analyze school stakeholders participation in implementing SBM policy that taken a case study at Public Schools in Jakarta . Furthermore, this study sought to show in more detail how the conditions of the autonomy of the stakeholders in implementation School Based Management (SBM), as a product of an autonomy policy at the school level.

The School Based Management (SBM) Policy

Public policy implementation is an effort to create a provision that is still abstract into tangible reality. The policy implementation depends on the involvement pattern of stakeholders as well as Dunn elaboration², adapted from Thomas R. Dye. Policy performers, policy environment and policies are three interrelated components. In summary the position of stakeholders in policy system can be seen in the image below.

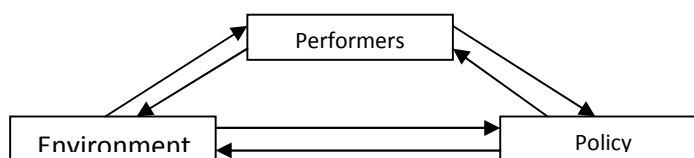


Figure 1 : Three Components of Policy System

School Based Management (SBM), is an autonomy policy at the school level, which first appeared in the United States since 1970. The SBM policy becomes a management model that provides greater autonomy to schools. It also encourages participatory decision-making that directly involve all school stakeholders such as teachers, employees, students, parents and the community, improving the quality of education in general.

School Stakeholders and Policy Implementation

In general terms, the stakeholders can be defined as the individuals or groups that are actively engaged in a policy or a particular activity. The stakeholder concept was first used in a 1963 internal memorandum at the Stanford Research Institute. It defined stakeholders as "those groups without whose support the organization would cease to exist. In the last decades of the 20th century, the word "stakeholder" has become more commonly used to refer to a person or group that has a legitimate interest in a project or entity. In discussing the decision-making process for institutions—including large business corporations, government agencies, and non-profit organizations -- the concept has been broadened to include everyone with an interest (or "stake") in what the entity does.

Stakeholders can be divided into three groups (Crosby 1992) : (1) the major stakeholder, people who receives a positive or negative impact (outside willingness) of an activity. (2) the support stakeholder, people who is an intermediary in the process of

² Dunn, William, 2003, *Pengantar Analisis Kebijakan Publik*, Yogyakarta, Gadjah Mada University Press, p.110

delivering activities aim. (3) the key stakeholder, people who have strong influence related to the problems, needs, and attention to the smooth operation.

Meter and Horn (1974:447), in Wahab, reveals the importance of the individuals and groups roles in the process of policy implementation as follows.

Policy implementation encompasses those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions.

Those views above can concluded that the stakeholders role is as the policy implementator. Stakeholders both individually and in groups are very important in achieving the goal of a policy. Decision-making in the implementation of the policy carried out by stakeholders.

Participation

Citing two opinions of Antoft and Novack (1998) and Thomas (1995) in Muluk (2006), community participation is described as an active engagement on an ongoing basis in making decisions that may affect the business, public interest and government. Gerald Caiden in Thoha (2008:), said participation is one of the fields of public policy that have called as public participation. Furthermore, Sherry R Arnstein³, explained there are eight ladder of community participation, which became known as Arnstein typology, which can be described as follows.

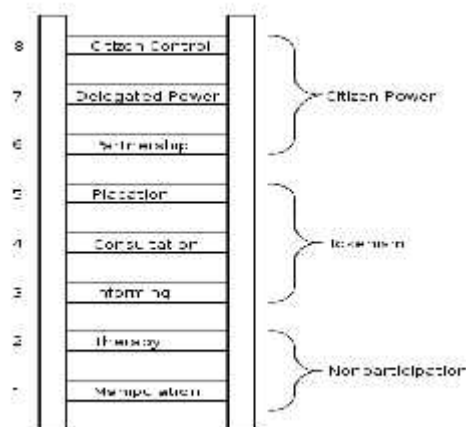


Figure 2. Eight rungs on the ladder of citizen participation

The bottom rungs of the ladder are (1) Manipulation and (2) Therapy. These two rungs describe levels of "non-participation" that have been contrived by some to substitute for genuine participation. Their real objective is to enable powerholders to "educate" or "cure" the participants. Rungs 3 and 4 progress to levels of "tokenism" that describes when they are proffered by powerholders as the total extent of participation, citizens may indeed hear and be heard. But under these conditions they lack the power to insure that their views will be heeded by the powerful. Rung (5) Placation is simply a higher level tokenism because the ground rules that retain for the powerholders the continued right to decide. Further up the ladder are levels of citizen power with increasing degrees of decision-making clout. Citizens can enter into a (6) Partnership that enables them to negotiate and engage in trade-offs with traditional power holders. At the topmost rungs, (7) Delegated Power and (8) Citizen Control, have-not citizens obtain the majority of decision-making seats, or full managerial power.

³ Arnstein, Sherry R. "A Ladder of Citizen Participation," JAIP, Vol. 35, No. 4, July 1969, pp. 216-224

In the context of SBM policy, the participation of the wider community including representatives of the government, enterprises, organizations, institutions, even people around the school and community are the strength element for the principle of participation in SBM. Arnstein ladder participation typology can be used to analyze participation of the school stakeholder for SBM implementation at schools level. The successful of SBM implementation can not be separated from the contribution and participation of all stakeholders.

The Stakeholders Participation in SBM Implementation

SBM approach has always been viewed from the standpoint of stakeholders in its implementation. They include who, for whom and to whom handed over decision-making authority. No theories, models and results of SBM studies contradictory in arguing the dependence degree between the government, school leaders, teachers, and parents, in the SBM policy implementation. In developed countries, the implementation of SBM policy will involve all the actors of education who work together in a system of reciprocal dependency where power is more likely to be at the school level.

Cheng⁴ explained that SBM implementation required distributing proportional roles for all school stakeholders, including Schools, Department of Education, Administrators, Teachers and Parents. The role and participation of stakeholders in the school are very important, especially for the principals and teachers. They are required to have an excellent competence to play a role in the governance and management of the school in which they teach. Likewise, the students parents participation are indispensable for achieving the ultimate goal of education in schools. Parents, as individuals who are entitled to educational services for their children, should be actively involved in the management of education. They are entitled to carry out monitoring and evaluation systemically, so they can give positive feedback to improve the implementation of SBM. All school stakeholders should discuss together for increasing their participation to achieve the ultimate goal of education quality in schools.

The Study Method

The study focused on the participation of school stakeholders on SBM implementation in public schools in Jakarta using a qualitative approach. It's conducted to obtain the actual situation or natural condition of each stakeholder participation in SBM policy implementation. It's also concerned to understand and interpret some interaction events between school stakeholders in SBM policy implementation. Finally, it's expected to construct a model of participation in SBM policy implementation in some public schools featured in Jakarta. The data collected by study of literature, in-depth interviews and observation.

The Participation of School Stakeholders in SBM Implementation in Jakarta

Regional Law No. 8 Year 2006 has set the stakeholders in education consists of (1) citizens (2) parents, (3) community (4) students, (5) teachers and educational staf and (6) the local government. At least, the implementation of SBM in Jakarta, is influenced by three main stakeholders, namely (1) the policy makers (government) who prepare and ratify the policies for the school, (2) the principal with strong leadership and professional teachers and (3) parents and school committee are professionals. The schools, which have those main stakeholders, proved able to implement SBM policy better. All stakeholders had participated and done their role in MBS implementation such as below.

⁴ Cheng, Yin Cheong, *School Effectiveness & School Based Management : A Mechanism for Development*, Washington DC., the Falmer Press, 1996.

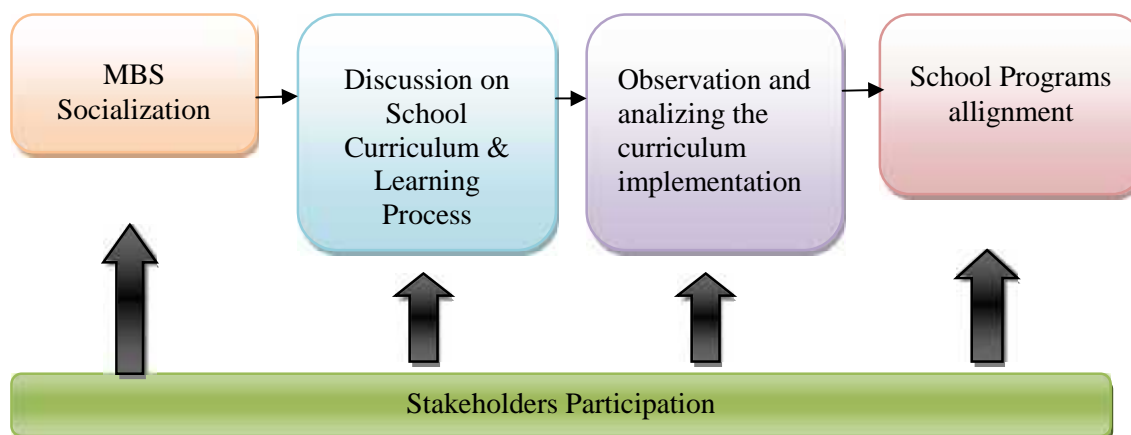


Figure 4. Stakeholders Participation in SMB Implementation

SBM policy created a new spirit to the stakeholders in schools. It's in line with the commitment to reform and decentralization of school management that were more democratic, participatory, friendly and progressive in solving many problems in schools. Stakeholders' sense of belonging has continued to grow larger in the implementation of SBM, so that it could promote the development of relations between the participation of school stakeholders. The study found there was three types of school stakeholder relation ;1. Relation between principal and teachers, 2. Relation between school committee and parents, 3. Relation between principal and school committee

The pattern of those relationship becomes the deciding factor for better implementing SBM policy in school. Those were as pattern which often seen in the school stakeholders interaction, other than the other patterns. In other side, those relation could create partnership pattern that supported the quality of school activities. One of the partnership patterns described a partnership between school committee with some professional and entrepreneur parents.

Parents	Partnership Patterns			
	Professionals	Goods	Finance	Others
Private companies	-	Textbooks procurement	Library fund rising	Student entrepreneur activities
Trainers	Trainer for teachers and students	Reading book Procurement	-	Training activities

Table 1. Partnership Patterns

The SBM Implementation and The Ladder of Stakeholder Participation

The SBM Implementation analysis in Jakarta, within the framework of the ladder of participation showed that school stakeholder participation has been in the degree of tokenism. The ladder of stakeholder participation in SBM implementation has been in the middle ladder as described below.

The Roles of School Stakeholders	The Participation Ladder
Principal ; organizing educational activities, administration, coaching educators and education personnel, utilizing and maintaining educational facilities	<i>Delegated power ; degree of Citizen Power</i>
Teachers; planning, implementing, evaluating, analyzing, and following up the learning outcomes	<i>Placation ; degree of Tokenism</i>
School Committee ; planning, implementating, monitoring and evaluating for educational programs in schools	<i>Consultation ; degree of Tokenism</i>
Parents of students (non School Committee); planning, implementating, monitoring and evaluating for education programs in schools	<i>Placation ; degree of Tokenism</i>

Table 2. The Ladder of Stakeholder Participation inSMB Implementation

The participation ladder of each stakeholder, especially for teachers, school committees and parents should be improved. All participation ladder lead to the degree of tokenism. This showed the ladder of participation in the implementation of SBM exist in the medium degree. Stakeholder participation could be seen in the management of the school, which became the core SBM policy, as set forth in the following table. The participation of school stakeholders could be seen from their role in many school management . The result of observation on their participation could decide the situation of stakeholder participation as below.

The Role of Management School	The Participation of School Stakeholders			
	Principal	Teacher	School Committee	Parents
Perencanaan dan evaluasi program sekolah	Full participation	Full participation	Moderate participation	No participation
Pengelolaan kurikulum yang diberlakukan di sekolah	Full participation	Full participation	Moderate participation	No participation
Pengelolaan Proses Belajar Mengajar (PBM) di sekolah	Moderate participation	Full participation	No participation	No participation
Pengelolaan ketenagaan	Moderate participation	No participation	No participation	No participation
Pengelolaan fasilitas	Full participation	Moderate participation	Moderate participation	Moderate participation
Pengelolaan keuangan	Full participation	No participation	Full participation	No participation

Pengelolaan layanan siswa	Full participation	Full participation	Moderate participation	Moderate participation
Pengelolaan hubungan sekolah-masyarakat	Full participation	Full participation	Moderate participation	Moderate participation
Pengelolaan iklim sekolah	Full participation	Moderate participation	Full participation	Moderate participation

Table 3. The Participation of School Stakeholders

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