

IMPLEMENTATION OF SCHOOL-BASED MANAGEMENT IN CURRICULUM AND LEARNING PROCESSES: A LITERATUR REVIEW

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| Article history: | Abstract: |
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| Received: 28 th May 2021 Accepted: 10 th June 2021 Published: 18 th July 2021 | <p>This literature review discusses the implementation of school-based management (SBM) in curriculum management and school-based learning adopted by primary and secondary education institutions in Indonesia. The analysis used is descriptive analysis to deepen knowledge about the implementation of SBM. The results of this study indicate that the implementation of SBM so far has met with limited success. To improve the implementation and outcomes of SBM requires increasing the capacity of principals, teachers, and school committees in implementing SBM; improve staff's ability to make operational and instructional changes; and developing the capacity of central and local governments to support schools in implementing SBM. The SBM indicator, planning emphasizes the importance of aspects of the school's vision and mission, changes that occur in the education process, and adjustments to curriculum programs. Organizing is done through the assignment of duties and authority by the principal to personnel. Implementation requires the participation of all school members and supervision to check learning tools, such as teaching materials, lesson plans, and learning media and learning supervision. By implementing SBM, curriculum management and learning processes can be carried out effectively and efficiently, build student character, improve learning achievement, and improve the quality of education.</p> |
| Keywords: Implementation, School-based management, Curriculum, Learning process | |

INTRODUCTION

The study of school-based management is an interesting topic to study today. In recent years many countries have experienced significant changes in structure and management. This change has implications for teachers and management that can affect teacher performance outcomes, and ultimately affect school effectiveness [1]. One of these changes is improving the quality of schools through effective management [2, 3]. In Indonesia, primary and secondary school levels follow the quality standards of education that are applied nationally [4, 5, 6]. Another change is the shift towards more school-based management, which is part of Indonesia's education reform (Law No. 20 of 2003 on the national education system, article 51, paragraph 1; Government Regulation No. 19 of 2005 on national education standards, article 49, paragraph 1). School-based management implies a significant delegation of authority in the education system to the school level [7]. The essence of school-based management (SBM) in this case is the provision of school autonomy in order to improve school quality which is carried out with the principles of independence, partnership, participation, openness, and accountability.

Many countries have implemented SBM to improve the quality of education in their countries. A study conducted by Moradi *et al.*, (2012) shows that since the 1970s there have been 17 countries that have tried to implement SBM, from the United States, Canada, to Australia, with the most recent being Indonesia in 2005 and Senegal in 2008 [8]. SBM is a new innovation in education that aims to improve school effectiveness and student achievement [9]. Implementation of SBM in many countries departs from a decentralized system that gives schools the authority and responsibility to manage school operations [10]. The success in implementing SBM is seen from the different focuses of several countries. For example, in Iran, success in implementing SBM is shown through several indicators such as the education management system, curriculum, budget, student achievement, teacher performance, and the role of the principal [8]. In Asia, Vally and Daud (2015) found that the success of SBM has had

a positive impact on the performance of principals and teachers in improving the quality of education to achieve school goals [12]. The success of the principal is shown through his role, especially as a manager, administrator, and leader [11]. In addition to the principal, the success of SBM also lies in the role of the teacher [13], because teacher involvement in decision making is the key to the success of schools in implementing SBM.

Furthermore, several studies in Indonesia have been conducted to see the implementation of SBM in the curriculum and teaching and learning process (eg, Fauzi, 2019; Ulfatin *et al.*, 2020; and Bandur *et al.*, 2021) [14, 9, 15]. The implementation of SBM in improving student learning achievement includes curriculum and teaching management, education staff, school relations with the community, and special services have been running as expected, namely being able to improve student learning achievement [14]. But that does not mean improving student achievement without any obstacles. There are still some obstacles, such as the lack of parental participation in school development, the influence of the center in school decision making, and limited knowledge of SBM, so that in its application it tends to be as it is and less creative. The study conducted by Ulfatin *et al.*, (2020) found that there was a significant relationship between teacher performance and student achievement for increasing school effectiveness [9]. Bandur *et al.*, (2021) note that the delegation of authority to decision-makers at the school level has resulted in increased participation and commitment, which has led to an improvement in the teaching and learning environment [15]. The results of the study show the importance of sustainable empowerment on the part of schools as well as leadership training for school principals for the implementation of effective SBM policies and practices, especially in Indonesia.

Educational institutions believe that SBM can increase school productivity and effectiveness. In Indonesia, SBM has actually been started in 1999 as a government program, although officially, the concept has only been contained in the document Law No. 25 of 2000 concerning the 2000-2004 national development program. The results of the evaluation of the program indicate an increase in transparent, participatory, democratic, and accountable school management; improving the quality of education; decreased dropout rates; increasing the implementation of student-centered learning; and the increasing role of society in education [16]. In developed and developing countries, the implementation of school-based management has a positive impact on learning outcomes [17], and can improve the quality of decision-making through teacher empowerment, a delegation of authority, and encouragement of shared decision-making [18]. Decentralization reforms aimed at improving the learning process [19] further encourage the implementation of school-based management in the education system [20]. This requires the teacher's role as the central point of educational innovation and reform in schools [9].

This literature study tries to examine the implementation of SBM in the curriculum and learning process. Caldwell (2005) noted that the implementation of SBM in Indonesia has been successful nationally as indicated by the success supported by the quality of school management and the effectiveness of classroom teaching practices [10]. However, the less effective implementation of SBM is caused by a lack of good understanding from school stakeholders which results in low student academic achievement [21]. Khurniawan *et al.*, (2021) found that total quality management also has a significant effect on the effectiveness of school management [22]. SBM also means management and decision-making in the curriculum and planning of the learning process [23]. With SBM, decisions made by schools become more efficient and more in line with student needs [10]. These decisions are reflected in priorities set by schools, such as policies on resources to support priorities, teaching materials and tools, curriculum, teacher and student attendance, teaching methods used in the classroom, and parental satisfaction with outcomes [9]. SBM as a form of education reform requires participation from all parties, especially to oversee the teaching and learning process in educational institutions so that a positive system can occur in a centralized and decentralized manner [24]. Empirical studies and literature studies on school-based management have indeed been carried out by many researchers and academics before. However, most have not discussed the implementation of SBM specifically in terms of curriculum and learning processes. Based on this, this study intends to deepen knowledge about SBM, especially regarding implementation issues in the curriculum and learning process, with a focus on questions; How is the implementation of school-based management in the curriculum and teaching and learning process in primary and secondary education institutions in Indonesia?

LITERATUR REVIEW

The basic concept of implementing SBM

School-based management (SBM) is a new paradigm in education, which provides autonomy at the school level (community involvement) within the framework of national education policies. Autonomy is given so that schools are more flexible in managing resources in accordance with priority needs [25]. Community involvement is intended so that they better understand, assist, and control the management of education [15]. In implementing the SBM system, schools are required to independently explore, allocate, determine priorities, control, and be responsible for existing resources, both to the community and the government. SBM is a form of education reform, which offers schools to provide better and adequate education for students [4]. Autonomy in school-based management has the potential for schools to improve staff performance, offer direct participation to relevant groups, and increase public understanding of education. In line with the spirit and spirit of decentralization and autonomy in the education sector, school authority also plays a role in accommodating the general consensus in SBM which believes that decisions should be made as far as possible by those who have the best access to local information, who is responsible for policy

implementation and who are responsible for implementing the policy. affected by the policy. SBM is a resource management effort that is carried out by schools independently, by involving all relevant stakeholders in decision-making to achieve the goal of improving school quality. The basic concept of good SBM is demonstrated by effective leadership, independence, fairness, openness, partnership, participation, efficiency, and accountability. The implementation of SBM in learning in schools is carried out through active, creative, innovative, fun, information technology-based learning, and character building. Next is orderly and systematic document management [16].

SBM implementation processes and components

School-based authority is the core of SBM which is considered to have a high level of effectiveness and provides several advantages, namely (a) school policies and authorities have a direct influence on students, parents, and teachers; (b) utilize local resources; (c) effective in providing guidance to students such as attendance, learning outcomes, repetition rate, dropout rate, teacher morale, and school climate; (d) there is a common concern for decision making, empowering teachers, school management, school redesign, and planning changes. The principal's role will be very dominant here, such as communicating with school committee members and teachers on relevant issues; formulate and discuss again with the school community about new things that must be done; delegate and distribute tasks and responsibilities; take corrective action and attempt to avoid failure; and become a school leader who is collaborative, facilitator and cooperative [21]. Management is a tool to achieve the goals of educational organizations [26, 27, 28]. The application of good management which includes the functions of planning, organizing, implementing, and supervising is expected to produce outputs educational [29] in accordance with the expectations of the government and society. Based on this, the SBM processes and fields can be combined in the form of Figure 2.

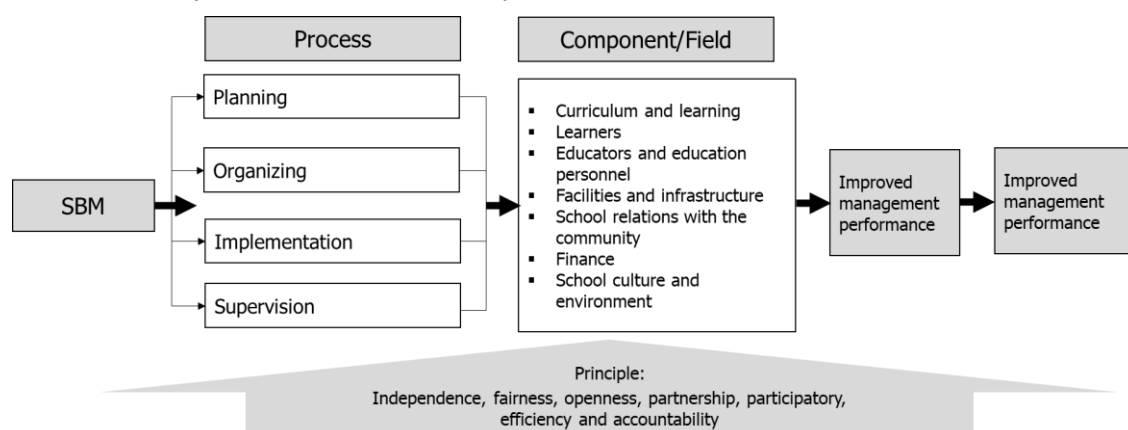


Figure 1. SBM processes and fields [16]

Curriculum management and teaching and learning process

A curriculum is a set of plans and arrangements regarding the objectives, content, and learning materials as well as materials used as guidelines for the implementation of learning activities to achieve certain educational goals [30]. The curriculum is important in educational programs and within a certain period of time, it must always be addressed and updated to produce learning that is relevant to educational changes that occur in society [31]. In-depth studies and analyzes on various aspects that affect the prevailing curriculum in Indonesia continue to be carried out. The education curriculum in Indonesia is developed based on internal and external factors [32, 33, 34]. First, internal challenges, namely the condition of education referring to national education standards which include content standards, process standards, graduate competency standards, educators and education personnel standards, facilities and infrastructure standards, management standards, financing standards, and educational assessment standards. The two external challenges, among others, are related to the flow of globalization with various environmental issues, advances in technology and information, the rise of creative and cultural industries, and the development of education at the international level. The flow of globalization will shift people's lifestyles from agrarian and traditional commerce to modern industrial and trade societies as can be seen in the World Trade Organization, Association of Southeast Asian Nations Community, Asia-Pacific Economic Cooperation, and ASEAN Free Trade Area [35, 36].

Curriculum management and school-based teaching and learning processes are curriculum and learning arrangements that include planning, organizing, implementing, and evaluating based on the principles of SBM implementation. Learning activities in schools are based on process standards and assessment standards (Regulation of the Minister of National Education of the Republic of Indonesia Number 19 of 2007 concerning standards for education management by primary and secondary education units). The quality of learning in schools is developed with a model of learning activities that refers to process standards; involve students actively, democratically, educate, motivate, encourage creativity, and dialogue. The goal is that students can carry out intellectual activities, namely thinking, arguing, asking, studying, discovering, and predicting. The role of the principal, in this case, is responsible

for learning activities, while the teacher is responsible for the quality of planning learning activities for each subject taught by each teacher so that students are able to achieve the learning objectives that have been set [16].

SBM implementation strategy

Improving the quality of education in schools needs to be supported by the performance management capabilities of school principals. Schools need to develop from year to year. Therefore, good relations between teachers need to be created so that a conducive and pleasant working climate and atmosphere can be established [13]. Likewise, the arrangement of physical appearance and school management needs to be fostered so that schools become an educational environment that can foster creativity, discipline, and enthusiasm for student learning. Implementing SBM effectively and efficiently, principals need to have knowledge of leadership, planning, and a broad view of schools and education [33]. The principal must have a caring attitude, enthusiasm for learning, work discipline, exemplary and human relations as the capital for realizing a conducive work climate. Furthermore, principals are required to carry out their functions as school managers in improving the teaching and learning process, by supervising classes, fostering, and providing positive suggestions to teachers. In curriculum management and school-based learning, it is done through lesson planning; academic calendar adjustments; division of teaching tasks and preparation of teaching schedules; implementation of learning; supervision through learning supervision; preparation of academic regulations; determination of learning load; selection of learning strategies; evaluation and reporting [16]. The implementation of SBM includes curriculum management, personnel management, student management, financing management, public relations management, and management of special services including libraries [33]. So, in determining the school's strategy to improve the quality of education through the implementation of SBM, it is carried out together by identifying the real challenges of the school, identifying the functions needed to achieve the goals.

METHODS

The structure of this article refers to Mensh and Kording (2017) so that the study can be presented clearly and can be understood by the reader. This study uses a literature review method by identifying some relevant literature, then filtering based on the relevance and quality of the literature found [38]. The analysis used is a narrative pattern from various relevant and quality literature, with the aim of deepening knowledge about the implementation of SBM in the curriculum and teaching and learning process at primary and secondary education institutions in Indonesia. This study is divided into three main sections, the first is an introductory section; this section considers the relevance of implementing SBM in the context of curriculum and learning processes in primary to secondary education. The second part, the results, and discussion which is the core of this study describes and studies the implementation of SBM. In the end, we draw some conclusions and recommendations.

RESULTS AND DISCUSSIONS

Implementation of school-based management in the education curriculum

SBM program has been implemented in many developed and developing countries and takes many forms. In Indonesia, SBM is intended to give schools broad authority to design, implement, and manage educational programs and classroom teaching following local social and cultural norms. However, the appointment and assignment of state civil servant teachers remain the responsibility of the central government. Although authority is delegated to schools, schools are also mandated to form school committees whose function is to provide input on school education policies and programs; budget plan; teacher training; increasing public attention and commitment to quality education; parents' motivation to participate in their children's education; donate money to support education; and overseeing the implementation of education policies and programs. The results of our literature review found that most of the research results indicate that schools feel they have autonomy or operational, budgetary, programmatic, and school instructional decisions are carried out consistently with the intention of decentralization. Even the results of previous studies show that most principals have autonomy in appointing and assigning teachers [39]. Although schools have autonomy over their school decisions, they do not take advantage of SBM in making significant school programs or instruction [40].

Since the beginning of the 21st century, intense international competition, economic globalization, advances in information technology, and demands for the drastic increase in local socio-political conditions have affected the education system, including in Indonesia. Efforts to prepare young people to cope with this dynamic process have led to intense national and local government education reforms to increase the effectiveness of school systems in most countries in the world [41]. Many countries believe that decentralization can improve school effectiveness, as it gives school leadership greater responsibility. SBM is considered one of the prominent strategies for the implementation of current education reforms, especially in Indonesia [9, 15, 21, 22] that can be implemented in curriculum and learning processes in schools. The results of our literature review found that school principals are responsible for implementing SBM in the educational curriculum in their schools by referring to eight national education standards, one of which is content standards or curriculum based on education level (Permendikbud No. Number 8/2013 concerning the Curriculum Structure of SMP/MTs; and Permendikbud No. 81A of 2013 concerning Curriculum Implementation). The

results of the latest study by Anwar (2021) found that the implementation of SBM in the secondary school curriculum in terms of autonomy consists of several dimensions [42] as described in table 1.

Table 1. Aspects of SBM autonomy in curriculum

| No. | Aspects | Implementation |
|-----|----------------|--|
| 1. | Autonomy | Forming a curriculum development team, involving elements of school committees and elements of school partners by carrying out their respective roles, schools carry out their authority in preparing curriculum and teaching programs as appropriate in accordance with applicable guidelines and laws and regulations. |
| 2. | Independence | Managing and meeting the needs of school resources, both in terms of teaching staff and education as well as facilities and infrastructure. |
| 3. | Participation | The presence of the school committee was confirmed by the principal's decision letter and was carried out quite well. |
| 4. | Partnership | Collaborating with the business/industry world to be involved in the development of education in schools such as the implementation of industrial work practices. |
| 5. | Transparency | Providing access to information in the form of school websites and providing information boards at schools. |
| 6. | Accountability | The process of administrative accountability reports that are reported periodically to the relevant education office, as well as accountability reporting for activities carried out in activity accountability report meetings. |

SBM depends on the context of its application, so it can be a serious challenge for schools in implementing SBM in the learning curriculum. The obstacles faced by schools as reported by Ginanjar and Herman (2019) include lack of participation in curriculum development [43], lack of awareness of students in fulfilling their duties and rights as class members [44], as well as budget constraints so that in their application they tend to be less creative [14]. However, schools in Indonesia are still trying to improve the effectiveness of the implementation of SBM by increasing the capacity of principals and teachers. The capacity building is carried out through competency development programs for principals and teachers such as education and training in the development of learning tools and school program development. This is done to foster following the school's vision and mission [45]. More specifically, the study of Bandur *et al.*, (2021) shows the importance of continuous empowerment in school personnel as well as leadership training for school principals for the implementation of effective SBM policies and practices that lead to the improvement of the teaching and learning environment [15].

The Indonesian government continues to strive to improve the quality of the education sector. United Nations member countries have agreed on the Sustainable Development Goals (SDGs) which contain various development goals, one of which is expected to be achieved by 2030, namely the quality of education that is sustainable in nature [46, 47]. The ability of educational organizations to innovate is significantly influenced by the ability to manage education management in planning, organizing, leading, and controlling or supervising [48]. This fact gives a signal that education needs to be regulated and standardized to win the competition and continuously improve its quality. Therefore, SBM must develop superior creativity, appropriate innovation strategies, and modernization to focus on customer education. So what must be considered by school principals, teachers, committees and other education stakeholders is a quality improvement as the key to future education success [49].

The implications of SBM in the curriculum are seen from the extent to which management functions implemented in schools have been effectively implemented following the vision and mission to achieve educational goals, namely the functions of planning, organizing, actuating, and controlling [50]. The four functions are the main functions of management that are interconnected or related to one another. Therefore, the main issues that must be implemented in curriculum management are how to make a solid plan, how to organize all components of resources effectively, how to carry out the right activities, and how to supervise activities strictly in the entire process of providing education. Most schools may think that the curriculum is only limited to setting the lesson schedule and teaching teachers only. But the essence of the curriculum is to regulate and be responsible for all activities that exist within the educational institution itself. Both the schedule, the placement of teachers, the arrangement of infrastructure, and others. The development of learning implementation plans is closely related to learning activities and the implementation of guidance, because the content of the curriculum is not only in the subjects, but includes other things outside the subject so far as it is still the responsibility of the school to be given to students, such as hard work, discipline, good study habits, and honest in learning [51, 52].

Implementation of school-based management in the learning process

There have been various attempts to define SBM in the context of curriculum and learning. Caldwell (2005) defines SBM as the decentralization of responsibility for decision-making at the school level, such as learning programs, resources, teachers, students, parents, and school accountability [10]. Thus, schools that implement SBM

aim to develop learning methods and processes to achieve maximum goals. The rationale for decentralizing administrative and educational authority from central and local governments to schools assumes that school stakeholders will be more concerned if schools have increased understanding of the reality that exists in schools, and that school decisions will be more relevant according to needs. The literature review shows that the trend regarding the implementation of SBM in the learning process is being able to improve student achievement through active and fun learning [14]. This is in line with Caldwell (2005) that schools that use the SBM component can significantly improve the learning process [10]. Based on this it can be concluded that school autonomy over school governance and management, teacher duties, curriculum, and student learning are all significant when there is strong leadership, comprehensive continuous professional development, and positive and collaborative collaboration.

The successful implementation of SBM in the learning process requires socialization, openness, motivation, and unification of vision [23]. In turn, the implementation of an effective SBM policy is associated with a more effective teaching-learning environment in accordance with process standards (Regulation of the minister of education and culture No. 65 of 2013) and better student academic achievement [21]. However, the less effective implementation of SBM is caused by a lack of good understanding from school stakeholders which results in low academic achievement [43, 21]. Given the importance of improving teaching methods in schools, it is increasingly important in the era of globalization and educational autonomy. Changes in school management, from centralized management to SBM so that schools must prioritize the needs of students as customers and stakeholders of education. Learning orientation has also changed, from teacher-centered learning to student-centered learning [54]. Teachers must be able to carry out active learning that is innovative, creative, effective, fun, interactive, inspiring, challenging, and motivates students to participate actively. In addition, teachers must also provide opportunities for students to explore their talents, interests, physical and psychological development of students into innovative, creative, and independent activities. Based on this, the results of the study show that all stages of learning management are prerequisites for success in the education system with a modern learning approach. Therefore, schools and teachers must have the readiness to implement school-based management with the aim of maximizing the quality of education.

Teachers are responsible for the quality of learning starting from planning, organizing, implementing, and evaluating for each subject that is taught so that students increase their curiosity; achieve learning success consistently following learning objectives; processing information into knowledge; use knowledge to solve problems; develop independent and group learning with reasonable proportions [7, 15, 18]. The teacher's responsibility for the quality of learning activities is carried out by referring to the development of the latest learning methods; using varied learning methods; using available learning media effectively and efficiently; paying attention to the nature of the curriculum, student abilities, and learning experiences; enriching learning activities through cross-curriculum, research results and application; and leading to a competency approach to produce easily adaptable graduates, are motivated, creative, independent, have a high work ethic, understand lifelong learning, and think logically in solving problems [21]. On a literature review, we summarize the results of implementing SBM in the curriculum and learning process based on the categories of planning, organizing, pe General implementation, and supervision of primary and secondary schools in Indonesia, Figure 2.

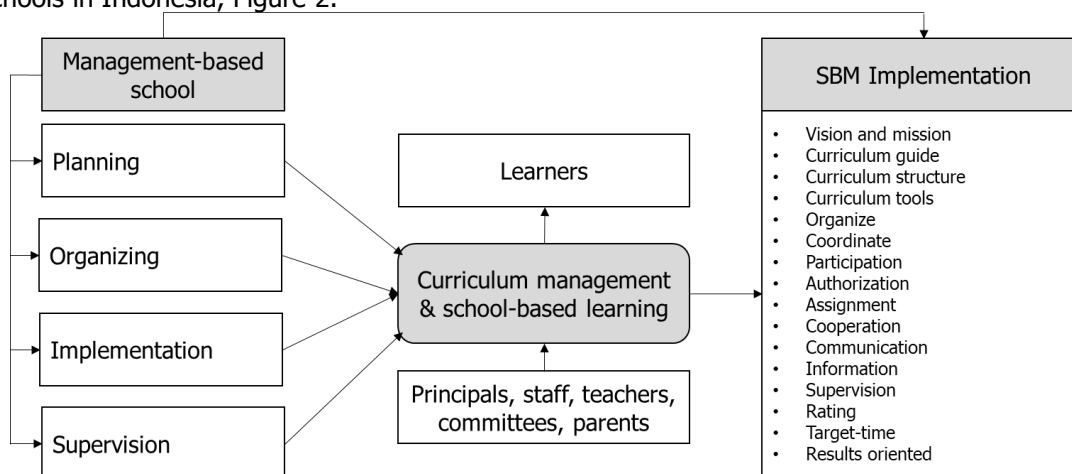


Figure 2. Implementation of SBM and school-based learning

CONCLUSIONS

This paper discusses the implementation of school-based management in the curriculum and learning process in schools, which is based on a literature review from previous studies. The results of our study found that SBM requires a major change in the way schools perceive and think about and a significant quality improvement in the capacity of principals, teachers, and communities to implement SBM ineffective curriculum and learning processes. SBM implementations so far have met with limited success. Although most principals have the autonomy to make school decisions, they do not take advantage of SBM by making significant programmatic and instructional changes.

The involvement of school committees and parents in school affairs is minimal. So, to improve the implementation and results of SBM in the curriculum and learning process requires increasing the capacity of principals, teachers, and school committees in the implementation of SBM; improve the ability of school staff to make operational and instructional changes; developing the capacity of central and local governments to support schools in implementing SBM.

In addition, the SBM review based on elements of planning, organizing, implementing, and supervising shows that there is a school curriculum planning by emphasizing the importance of aspects of the school's vision and mission, changes that occur in the educational process, and adjustments to curriculum programs. Organizing is done through the assignment of duties and authority by the principal to personnel. The implementation of the learning curriculum is carried out in accordance with the plan and involves all school members. Supervision is carried out by examining learning tools, such as teaching materials, lesson plans, and learning media. Supervision is also carried out through learning supervision and assessment of teacher performance in the teaching and learning process in the classroom. With SBM, curriculum management and learning processes can be carried out effectively and efficiently, build student character, improve learning achievement, and improve the quality of education. This literature review of the implementation of SBM in the curriculum and learning process has a social contribution, as it provides evidence of the importance of all the principles of SBM. Principals and teachers in Indonesia are part of the social structure and can apply SBM principles, such as selecting professional teachers, participating in decision-making, responsibility for change, and improving the quality of education.

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