

The Implementation of School-Based Management to Alleviate the Quality of Education in High Schools and Vocational Schools in Minahasa Regency

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ABSTRACT : *The efforts to alleviate the quality of education become the sustainable commitment of many involving stakeholders by applying many approaches. Those efforts stem from the awareness for the importance of education in developing human resources and nation character building to a better quality of society and nation. The dignity of a nation enhances greatly due to the quality of education.*

The implementation of School-Based Management in High Schools and Vocational Schools in Minahasa to upgrade the quality of education is inevitably as School-Based Management which has a great potential to support new paradigm in educational management in its relation to regional autonomy and education decentralization. These two activities represent the efforts in alleviating education quality, in particular to ensure the achievement of vision and mission established by Minahasa Government in education sector.

Therefore, the concept of School-Based Management in Minahasa Regency needs wise response and enthusiastic appreciation from all parties involving in improving education quality. The success of the implementation of School-Based Management in Minahasa can be seen from the result of evaluation that shows the needs for more programs to improve the quality of education in Minahasa. The programs has been implemented in 31 High Schools and 12 Vocational Schools located in 25 districts in Minahasa Regency. In general, the implementation of school-based management is perceived as successful due to the results of the evaluation and the need for continuity of the implementation of School-Based Management in Minahasa regency.

KEYWORDS - *School-Based Management, The Quality of Education, High School, Vocational School, Minahasa Regency*

I. INTRODUCTION

The philosophical outlook on the essence of school and society perceives school as the integral entity in the life of human beings. School is neither of a separated institution from the society as schools' sustainable existence and right to flourish depends on society. School serves as social institution whose main function is provide educational services for all elements in society. The development of a school and society are two aspects that must have an intertwined correlation due to their mutual benefit. Society acts as the true owner of schools because schools flourish as the embodiment of society need on education aspect. The organizational design of a school consists of school administration team which comprises a group of people working together to achieve the organization's goal. School-Based Management comes into existence under several terms such as school-based governance and school self-management.

The autonomy in the school management is given in the utmost purpose to improve the quality of education. Education gives an essential contribution in the process of the national development which also determines the economic growth of a nation. Besides, education serves as the priceless investment in the development of human resources because better skills and ability are greatly beneficial for someone to undergo life full of uncertainties. This framework underlines the notion that education is viewed and useful for all citizens of Indonesia as Indonesia has vast territories.

One of problems that Indonesian citizens in education aspect lies on the low quality of education in every level particularly elementary and intermediate levels. Many efforts have been conducted to improve the quality of national education such as the initiation of various training and the betterment of teacher competence, the provision of books and learning tools, the improvement of teaching infrastructure and the quality of school managements, and the stipulation of better educational policies and even distribution of teachers.

II. THE IMPROVEMENT OF EDUCATION QUALITY

The efforts in the improvement of education quality becomes the continuous activities that stakeholders have conducted by applying various approaches and comprehensive and integral finishing methods from central to regional levels. Those efforts stem from the awareness on the importance of education's roles in the development of human resources and nation character building associated with the advancement of society and the nation. The dignity of a nation definitely depends on the quality of education. The Indonesian people perceive the improvement of education quality serves as the target in the national development in education aspect. Further, these efforts act as the integral parts in the improvement of Indonesian people's quality. However, the efforts that the government has established have not significantly improved the quality of human resources (Mulyasa, 2005).

As the rise of autonomy era, democracy process and decentralization principle, the quality improvement requires the participation and empowerment of all components in education aspect as well as the implementation of education concept as a whole system. The escalation of education quality under the perspective of local autonomy has changed the direction and the implementation paradigm from the centralization pattern to decentralized education pattern (Tilaar, 2004). The models for the education implementation to achieve the quality of education appropriate for the recent decentralization paradigm, School-Based Management.

The exploration of educational autonomy is definitely necessary as the valuable input in accessing work performance of educational bureaucracy as the public service organization after the stipulation of Indonesian Law No.22 of 1999, Indonesian Government Regulation 25 of 2000 and the implementation of School-Based Management concept. It has been understood that the escalation of education quality has been the second ultimate agenda in local autonomy if perceived from the bureaucracy function and education aspect. There are many aspects related to the process of quality escalation in education sector such as regulation aspect, responsibilities, and organization and management (infrastructures, finance, and society participation) from the stakeholders.

The quality of education service becomes the strategic issue amidst the eroded trust of society toward bureaucracy due to its long-term dysfunction. In education aspect, the autonomy can be seen in the implementation of educational authority between central government, regional and regency or city governments. Indonesian Government Regulation No.25 of 2000 there are 10 sub-authorities that become the responsibility of Central Government and 6 sub-authorities that become the responsibility of Regional Government. Other aspects aside from these 16 aspects become the responsibility of both Regency and City Governments. The division of these authorities is explained in the Table 1.

Based on the classification, the government needs to build the system of education able to provide excellent basic skill for students. As a result, a concept of school management emerges through School-Based Management. It can be defined as the shifting authority in decision making from central to school levels. It means that school has authority for decision making regarding the empowerment of sources. The main principle of School-Based Management emphasizes authority relying on school and society, and avoid centralization form and bureaucratization impairing the function of school management. Wohlstetter and Mohrman (1996) perceives School-Based Management as a political approach to redesign and modify government structures by moving the central authority to school. It moves the decision from central government to local stakeholders by putting a risk on school empowerment in escalating the quality of national education. This perception represents the spirit of decentralization and autonomy in education sector .

Minahasa is one of regencies in North Sulawesi Province which consists of 25 districts spreading over 1,188.67 km² or 7.89% of the total area of North Sulawesi province. Geographically, Minahasa Regency is located in between 01°01'00" - 01°29'00" N - 124°34'00" - 125°05'00" BT.

Based on the data existing in the Department of Education, Youth and Sports Minahasa District, there are 31 high schools and 12 vocational schools in Minahasa regency. Minahasa District Government has challenge to implement School-Based Management and apply it in order to improve the quality of education in Minahasa. This condition is interesting because the quality improvement becomes one of the visions and missions of Minahasa government. The government establishes the notion of *Improving the Quality of Competitive Human Resources Minahasa with the spirit of Tou Tumou Timou Sitou*. This notion is supported by the regent of Minahasa, Drs. Jantje W. Sajow, MSi, who is one of the education figures in Minahasa.

Table 1. Authority in Education Sector of Central Government and Regional Government in Indonesia

No	The Responsibilities of Central Government	No	The Responsibilities of Regional Government
1	The establishment and implementation of standard for students and learners' competence.	1	The establishment of policies on the students' enrollment and minority, poor and/or remote people.
2	The establishment of standard for main learning subjects.	2	The procurement of textbook/learning modules for kindergarten, elementary education, secondary education and education beyond school.
3	The establishment of requirements in acquiring and using academic titles.		
4	The establishment of guidelines regarding financing education.		
5	The establishment of requirements in the process of accepting and transferring the certificate of students, learners and graduate students.	3	Support/ensure the management of higher education excluding curriculum arrangement, accreditation, and the assignment of academic practitioners.
6	The establishment of requirements needed for zoning preference, searching, utilization, transfer, duplication, security system and cultural heritage's ownership as well as the requirement for conducting archaeological research.		
7	The utilization of national archaeological research and the maintenance of national museums and galleries. The use of manuscript, archive sources and monuments having been internationally acknowledged.	4	The management of Provincial Museums, Historical Heritage Sites, Archaeological Matters, Historical Studies and Traditional Values, and The development of language and local culture.
8	The academic calendar setting and effective learning hours for each academic year for elementary, intermediate, and	5	The implementation of Special schools and training centers, and/or teachers' training.
9	The arrangement and development of Higher Education, Distance Education and International School.	6	The consideration of opening and termination of universities.
10	The Maintenance and development of language and literature of Indonesia		

Source : Indonesian Government Regulation No.25 of 2000

The local government of Minahasa, particularly Department of Youth Education and Sports must initiate efforts in which they establish an education system adequate enough to provide students with basic skills. Therefore, the concept of school management through the concept of School-Based Management emerges as a necessity. School-Based Management is defined as the transfer of decision-making authority from the central level to the school level. The definition carries the idea that school has an authority (autonomy) for decision-making in the empowerment of sources, so schools are able to independently explore, allocate, set priorities, use control and take responsibility to stakeholders. School-Based Management aims at encouraging active participation from school autonomy and community participation (local stakeholders). Therefore, this program will provide a basic framework by which every element will be able to play a role in improving the quality of education in Minahasa regency.

Challenges over the implementation of school-based management in high and vocational schools in Minahasa District must become the priority for the Government of Minahasa Regency to conduct, particularly Department of Education, Youth and Sports. The implementation must cover 31 high schools and 12 vocational schools located in 25 districts.

III. RESEARCH METHODS

This approach in research done is through a qualitative approach. It means the data collected is not in form of figures, but the data derived from a manuscript interview, field notes, personal documents, the memo notes, and other official documents. So who became the purpose of this qualitative research is want to describe reality empirical behind the phenomenon of an in-depth, detailed and complete. Hence the use of a qualitative approach in this research is to match between empirical reality with the prevailing theory by using a method of descriptive. A method of qualitative research method is used for research on the condition of natural objects, in which researchers was as a key instrument , data collection techniques done jointly, inductive is a data analysis, and qualitative research focuses more on the meaning of generalization.

As for the kind of research this is descriptive research. According to Nazir (2003), method of descriptive is the quest the facts with an interpretation that exactly. Descriptive research studies problems in the community as well as the procedures of the applicable in the community as well as certain situations, including details of relations, activities, attitudes, views as well as the processes that is on going and influences of a phenomenon. Moleong (2006) suggested that the implementation of research there are four stages namely: stage before to the field, the stage of the work field, data analysis stage and the report stage.

In this research stage traveled as follows: 1) the stage before spaciousness, includes activities the determination of focused the adjustment of the paradigm of the theory, three Indonesian firms ' plan instrument researchers the field includes observation and supplication to the subject of a permit out consultation the focus of research the preparation of the research. 2) Stage field work, includes collecting materials relating to behavior a habit of teenagers enjoy the music metals and metal as culture. The data obtained by observation, interviews and documentation directly with the object of research in vocational high school and senior high school in Minahasa District. 3) The data analysis , data analysis covering both diperoleh through observation, documents and in-depth interviews with the Department of Education, Youth and Sports District Minahasa and teachers in vocational school and high school. Then performed interpretation of data in accordance with the context of the problems that screened next check the validity of the data by means of checking the data obtained and methods of the data so that the data really valid as a base and materials to give the meaning of the data is the process of determining in understanding the context of research are being investigated. 4) The report stage includes: activities the preparation of the results study of all the series activities data collection until the provision of the meaning of the data.

IV. RESULT AND DISCUSSION

The Concept of School-Based Management

School-Based Management has various definitions depending on different angle of perspectives. Nurkholis (2003) explains that School-Based Management consists of three words, those are, *management*, *based*, and *school*.

First, management has many definitions. In general, management is defined as the process of managing resources effectively to achieve the goals. From the education perspective, *education management* is defined as every aspect associated with the management of the educational process to achieve the goals, both short-term, medium-term and long-term goals. *Second, based* is derived from basis or fundamental. *Third, school* refers to the institution where the process of learning takes place. Relying on those three terms, school-based management can be defined as all efforts that must take in the management of resources based on the school during the learning process in order to achieve the setting goals. Taking a closer look to the meaning of school-based management, someone can get the idea that the management of resource that school owns and manages must be the responsibility of the school. It has been explained in Introduction section that the recent meaning has shifted from the previous meaning of education management, in which the government regulates everything related to this program (centralized). Thus, a paradigm in the education management at schools has shifted from being setting up and controlled by the central government and its bureaucracy (centralized) to being managed based on the potential or ability of the school itself (decentralized). In the context of decentralization, the school has ultimate authority to regulate education and learning, plan, organize, supervise, take responsibility, and lead available resources to optimize the implementation of learning to obtain the intended purposes.

Slamet (2001) defines school-based management from the words of *management*, *based*, and *schools*. According to him, management means coordination and harmonization of resources through a number of management input to achieve the goals or to meet customer needs. Based means *based on* or *a focus on*. School is in the lowest organizational levels under the jurisdiction of Ministry of National Education in charge of providing *provision of basic capabilities* to students on the basis of the legalistic provisions (macro and micro) and professional aspects (qualification, for human resources).

Due to this perspective, he concludes that School-based Management refers to organizing and making harmonization among resources that schools autonomously (independently) perform through a number of management input to achieve the objectives of the school within the framework of national education. The process involves all stakeholders directly related to the school in the decision-making process (participatory). The stakeholders include: the principal and representatives, teachers, students, counselors, administrative staff, parents, community leaders, professionals, government representatives, representatives of educational organizations.

Wohlstetter and Mohrman (1996) states that School-based Management denotes political approach to redesign the organization by providing the authority and power to the school participants at the local level in order to promote school. Local participants consist of: principals, teachers, counselors, curriculum developers, administrators, parents, communities, and students. Myers and Stonehill (1993) suggest that School-based Management is a strategy to improve education by transferring significant decision-making authority from the central and local governments to schools individually. The implementation of School-based Management provides authority to principals, teachers, students, parents, and community, so they have greater control in the educational process and the responsibility to make decisions about the budget, personnel, and curriculum. The involvement of stakeholders (stakeholders) in local decision-making will be able to increase effective learning environment for students.

School-based Management Program Guidelines published under the corporation between the Indonesian government, UNESCO and UNICEF, it is stated that School-based Management can be considered as an approach for school management in the context of decentralization of education that gives greater authority to the school to take decisions regarding the management of school education resources (human, financial, materials, methods, technology, authority and time). This program is supported by the high participation of the school community, parents, and community, and in accordance with national education policy framework in order to improve the quality of education (Departemen Pendidikan Nasional RI, 2002).

In the aspect of school-based management quality improvement, School-based Management can be interpreted as a management model that provides greater autonomy to schools and encourages participatory decision making that directly involves all school communities (teachers, students, principals, employees, parents and community) to improve the quality of school based on national education policy (Departemen Pendidikan Nasional RI, 2002).

Regarding School-based Management, Indonesian Law No.20 of 2003 about the National Education System, Article 51, paragraph (1) states, *The management unit for early childhood education, elementary education and secondary education is implemented based on the principle of minimum service standards-based management school.* Furthermore, the explanation of Article 51, paragraph (1) explains that, *The definition of school-based management / madrasah is a form of autonomy of management education in the educational unit, which is in this case the principal and teachers assisted by a committee of school in managing educational activities.*

Autonomy refers to authority ownership to regulate independently all the problems. However, in the context of School-based Management implementation in Indonesia, its implementation is still restricted by the laws and regulations that apply both national and local scopes. It means that autonomy explained in the explanation of Article 51 paragraph (1) Indonesian Education Law No. 23 of 2003 is a form of relative decentralization and refers to the legislation and regulations at both the national and regional levels. Due to School-based Management, schools have larger responsibility. Schools are expected to show their performance in relation to the greater authority obtained as a form of accountability, both to citizens and government schools.

Furthermore, the role of the school committee reflects the interests of educational stakeholders (parents, communities, user graduates, teachers, principals, and education providers) involved either directly or indirectly in the management of education in schools. It is expected that School-based Management will eventually lead to the goals having been by stakeholders.

School Based Management Model in Indonesia

School-based Management model in Indonesia is known as School-Based Quality Improvement Management. That is defined as a management model that provides greater autonomy to schools and the flexibility of the school, and encourage direct participation of the school community and the community to improve the quality of schools based on national education policy and legislation (Nurkolis, 2003) and (Departemen Pendidikan Nasional RI, 2002).

School-Based Quality Improvement Management is the part of the School-based Management. While School-based Management aims at improving all school performances (effectiveness, quality, efficiency, innovation, relevance and equity and access to education), School-Based Quality Improvement Management focuses on quality improvement (Departemen Pendidikan Nasional RI, 2002).

School autonomy is the authority to regulate and manage the interests of the school community in accordance with the laws and regulations in national education. Meanwhile, participatory decision making refers to procedures of how to make decisions by creating open and democratic environment where the school community is encouraged to be involved directly in the decision-making process that can contribute to the achievement of the objectives of the school. Thus, it is expected that the school will transform into an independent institution with the following characteristics: a high degree of independence, adaptive, anticipatory and proactive, a high entrepreneurial spirit, responsible for school performance, a strong control on the input and management of its resources, strong control on working conditions, and high commitment. Further, achievement is a reference for the assessment.

The goal of School-Based Quality Improvement Management is to encourage independence or empower schools through the granting of authority (autonomy) to school, giving greater flexibility to schools to manage school resources, and encourage the participation of the school and the community to improve the quality of education (Departemen Pendidikan Nasional RI, 2002).

Lawler (1991) mentions that high involvement in management in the private sector involves four sectors, namely: information, appreciation, knowledge and powers. Information enables individuals to participate and influence decision-making by understanding the organization's environment, strategy, work systems, working conditions and employment levels. Knowledge and skills are necessary to improve the performance of the work and contribute effectively to the success of the organization. Appreciation unifies private interests of employees with the organization's success. Traditionally, Power is essential to influence work processes, organizational practices, policies and strategies. School-based Management describes a two-way exchange in the four items. The two-way flow contributes continuous mutual influence between local governments and schools and vice versa (Nurkolis, 2003).

Another idea on the ideal School-based Management is the implementation of overall education aspects through an approach system. This concept is based on the management approach as a system (Kambey (2003); Pidarta (2004)). As other ideal models developed by Slamet (2001), this approach consists of output, process and input (Nurkolis, 2003). Output is measured by the performance of schools, comprising the school achievement produced during the process of the school. School performance can be measured by the effectiveness, quality, productivity, efficiency, innovation, morale. School process refers to the process of decision-making, organizational management, program management, and learning. Input schools include the vision, mission, goals, objectives, organizational structure, management input, resources input.

The basic principles in School-based Management refer to the concepts applied as the autonomy concept considered as decentralized actions institutions of higher to lower levels have undertaken, the process of devolution of power from the national level (center) to the school level, even at the class level (classroom teacher). School-based Management requires managers' preparation at various levels of to perform the roles in accordance with the obligations, powers, and responsibilities. School-based Management will be effectively implemented if the manager is able to involve the stakeholders notably education community participation in determining authority, administration, and curriculum innovation undertaken by each school. Innovation in curriculum gives more emphasis on improving the quality and fairness (equity), equity (equality) for all students based on the needs of the students and the community environment. School-based Management is an effective strategy to improve school performance supported by the budget, human resources, and adequate curriculum or teaching. The implementation of School-based Management must be undertaken under following requirements: 1) The needs to change or provide innovation, 2) redesign educational organization, 3) changes process as learning process, and 4) consciously performed

The Concept of Education Quality as a Necessity

The quality of education can be seen in two ways, the process of education and educational outcomes. The process of education is qualified when all educational components involved in the educational process. Factors in the educational process are various, such as teaching materials, methodology, school facilities, administrative support and infrastructure and other resources as well as the creation of a conducive atmosphere. The quality of education in the context of education results refers to the achievement achieved by the school in certain period. Achievements or education outcomes (student achievement) can be academic test results such as general tests, Final Learning Evaluation, and National Final Learning Evaluation. Learning outcomes can be seen in other fields such as achievement in sport, art or certain additional skills such as computers, a variety of techniques, services and so on. Further, school achievement may refer also to something intangible such as atmosphere, discipline, solidarity, mutual respect, hygiene, and so on (Suryosubroto, 2004).

Indonesian Law No. 20 of 2003, on the National Education System perceives education in terms of the process by defining education as a conscious and deliberate effort to create an atmosphere of learning and the learning process so that learners are actively developing self-potential to have the spiritual strength of religious, self-control, personality, intelligence, noble character, as well as the skills needed him, the community, the nation

and the State (Fokusmedia, 2003).

Understanding the quality or quality can be seen from the absolute and relative concept (Sallis, 2002). In absolute concept, something (goods) is qualified when meeting the highest standards and perfect. It means nothing can surpass the quality of particular goods. When applied in education concept, the absolute quality is elitist because only a few educational institutions will be able to offer the highest quality to students and only a few students who will be able to pay.

In relative concept, quality means meeting the specifications. Therefore, the quality is not the ultimate goal. Instead, it is rather as a gauge on the end product of a specified standard. A quality product must fit for purpose (fit for their purpose). The definition of quality in a relative concept has two aspects, namely from the perspective of the manufacturer, the quality is measured based on the specifications set and from the customer point of view, the quality to meet customer demands (Sallis, 2002).

In the education context, the quality in the relative concept is closely related to customer satisfaction. There are two types of customers in education namely internal and external customers. Internal customer is the principal, teachers and other education staffs. External customers are divided into three groups, namely primary external customers, secondary customers, and tertiary customers. The primary external customers are learners. Secondary external customers are parents and government leaders. Tertiary external customers are the job market and the wider community (Nurkolis (2003); Senduk (2006)).

Based on relative concept on quality, the qualified education must meet following requirements:

- 1) Internal Customer develops both physical and psychological. They develop physically to gain financial rewards. While the psychic development refers to the opportunity given to continue learning and developing the skills, talent and creativity.
- 2) *External Customers:*
 - a) Primary External (students): They become lifelong learners, and good communicators in the national and international levels. They also have technological skills for employment and everyday life, cognitively ready for complex work, problem solving and knowledge creation, and become citizens responsible socially, politically and culturally (Nurkolis, 2003). The main point is the students become grown human responsible for their life (Kartono, 1997).
 - b) Secondary external (parents, companies and governments leaders): They get positive contribution and donation. For example, the graduates can meet the expectations of parents and government and corporate leaders in terms of running tasks and jobs.
 - c) Tertiary External (labor market and society): The graduates are competent in the workplace. and in the community development thus affecting economic growth, social welfare and social justice.
 - d) Perspectives in improving the quality of education are clearly seen as the importance of the role of the school as the primary basis of autonomous actors, and the role of parents and communities in developing education. Activity and the dynamics of education include education about quality which is solely determined by the parties from outside the school. The school also concerns the interaction with customers. School is the implementing unit of formal education leading to a wide range of diversity. Environmental conditions are different from each other, so the school must be dynamic and creative in carrying out its role to work on improving the quality of education. This condition can be implemented if the school with a variety of diversity has trust to organize and manage itself related to the environmental conditions and customer needs. School as an autonomous institution must have the opportunity to manage the coordination process to achieve educational goals. (Soebagio, 2000). The concept has prompted the emergence of a new approach, namely the management of quality improvement of school-based education as the lead institution in the educational activity. This approach, is known as school-based quality management or school-based quality improvement (Suryosubroto, 2004).

The Education Quality in the Dimension of School-Based Management

The concept of improving the quality of school-based education emerges in the framework of school-based management approach. Basically, School-based Management will bring progress in two areas mutually dependent. *First*, the escalation of education programs and services to students' parents, students and community. *Second*, the quality of the working environment for all members of the organization (Nurkolis, 2003).

To obtain the desired quality, School-based Management must be designed carefully. Two questions addressed to the School-based Management designers when designing quality schools. The questions include: 1) what do we want to achieve at the end of the implementation of School-based Management ?, and 2) how to achieve it and what conditions associated with achieving the larger goal? From two questions, they suggest that School-based Management does not allow the decentralization of schools and communities run on its own way.

Wohlstetter and Mohrman (1996) provides a comprehensive guide as the key element of School-based Management reforms which consists of: 1) establish vision and expected results, 2) establish the focus of national objectives which require improvement, 3) set the policy guidelines from the central government that contains standards for schools, 4) strong leadership and political support and the support of the leadership from the central government, 5) capacity building through training and support to principals, teachers, and school board members, 6) the justice in funding or financing of education.

The Implementation of School Based Management in Minahasa

The implementation of School Based Management program in Indonesia was evaluated in 2000, 2002, 2005, and 2010. In Minahasa (high school and vocational school), the implementation started in 2007 and was evaluated in 2013. The evaluation results generally show that School-based Management programs have positive impacts, such as : (1) the improvement of more transparent, participatory, democratic and accountable school management; (2) the quality improvement of education; (3) the decrease of the dropout rate; (4) an increase in the implementation of learning centered on learners with *PAKEM strategy* (Active, Creative, Effective, and Fun Learning strategy); and (5) the increasing community participation in education in Minahasa regency.

In 2010, Creating Learning Communities for Children Program conduct School-based Management monitoring and evaluation of the outcome of School Based Management implementation in Indonesia, such as: (1) School-based Management team in each region has various background (background of its personnel, the ownership of the work program, and the solidity in working together, (2) local government participation in providing funds for the implementation of School-based Management diverse, the range is started allocate billions of dollars to not at all, (3) the cluster schools have a clear organizational structure, duties and functions well planned, and implement the work program on a regular basis, (4) School-based Management is used as a pilot project, and implemented 95% for school level, 91% of principals, 80% of teachers and 35% of committee members, (5) Related to the school management, the majority of schools have vision and mission that can be understood school committee members, have school planning, have a high percentage in implementing the plan, and have plans semester program, syllabus, lesson plan for each subject, (6) In the implementation of *PAKEM strategy*, sometimes teachers have less understanding on how to implement *PAKEM strategy*. They conduct group meetings to discuss various teaching methods, the use of instructional media, lesson planning and classroom management. Further, their skills to evaluate the learning process must be further developed. They have poor method to organize learners. Textbooks as learning resources are inadequate, and individual learning is less desirable, and (7) related to public participation, the majority of schools has implemented the principle of cooperation. In average, schools do not have clean water supply and good toilets. The school committee has good performance and can act as an advisor, supporter, controller and supervisor. Parents' participation have contributed to the education of students. Generally, parents who have a low socioeconomic level still have wrong interpretation about free schools.

Based on the monitoring and evaluation of the School-based Management implementation in high and vocational schools in Minahasa Regency, it can be stated that high and vocational school in Minahasa regency apply different ways in the implementation of School-based Management, both quantity and quality. Further, there are many problems and obstacles in the implementation of School-based Management. Therefore, the sustainability of the School-based Management program in Minahasa District needs attention to support the vision and mission of Minahasa District Government in education aspect.

The sustainability of School-based Management program in Minahasa Regency also plays as the mandate of government policy, for example, Indonesian Law No. 20 of 2003 on National Education System. In Article 51 Paragraph (1) states that: *The management of education units such as early age education, elementary education and secondary education is implemented based on the principle of minimum service standards-based management school.* The use of Unit Level Curriculum (School-based Curriculum) as one of the School-based Management programs is mandated in Article 38 Paragraph (2) and Paragraph 50 (1): *primary and secondary education curriculum is developed according to their relevance to each group or unit of the Department of Religious Education and the Office of the District/City and Province for basic education for secondary education and District/City manages primary education and secondary education as well as educational units of local excellence.* The importance of community participation is mandated in Article 9 and Article 54 Paragraph (1) and paragraph (2): *The public is obliged to provide support resources in the provision of education; and Public participation in education includes the participation of individuals, groups, families, professional organizations, employers and community organizations in the administration and control of the quality of education services; and Forms of participation can be a source, implementers and users of educational outcomes.*

The sustainability of School-based Management program is based on the mandate of the Indonesian Government Regulation No. 19 of 2005 and other relevant government regulations. Further, some regulations such as Regulation of the Minister of National Education, among others, No. 22 of 2006 on the Content Standard for Primary and Secondary Education also discuss this matter.

In an effort to continue and develop the School-Based Management program in high and vocational schools in Minahasa Regency, Strategic Plan of the Ministry of Youth and Sports in 2013 to 2018 mandated that by the end of 2018 as many as 85% of high school and vocational school in Minahasa District had implemented School-based Management well. Therefore, strategic steps to increase the quantity and quality of the high and vocational schools in Minahasa regency which apply to school-based management must be developed and implemented immediately. To achieve the objectives that has been set in the Strategic Plan of the Ministry of Youth and Sports of Minahasa Regency in 2013 to 2018, it is necessary to establish the implementation guidelines as the reference for the sustainability and development of the School-Based Management program.

In general, School-based management is used as an approach to improve the quality of education in the school as a whole (the whole school development) with an emphasis on seven components: (1) curriculum and learning, (2) students, (3) teachers and other personnel, (4) financing, (5) infrastructure, (6) the school and community relations, and (7) cultural and school environment.

The Implementation of School-Based Management from the Perspective of Stakeholders.

The Role of Central and Regional Offices of Education

The role and functions of the Ministry of Education in Indonesia in the era of regional autonomy follow Indonesian Government Regulation No.25 of 2000 which states that the duties of the central government, are to establish standards of competence for students and residents, regulations on national curriculum and learning outcome assessment system. The government also establishes guidelines for the implementation of education, the establishment of guidelines for financing education, requirements determination, displacement, students certification, learners and residents, maintain the continuity of the educational process quality, keep quality of equality among districts/cities as well as between the provincial regions in order to avoid significant gaps, and maintain the continuity of the character formation, national spirit and spirit of nationalism through education programs.

The role of Minahasa Regency Government is to facilitate and assist school staff to perform activities that schools have planned, and develop the performance of the school staff and student and selection of employees. In relation to the curriculum, The local government special goals, objectives, and expected results and give the school an opportunity to determine the method to produce the quality of learning.

The district/city governments perform following duties and functions: 1) provide management services for all public and private education units; 2) provide services for schools in managing the entire asset or educational resources that include teachers, infrastructure and education, textbooks, education funding and so on; 3) implement monitoring and management of the educators who work in the particular educational unit. Besides, official district/city also serve as evaluator and innovator, motivator, standard setter, informants, delegator and coordinator.

The Roles of School Committee and School Superintendents.

The school committee has following roles: establish broader policies, unify and clarify better vision for local government and the school, determine school policies, establish vision and mission of the school by referring to national and regional conditions, analysis education policy, communicate with the central government, bring together all school components.

School superintendent acts as a facilitator between government policy and each school. The duties are to explain academic goals and budget, and provide technical assistance when schools face problems in translating the vision of local government. They provide an opportunity to develop the professionalism of the school staff, perform experiment on teaching methods, acts as a model in implementing School-based Management by self-implementation and create communication between the school and local government staff.

The Roles of Headmaster

At the school level, the headmaster has central role as policy and strategic decisions maker in the development of the school. Due to the framework of School-Based Management, a headmaster must have integrity and professionalism. In addition, the headmaster takes responsibility for many aspects including: First, the headmaster is the evaluator to perform measurements such as attendance, the diligence and personalities of teachers, educational staffs, school administrators and students. Second, the headmaster is manager who must understand and be able to apply managerial functions (planning, organizing, actuating, and controlling. Third, as

an administrator, a headmaster must control organizational structure (reporting and school performance), perform administration duties (curriculum, students, personnel, finance, facilities, public relations and public administration). Fourth, the headmaster serves as a supervisor (providing training or guidance to teachers and educators). Fifth, the headmaster is a leader who is able to move people in order to perform its obligations whole-heartedly and voluntarily. Sixth, the headmaster is an innovator (who carefully and intelligently perform improvements and innovations). Seventh, the headmaster serves a motivator (giving spirit and encouragement to the teachers and staff to be passionate in work).

Besides those six functions, Wohlstetter and Mohrman (1996) state that the principal is a designer, motivator, facilitator and liaison. As designers, the headmaster makes plans to provide an opportunity for discussions (democratically) with the school's decision-making team on issues and problems related to schools. As a facilitator, the headmaster encourages the development of the ability of the entire staff and is able to provide and use all resources for school development. As liaison or school liaison with environment outside the school, the headmaster brings new ideas and research results in the school and is able to communicate the school's performance and results to stakeholders outside the school (Nurkolis, 2003). Moreover Mulyasa (2005) explain another function, that is, as educators (teachers), who is able to provide guidance (mental, moral, physical and artistic) to teachers and staff as well as students.

The Roles of Teachers

Reflective pedagogy explains as principal responsibility on the moral and intellectual formation in the school lies on the teachers. Due to the roles of the teachers, authentic personal relationship for infusing values for the students can occur (Sallis, 2002). Therefore, professional teachers in the development of school-based management framework need to have the competence, such as, personal competence (integrity, morals, ethics and work ethic), academic competence (education certification, master in the task and learning to learn) and competency performance (skillfull in the management of learning).

Empowerment and accountability of teachers become the important requirements in School-based Management. According Nurkolis (2003), the teachers function as co-workers, decision-makers and implementers of teaching program.

The Roles of the Administrators

Sallis (2002) also suggests that the school administrators in the School-based Management function as the developer and leader in achieving the goal. They develop new goals for schools contextually and lead the school community to achieve the goals and collaborate and engage fully in school functions. They enlarge the resources to promote the development of the school.

The Roles of Parents and Society

The most prominent characteristics of school-based management concept is to empower the participation of parents and communities. The role of parents and the community as an institution centers on school board or school committee. Underlying philosophy is that first and foremost education lies on the family (parents), and the community as customer education development is influenced by the quality of the graduates. The school has a subsidiary function, and the primary function of education exists in parents (Abu-Duhou, 1999). Thus, the parents and community must involve in the management and development of the school.

According to Nurkolis (2003), there are two approaches to engage parents and the community to actively participate in education. First, school-based approach by inviting parents to come to schools for attending meetings, conferences, parent-teacher discussions and visiting their children who study in school. Second, home-based approach, in which parents help their children learn at home together with teachers who visit the house (Nurkolis, 2003).

The roles of the community not only lie on financial support, but also maintaining and creating safe and orderly school environment. In addition, they run social control in the implementation of school education. The community leaders show their roles by becoming trigger (moving the public to participate in education) as informants and liaison (inform the expectations and interests of the school community, and inform the school to the community), coordinator (coordinate interests with the needs of business schools in the community, such practices, internships, etc.), the proponent (propose the idea to government, so the government imposes policies, for example, tax and education funding).

V. CONCLUSION

From the description on the importance of the implementation of School-Based Management in high and vocational schools in Minahasa Regency in the context of improving the quality of education, it is evident that School-Based Management is potential to support the new paradigm of management education in the context of local autonomy and decentralization of education in improving the quality of education, especially to support the vision and mission education Minahasa regency government. Therefore, in Minahasa District, the concept of school-based management needs to get a response and enthusiastic and wise appreciation of all parties to the advance of education.

Based on framework above, the concluding remarks can be summed up as follows:

1. The concept of education quality can be perceived from many aspects:
 - a. The quality of education can be seen from process and outcomes of education. The process of education is qualified if all educational components involve in the educational process. The quality of education in terms of educational outcomes refers to the level of success achieved by the school at any particular period in various fields (academic, skills and atmosphere as well as the condition of the school).
 - b. Quality of education can also be analyzed in relative concept, particularly closely related to customer satisfaction.
 - 1) Internal Customers (headmaster, teachers and educational staffs) who develop in physical and psychic aspects.
 - 2) External Customers
 - Primary External (students) who become the independent, creative and responsible subjects for life and the development of society.
 - Secondary external (parents, government leaders and companies) gets positive contribution and donations (outcomes) of the output of education.
 - Tertiary external (labor market and wider community) to obtain the contribution of the output of education so that people can thrive.
2. The qualified education achievement requires good educational program planning. In educational planning to achieve qualified education, it needs more attention to the affecting conditions, appropriate strategies, the steps of planning and assessment criteria.
3. School-Based Management can be an alternative to improve the quality of education. Taking a closer look to School Based Management, it is obvious that School Based Management program applied in various regions in Indonesia has following essences:
 - a. The existence of decentralization principle, that is, the devolution and delegation of authority to the regions and schools to manage their education autonomously within the framework of the development of national education.
 - b. The empowerment of all the resources of education (schools) and all parties (stakeholders) education, particularly the participation of parents and communities to develop education.
 - c. The main purpose of School Based Management implementation to improve the quality of education must be relevant to the needs and objectives of each region.
4. In Minahasa Regency, School-Based Management is implemented in 31 high schools and 12 vocational schools located in 25 districts. In general, the implementation of school-based management is perceived as successful due to the results of the evaluation and the need for continuity of the implementation of School-Based Management in Minahasa regency.

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