



INTERNATIONAL SEMINAR ON PRIMARY EDUCATION (ISPE)
PGSD and DIKDAS Study Programs

EMPOWERING
THE PRIMARY EDUCATION FOR
THE BRIGHTER GENERATION

PROCEEDING



Foreword of the Rector

Assalamu'alaikum warohmatullohi wabarokatuh

1. The honorable, the invited speakers
2. The distinguished presenters and participants
3. The special guests attending this international seminar

Welcome to the **International Seminar on Primary Education** (ISPE 2013) in Yogyakarta State University.

On behalf of the Yogyakarta State University, I would like to extend my warmest welcome and sincere good wishes to all distinguished participants, especially the invited speakers:

1. Dr. John Hope (Auckland University, New Zealand)
2. Dr. Rajchukran Tongthawarn (Chiang Mai University, Thailand)
3. Prof. Ranbir Singh Malik, M.A, M.Ed, M.Phil, Ph.D (Edith Cowan University, Perth Australia)
4. Prof. Dr. Soedijarto, M.A (Jakarta State University, Indonesia)
5. Prof. Suyata, Ph.D (Yogyakarta State University, Indonesia)

to this international seminar on ***Empowering Primary Education for a Brighter Generation***. It is indeed an honor that we have a chance to host the first *International Seminar on Primary Education* in conjunction with the celebrations of our forty-nine (49th) anniversary. We are also delighted to welcome again all participants who all share the same commitment to educational development, especially in developing the primary education.

Nowadays, primary education, especially in this new era, has become one of educators' main interests. They are concerned with some current issues of education in the primary level, such as: policy on primary education, curriculum development in primary education, joyful and meaningful learning for children, character building in the early ages, and challenges and opportunities in primary education.

Some possible and appropriate solutions by empowering primary education comprehensively for a brighter generation need to be implemented since there are fast changes in human life especially in this current decade. There are several issues concerning younger generation, such as moral degradations and violence. A comprehensive study related to various efforts in handling some perspectives of primary education is therefore required.

Yogyakarta State University, as *The Leading University in Character Education*, will witness a gathering of key primary educators around the world, including the participants and presenters from Indonesia, New Zealand, Bangladesh, Singapore, India, Malaysia, China, Thailand, and Mexico who attend this seminar. Their precious views and experience, highly valued by people in the field, will be

shared with more than sixty paper presenters from over eight countries together with other seminar participants consisting of foreign and local educators, as well as students. The gathering here this year could be an important step towards the right view and direction of primary education and its ultimate goals. It will be a great opportunity not only for us to learn from each other in the spirit of the field of primary education but also to build those vital links for international cooperation which are fast becoming a necessary part of life.

Wassalamu 'alaikum warohmatullohi wabarokatuh

Yogyakarta, May 18-19th, 2013

Professor Dr. Rochmat Wahab, M.Pd, M.A
Rector of Yogyakarta State University

Foreword of the Chairperson

Primary education has an important contribution to young children because it provides a major step for their adulthood and promotes their personal growth and achievement. It shapes the future of humanity. Therefore, empowering the primary education to grow the full potential of young children should become the commitment, passion, and effort of stakeholders.

There are many issues on primary education that need to be comprehensively studied. These lead us to hold International Seminar on Primary Education (ISPE) 2013, of which the theme is Empowering the Primary Education for the Brighter Generation. There are five sub-themes in the seminar, i.e. Policy on Primary Education, Curriculum Development in Primary Education, Joyful and Meaningful Learning for Children, Character Building in the Early Ages, and Challenges and Opportunities in Primary Education. This seminar provides good opportunities for participants to share ideas, experiences, and research findings, in national and international perspectives. Thus, it is expected that they could contribute to shape the future humanity development for the next brighter generation.

In this occasion I would like to extend my gratitude to Rector of Yogyakarta State University (YSU), Dean of Faculty of Education YSU, and Director of Graduate School YSU for their support. Special thanks are also given to the keynote speaker, invited speakers, and presenters, for spending time to share academic, bureaucratic-administrative, and day-to-day experiences in this seminar. I also wish to thank participants for their willingness to take part in this seminar. Last, but not least, I would also like to express my gratitude to all committee members for their smart and hard work that leads to the success of this seminar.

I hope the seminar can give valuable contributions for empowering primary education to prepare children to face the future and become a brighter generation.

Yogyakarta, 18 May 2013
Chairperson

Dr. Udik Budi Wibowo, M.Pd.

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INVITED SPEAKERS

DEVELOPING CULTURAL COMPETENCE IN THE POLICY OF PRIMARY EDUCATION DECENTRALIZATION

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Abstract

The policy of decentralized education has not succeeded to overcome the education problem in primary school. The government's policy on primary education of compulsory education is not automatically overcome the problem of primary education; it requires critical analysis toward the process of the implementation of the education policy in the operational structure due to the structural and cultural obstacles.

Building the culture competence becomes an important prerequisite in managing the primary education's problem in Indonesia, both structural and cultural dimension. Culture competence turns into main element in shaping democratic learning community. Therefore, we need to build culture competence power in all area by developing: a) the acquisition of knowledge, b) the critical power, c) the ability to develop knowledge, d) practical skills developed in the level of family, school and community as a moral movement to build a culture of school awareness.

Key word : cultural competence, primary education

1. Introduction

The development of education in Indonesia still faces complex issues. This complexity is related to two major problems, i.e. structural problem and cultural problem. The structural and cultural approach become important aspects in understanding the social dynamics of education policy, thus, the understanding of education problems is not partial and pragmatic, but describes a dynamic and comprehensive understanding of education management. In this case, it requires analysis of process related to structural and cultural dimension of education. In the structural dimension, the ongoing social dynamics in a decentralized education policy is related to the role system of education unit as well as primary education system. In the cultural dimension, the social dynamics is related to social interaction process of the elements of education unit system or larger in primary education system (Diwingrum, 2011).

The problem of primary education development in Indonesia is quite complex. Two main problems of primary education in Indonesia are the equity problem and opportunity for the children at elementary age has not been optimally realized. The statistic data show that the number of the school age children who do not go to school has not decreased; even the number of drop out students is not reduced. Sociologically, this social phenomenon is proved by the fact that we can easily find many school age children who are working, becoming beggar and wandering in the street. This phenomena is strengthen by the structure of Indonesian society which still portrays the existence of a relatively sharp social gap between social classes in the society, therefore the

opportunity for education as one form of government's education policy has not been responded optimally by the society. As the result, the effort of the government policy on the nine-year compulsory education has not been successfully realized.

The number of the drop out students from the Ministry of Education and Culture (MoEC) data show that every year more than 1.5 million children cannot continue their education into higher level. One of the treatments offered by MoEC to reduce the number of the school dropout children is to fix the mechanism of the School Operational Aid/Bantuan Operasional Sekolah (BOS) and Bantuan Siswa Miskin (BSM). Nowadays, it is recorded that there are eight millions students receive the BSM, with the total budget of 4 millions rupiahs for primary school students to high school/vocational school students. However, there are still many primary school students drop out from school, or not continuing their study to higher level of education. Meanwhile, reported by Koran Pendidikan, the BSM unit price is increasing with various percentages. The percentage of the aid for each level are as follow: 12,9% to 35,7% for primary school; 14,2% to 29,5 % for junior high school, 12,3% to 16,9% for high school, 15,5% to 19,0% for vocational high school and for Bidik Misi scholarship it increase up to 12.000 students. This empiric data show that problem exists in the development and that the government has made efforts to overcome it although the result is not optimal. The problems of school in each level prove that the development of primary education still face difficulty. (<http://topik-utama.koranpendidikan.com/view/3298/putus-sekolah-jamin-beasiswa.html>)

The actualization of compulsory education policy is one of the attempts to respond the global issue related to 'education for all'. However, the implementation of the compulsory education policy still faces two main problems, namely structural and cultural problems. Structurally, primary education already has a strong law foundation i.e. Indonesian Government Regulation Number 28 of 1990 on Primary Education which mainly explains that as the implementation of the provisions of Article 13 of Law No. 2 of 1989 on National Education System that it is necessary to set the terms, conditions and procedures for the way of establishment, unit form, duration of the education, and the implementation of primary education based on government regulation. Herein after referred as:

- a. Primary education is general education with duration of nine years, six years in primary school, and three years in junior high school or equivalent.
- b. Primary school is a form of primary education unit that provide six years program.
- c. Junior high school is a form of education unit that provide three years program.
- d. Student is the education participant in the educational unit of primary school education level in the school education line.
- e. Parents are father and/or mother or guardian of the student.
- f. Ministry is ministry who are responsible for the national education issue.

Based on an understanding of the policy content, it can be assumed that the government policy on primary education did not automatically solve the problem of primary education, but still required a critical analysis toward education policy implementation process in the operational order. It means that the interpretation of the policy is not merely normative, but the implementation has to be analyzed by paying attention on the dimension of program, process, and its evaluation. The policy of compulsory education is not enough to be regulated by law, what should also be considered is the readiness of the human resources who are capable in managing the primary education professionally. On the other side, the process to build awareness of compulsory education to the society needs an understanding on the socialization process.

Education policy has to be understood as a process. Education is a process that in the micro-perspective the center of the attention is the students in the learning process. Students in the learning process are related to the aim of education, methodology, and learning result evaluation. In this perspective, education system acts as executive of the power of the state (Tilaar, 2003:151). While in the macro-perspective, it is understood in the cultural study perspective. In this context, education system is integrated part of the system of cultural, social, political, and economic as a whole. In the

relation to inter-state, education is a system which is integrated with the power system. The strength of this perspective is that the education system can change the way of society life because it changes one's behavior to be open minded and reflective. Critical pedagogy is the pioneer in using the view of cultural study. The role of the country in this perspective can be positive if the education institutions have control toward the state power (Tilaar, 2003:151). Based on this analysis, education in a decentralized policy has not succeeded in creating opportunity and equity of education optimally because of some structural and cultural obstacles in both micro and macro level. The effort to overcome the structural and cultural obstacle is determined by the success in implementing the policy principles and the aim of education policy, both in macro and micro level. To understand this problem, this paper will try to discuss two main topics, i.e. how is the principal concept of primary education decentralization, and how is the culture competence becomes an important prerequisite in managing the primary education's problem in Indonesia,

2. Discussion

The change of decentralized education policy is filled with hope for a better development of education. Centralized education has not succeeded to optimize the role of education as a moral power of the nation, even the slogan of "Knowledge is Power" is still far from reality. Meanwhile, the world slogan on the education right namely "Education for All" is still out of reach, it is still become concept. Centralistic approach tends to shut down principles of democracy (Tilaar,1998 in Dwiningrum, 2011). Furthermore, centralized education weakens the society participation and narrowing the space for educators. This kind of process omits the society potential to create a critical community toward the situation of education. As the result, education institution has fewer roles in public space, for the growth of democracy. A deeper impact of the education hegemony is the weakening of local education and local culture. As the result, local society undergo anomaly, alienation, losing identity, and losing their "bhineka"/togetherness in diversity spirit (Makmuri,2003:5).

The application of decentralization concept is not easily realized. Decentralization is not an easy concept to define, because this concept has many shape and dimension. Rondineli (1986) as cited by Teguh Yuwono defines decentralization as a transfer of responsibility in planning, management, and allocation of the resources from central government and its agents to the ministry unit, unit under government level, semi-otonomus public authority or corporation, regional or fungsional authority in wide area, or private non government

organization and non profit organization. Meanwhile, Shahid Javed Burki, as cited by Teguh Yuwono uses the term decentralization to show the process of transfer of political, fiscal, and administrative power to subnational government unit (Teguh Yuwono, 2003:27-28 in Diwiningrum 2010).

The analysis shows that applying decentralized policy needs huge social support and participation of the society as explained by Smith, Turner dan Hulme, cited by Teguh Yowono (2003, 37-38) , it consists of: political education, political leadership training, political stability, political equality, accountability, and government response. Those supports are needed in responding primary school policy, because with them the profit and benefit will be felt by society. The successful implementation of decentralization of primary education will provide enormous benefits to solve the problem of equity and primary education opportunity. As explained by Turner that there are several benefits of decentralization (cited by Diwiningrum, 2011:8). If it is analyzed from the benefit of decentralization of primary education, the application of primary education policy needs several comprehensive ideas, therefore the result will be able to solve primary education problem more optimally, as follows:

- a. Plan more specifically the primary education program based on the latest information from the condition of school age children who need primary education to meet the need at local level, thus it requires locally specific plan;
- b. Organize primary education institution in regional level intensively to map the number of school age children which more focus on the real condition of the society, thus, it needs *inter-organizational coordination*;
- c. Design improvement of the primary education process by providing bigger opportunity to all school age children to attend school by developing innovative strategy with socio cultural approach to the society, so that the number of the school age children who do not attend school can be reduced in every region, thus, it needs some alternative program (*experimentation and innovation*);
- d. Motivate all elements of the society to have responsibility to complete the compulsory education as a moral and social movement by creating culture of school awareness program, thus it needs socialization with various communicative media (*motivation of field-level personnel*);
- e. Reduce the work load at every government level by creating clear work mapping according to the condition of each region, therefore the improvement of primary education quality program can be decided based on the need of the society which is designed to be more

focused and realistic, thus it needs work load mapping and performance of primary education institution (*workload reduction*).

By understanding the benefit of the decentralized policy of education above, it is expected that decentralized education is not merely to support political agenda, but as an attempt to bring back people's right for education. In addition, the practice of primary education still refers to effectiveness, efficiency, and accountability of the public. From the cultural view, decentralization of education needs to pay attention to the specialty; uniqueness of local area, such as geography, residents' condition, economy, culture, therefore the development of decentralization can expedite the formulation and implementation of the program to improve public welfare. If it is seen from the central government agenda, decentralization is expected to overcome the central government's weaknesses in controlling the programs (Dwiyanto, 2005:49-50). Based on those reasons, decentralization is necessary to streamline education policy.

In social life, policy of decentralization requires social capital power to be realized according to its law power. In this context, the application of decentralization of education in Indonesia is strengthened by the Law 22, 1999 which emphasizes that the biggest authority for education sector from pre-school up to high school belongs to local/city government. Law 20, 2003 on National Education System concerning parents' obligation to provide basic education for their children (Article 7, paragraph 2) strengthens this law. Furthermore, the obligation of the society is to provide resource support in the education implementation (par.9). Similarly, the education fund becomes a shared responsibility of central government, local government, and society (article 46 par. 1). In this context, education in the local level actually provide sufficient basis to be more empowered, to be more functional, to have high flexibility, not only end up as a rhetorical topic. Therefore, the commitment of the major as chief of the district toward education will influence the region.

The implementation of decentralization of education requires education capital power in the local level. Decentralized policy of education that changes several rules and regulations shows that different units between the central government and school are as not only mediator/agent or transmitter but it needs to be expanded as making operational policy and school policy. In relation with this change, units in region and city need to develop social capacity in formulating operational policy and policy under its authority. One of the important education capital elements is social capital.

Social capital determines the success of primary education. Since until today not all areas in

Indonesia are capable in moving social capacity in their place to support the policy of primary education. The failure of the implementation of decentralized policy of primary education tends to be caused by several factors:

- a. There is not yet available strong awareness from all personal involved in the management of primary education on the benefit of decentralized policy;
- b. There is not yet available knowledge which can convince the society that the success of the education development is determined by the success of primary education;
- c. There is not yet established a partnership between school and other institution to manage the primary education in the level of educational unit;
- d. There is not yet available a guidance book made by local government to regulate the implementation of primary education which is interpreted contextually to overcome drop out problem.
- e. There is not yet any optimal involvement of the stakeholder in the primary education quality improvement in local government;
- f. There is not yet established 'learning society' that mapped on the Indonesian citizen (per local level) particularly in the age structure for primary school which in sustainably way should be built school culture and learning culture to continue the education to higher level

The source of the problems above is the weakening of social media. The need to overcome the primary education problem becomes a shared awareness, as according to the mandate of Constitution 1945 on the right to obtain proper education. However, until today decentralization of education has not yet succeeded in solving the education problems, as resulted by World Bank Team analysis that decentralization of education has something to do with education fund, efficiency improvement, and effectiveness of education efforts, political power distribution, education quality improvement, and investigation innovation improvement become a shared responsibility between central government and local government.

Primary education problem should be handled by various programs to overcome both structural and cultural problems. In this case, the culture development becomes an important foundation in overcoming primary education development, so that the structure problem can be resolved.

Structural problem is very complex. Due to high socio-economy inequity in Indonesia, it is not easy to be managed by reducing the inequity. Therefore, government needs creative and proactive strategy so that the repair of economy issue will automatically provide same opportunity for education or other alternative that by receiving high education it will automatically lead to higher income or social rank so that the education quality enhancement is realized better (Suyata, 2013). In this context, the efforts to develop 'equal and equity' structure needs longer time than the effort to fix the cultural dimension, because to change structure, it is determined by the power of culture. Therefore, to mobilize the structure improvement, cultural dimension becomes an important aspect to support the success of decentralized policy of primary education.

Building cultural competence becomes an important prerequisite to overcome the primary education problem in Indonesia. Cultural competence becomes main element in forming a democratic learning society. As explained by Zamroni (2011:35) that there are four factors that form cultural competence: a) acquisition of knowledge, b) critical power, c) skill to develop knowledge, d) practical skill. Those four factors are dynamic, not static, working relentlessly, evolving continuously, interact, and provide feedback to each other. This process of interaction have contextual characteristic, doing the process by adapting to the existing situation and condition. The process occurred produces various output, which can be used as feedback to each existing factor. To overcome the primary education problem in Indonesia those four competences should be built on family level, school level and society level. The cultural competence development in primary education can be described as follow:

Table 1.

| Factor | Level | | |
|------------------------------|---|--|---|
| | Family | School | Society |
| Acquisition of knowledge | Understanding the aim of studying in school to develop children's potential | Developing appropriate curricula in the socio-cultural context | Socializing the role of education in building civilized society. |
| Critical power | Familiarizing children to express their thought, think positively, creatively, and proactively | Integrating subjects in the learning process so that students can practice to express their thought, think positively, creatively, and proactively to answer the 'what, how, and why' question about everything they learnt (Zuchdi, 2008:123 in Siti Irene Astuti, 2011) | Building democratic culture in the life of the society and nation |
| ability to develop knowledge | Selecting the desired school model according to the needs of the family, family orientation to the children to be successful in learning at school. | Mobilizing the society to build school as 'key school', which is capable to be a society school model, responded by school member. | Regional's policy by developing 'key school' into capital of society education and learning center. |
| Practical Skill | Embedding social skill, cultural skill, and adaptation ability to the children by family | Developing social skill, special skill, soft skill based on the aim of the school and the needs of the society | Building society learning medium which is integrated with special program needed by the society. |

Cultural competence should be developed with systemic and contextual approach so that the result can be maximized. Systemic approach is intended to solve primary education problem in family level but this should also be supported by a behavior change in the school and society level. The effort to conduct learning behavior assessment in the family, school, and society level should be done by local government; therefore, the program design of primary education can truly be designed according to the field data. In this case, designing 'based on data' program become government culture to respond any education policy changes, so that it will not lead to double-standard view on the result. Meanwhile, contextual approach emphasized more on the needs and socio-cultural condition of the society.

The development of cultural competence will support the success of compulsory education program if there is involvement from all member of society. One of the main elements is the role of family. It is based on the assumption that primary education problem is rooted from the failure of family in educating children to go to school, which is caused by structural and cultural condition in the family level. Thus, government concern to build school awareness in family level should be mobilized into moral movement to form school

awareness culture that continually disseminated between generations. Building "shame of no school" culture is not easy to do, if not all elements of society and school management are motivated sincerely to fight for this nation moral movement until the number of dropout students and school-age children who do not attend school with 'zero effects' in every regional area in Indonesia.

Main task of primary education manager is to build synergy between elements of central and local government to reduce the number of school age children dropout up to zero level and to encourage the children to pursue higher education. The failure in building primary education to realize compulsory education program proves failure in building the education foundation in Indonesia, which brings result to a more complex nation crisis. This means nation crisis complexity will be easily resolved if the government succeed in managing primary education problem and continue the work on education equity and quality at all society level. Placing 'primary education' as the foundation of nation power and 'education as enlightenment' as tool to overcome nation crisis should be promoted to be a moral movement.

3. Conclusion

From the discussion above, there are some main ideas can be inferred:

- a. Decentralized policy of primary education has not managed to overcome the education problem in primary school. Government's policy on primary education with its compulsory education policy is not automatically solve the primary education problem, but it needs critical analysis toward the process of the implementation of the education policy in the operational order, due to the structural and cultural obstacles.
- b. The structural dimension issue is very complex due to the social-economic inequality in Indonesia is relatively high, which is not easy to be solved with education gap reduction. In this context, the effort to build a structure that tends to be 'equal and equity' needs a longer time compared to the effort to manage the cultural dimension issue.
- c. Changing the structure is determined by the power of the culture which is considered as an important aspect to support the success of the decentralized policy of primary education. Building cultural competence is the important prerequisite to solve the primary education problem in Indonesia, both in structural and cultural dimension. Cultural competence becomes a main element in shaping a democratic learning society. Therefore, it is necessary to build cultural competence power in every area by developing: a) the acquisition of knowledge, b) the critical power, c) the ability to develop knowledge, d) practical skills developed in the level of family, school and community as a moral movement to build a culture of school awareness.
- d. The development of cultural competence is done by a systemic approach so that it will reach a maximum result. Systemic approach means that the effort to solve the primary education problem is not only done in the level of family, but also needs to be supported by the behavior change in the level of school and society.
- e. The implementation of compulsory education program is not only the responsibility of the government. Since the problem comes from the failure of the family in educating their children to go to school, which is caused by the structural and cultural condition in the family level. The concern from the government to build school awareness in the family should be developed to be moral movement to form the culture of the school awareness which is constantly socialized between generations.

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MAINSTREAMING OF SCHOOL-BASED MANAGEMENT AT ELEMENTARY SCHOOL TEACHER EDUCATION STUDIES PROGRAM (MBS-PGSD) OPEN UNIVERSITY

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Abstract

This research aims at open the quality improvement implementation of School-Based Management (MBS) at Elementary School (SD) Regional Office Branch Education & Culture, Depok and South Tangerang and contribute to the improvement, implementation, and improvement of the quality of learning is based on the concept of MBS and help empower teachers in learning to solve problems in school. This research descriptive evaluative having the character of explorative. This research respondent is all headmasters, teacher, students and parents every school is taken as research object. Pursuant to result of inferential solution and research that implementation MBS at ten school enough succeed the core important in transparency, independence, cooperation, accountability and continueing programme. Where school of MI Darul Falah Depok, SDN Sukamaju 10 Cilodong Depok, SDN Sukamaju V Cilodong Depok, SDN 03 Rempoa Ciputat Tangerang Selatan, SDN Kedokan Cisauk Tangerang Selatan, SDN Sempora II Tangerang Selatan, SDN Pamulang Timur 01 Tangerang Selatan, MI Asy Syifa Pamulang Tangerang Selatan, SDI Assalamah Pamulang Tangerang Selatan, and SD Dharma Karya Tangerang Serlatan be at the category middle and very success with the value 66,7 %-91,6%. While if evaluated from background (context), input, process and also output, it hence concluded by that tenth of the school own the potency which enough support the implementation MBS. Mainstreaming through school-based management at S1 PGSD UT (MBS-PGSD) with respect to the “*Kurikulum Tingkat Satuan Pendidikan* (KTSP)” and the curriculum in 2013 that requires schools to independently develop, implement, and evaluate their school curriculum as well as implementing the MBS in the education management, make adjustments to the UT S1 PGSD Curriculum Program. Adjustments included the revision of teaching materials related to curriculum development in schools and subjects enter into the structure of the MBS Program Curriculum S1PGSD-UT. While the MBS module development needs that have been used as reference material for students with the goal of learning to apply concepts developed MBS materials in the module with respect to the needs of MBS in primary and established the concept of the philosophical foundations of MBS, autonomy education, government policies to guarantee MBS, decentralization and decentralization MBS on the level of education in schools and implementation. For the general implementation of MBS in schools and the role of S1 PGSD-UT program in the development of the concept of MBS can be best realized if the socialization effort MBS clear concept, identifying the role of each institution building programmatic capacity building, training activities in various developing and fulfilled the role of schools proportionately, the process of learning, evaluation and other activities can be carried out with gradual improvements.

Keywords: Mainstreaming, Implementation, School-Based Management, and Quality

1. Introduction

Open University programs S1-PGSD UT is an educational program in the office (in-service training programs) organized through the system of distance education. This program is intended for elementary school teachers who have been appointed and working as a classroom teacher. As in-service education, S1 PGSD-UT Program is designed to enable the development and improvement of capabilities and skills required to perform duties as a professional teacher.

Until 2010, S1 PGSD-UT Program have as many as 570.974 students have graduated elementary school teachers and elementary school teachers from 196.517 S1 PGSD Program. 2010.2 At the time of registration, students of S1 PGSD-UT totaled 374.457 people. All the teachers are

spread throughout Indonesia. A large number of teachers who are and have completed a study on S1 PGSD-UT Program, shows that UT has a great contribution to the promotion of primary school teachers' qualifications. With increasing teacher qualifications expected quality of education in schools will increase.

Curriculum S1 PGSD-UT Program developed and tailored to the needs and demands of standards in the field of education elementary teacher. With the enactment of the Education Unit Level Curriculum (SBC) which requires schools to independently develop, implement, and evaluate their school curriculum as well as implementing the School Based Manajemen (MBS) in the education management, UT adjust S1 PGSD Curriculum Program. Adjustment included the revision of teaching materials related to curriculum

development in schools and subjects enter into the structure of the MBS Program Curriculum S1 PGSD-UT.

In an effort to provide services to students of S1 PGSD-UT, the program provides face-to-face tutorials (TTM) for several courses. Tutorial courses provided, among other subjects that require training and skill development (practice/practicum) and requires continuous counseling and courses that have a high difficulty level. In addition to TTM, this program also provides online tutorials for some of the courses included in the curriculum program S1 PGSD-UT. Thus, teachers S1 PGSD-UT graduates should already understand the theory and concepts of the (MBS) and it would be very helpful if the group is also taught in schools that have implemented MBS.

2. Research Objectives

MBS program through mainstreaming into S1 PGSD UT program, UT is expected to contribute to the improvement, implementation, and improving the quality of learning is based on the concept MBS and help empower teachers in solving learning problems in school. In particular, the purpose of this study wanted to know:

- a. MBS implementasi in schools
- b. Based school management and leadership aspects of the performance of the mechanism in the school
- c. Active and creative learning effectiveness by considering the factors of teachers, students and curriculum
- d. Community participation in MBS

3. Benefits of Research

More specifically through the program is expected to:

- a. Improve the competence of S1 PGSD UT faculty to address the problem of learning and education in the elementary grades and beyond using MBS models;
- c. Develop professional attitudes of teachers and lecturers S1 PGSD UT; Improve and or enhance the performance and competence of student learning and student
- d. Repair and or improve the quality of the learning process in the classroom; providing good schools and right to use UT as a student S1 PGSD place and implement PKP (profesional teachers) and PKM (microteaching).
- e. Assist the Government in accelerating elementary teacher qualification improvement programs, as well as empowering human resources (lecturer, tutor, supervisor) together and work together in improving the quality of primary school teachers and education personnel.

4. School Management Itself

Management synonymous with the term administrative or management, that all efforts together to leverage resources, both personal and material, effectively and efficiently in order to support the achievement of optimal schooling. Based functions principally, the terms management and administration have the same function, namely (Depdiknas, 2004):

- a. Planning (planning)
- b. Organizing (organizing)
- c. Directing (directing)
- d. Coordinate (coordinating)
- e. Supervise (control,)
- f. Evaluate (evaluation) According Umaedi (2004) implies the

Management education as a cooperative process systematic, systemic, and comprehensive in order to achieve national education goals.

5. The Essence Based management School

Mallen, Ogawa, and Kranz (within Abu-Duhou), in 2002 looked at MBS as a form of decentralization who view school As with an unit basis of the development and relies on redistribution of authority decision-making. Candoli (within Abu-Duhou), looked at MBS as a tool for "suppress" school take the responsibility what happens against children didiknya. The views Myers and Stonehill (within Nurkolis, 2003) MBS constitute an strategy for fix the educational quality through diversion of authority decision-decision from the central government to the regions and into respective-respective school so that the head school, teachers, learners, and older people learners has effective control which is more large against educational process, and also have a responsibility for the taking decisions related to financing, personal, and curriculum school. Tylor (1990): "School-Based management, Site-Based management, or Site-Based Improvement: All are terms which describe the governance process and procedures which make day-to-day decesion-making at the school building level work. School-Based Management (MBS) is a form of district organization and management in which the school and its community system is the key unit for day-to-day decision making and for school change and improvement. The MBS decisions are made collaboratively with faculty contribution, and the working structure of the school council or committee is decided upon by the principal and faculty, often with representation from citizens and parents".

MBS is seen as an alternative to the general pattern for the operation of the school's authority concentrated in the central and regional offices. MBS is a strategy to improve education by delegating decision-making authority from the central and essential to the precinct level school.

Thus, MBS is basically a management system in which the school is an important decision-making units of independent education. MBS provides an opportunity for greater control of the principal, teachers, students, and parents on the educational process in their schools. MBS Proponents argue that student achievement is more likely to increase if management education focused on school rather than at the local level. Principals tend to be more sensitive and know the needs of students and school rather than the bureaucrats at the central or regional level. Further stated that though a good education reforms will not succeed if the teachers who should not participate planned applying. Effective implementation of MBS specifically identify some specific benefits of the application of the following MBS (Nurkolis, 2003):

- a. Allow those competent in the school to make decisions that will improve learning.
- b. Provide opportunities for all members of the school to be involved in important decisions.
- c. Encourages creativity in designing learning programs up
- d. Redirect resources available to support the goals developed at each school
- e. Produce a more realistic budget plan when parents and teachers more aware of the financial condition of the school, spending limits, and the cost of school programs.
- f. Improve teacher motivation and developing new leadership at all levels.

6. Research Methods

Initial activities of this program is to make observations in the school with the purpose of obtaining a real picture about the implementation of SBM. Observations focused on three pillars, namely SBM school management, application PAKEM in five subjects elementary school (Indonesian, Maths, Science, Social Studies, and Civics), and community participation. Aspects that need to be observed for each pillar are as follows.

- a. Management School: school organizational structure, leadership of the principal, the principal relationships with teachers, students, school/community, administration and

administration, availability and use of library/learning resources, school agenda.

- b. PAKEM implementation (active learning, creative, effective and fun): lesson plans, classroom activities (the role of the teacher, student activities, use of learning resources and instructional media, evaluation processes and learning outcomes, learning climate/class).
- c. Community Participation (CP): community involvement in education in elementary school and that includes the management of academic activities (intra and eksrakurikuler). For example, if there are community leaders who had been invited to the school to be a good resource in the management of schools and academic activities.

7. Gap Analysis

Analysis of the gap (gap analysis) was done by comparing field observations with the results of self-evaluation S1 PGSD -UT program, especially in the application of the three pillars of MBS were observed in Elementary School.

8. Curriculum Adjustment

Curriculum S1 PGSD-UT developed by taking into account the demands and needs for development and capacity building of teachers and the rules of law relating to teachers, higher education, and teacher education.

9. Findings and Results Discussion

Based on the findings of observations and interviews with various components in the school, most schools have the autonomy to five things:

- a. Power and authority
- b. Development of knowledge
- c. Skills on an on going basis
- d. Information access to all parts, and
- e. Giving the award to each party who successfully

Furthermore, based on the results of the questionnaire implementation of the schools that have implemented MBS can be described in the following table.

9.1 Implementation Transparency Distribution Management School

Table 1. Respondents answer on transparency Distribution Management School

| No | Type of Respondents | Transparency School Management | |
|----|---------------------|--------------------------------|----------------------|
| | | Yes | no |
| | Principal | 10 people (100 %) | |
| | Master | 10 people (55,55 %) | 8 people (44,45%) |
| | School Committe | 16 people (88,88 %) | 2 people (11,11%) |

Sources: Primary Data Processed After 2012

9.2 Implementation Cooperation Inter-Residents School

Table 2. Distribution Answer Respondents against Cooperation inter-Residents of School

| No | Type of Respondents | Cooperation inter-Residents of School | |
|----|---------------------|---------------------------------------|-----------------------|
| | | Yes | No |
| 1. | Principal | 9 people (88,88%) | 1 people (11,12 %) |
| 2. | Master | 15 people (83,33%) | 3 people (16,67 %) |
| 3. | School Committee | 16 people (88,88 %) | 2 people (11,11%) |

Sources: Primary Data Processed After 2012

9.3 Implementation of School Autonomy/ Independence School

Table 3. Distribution of Respondents answer to the Independence School

| No | Type of Respondents | Autonomy / Independence School | |
|----|---------------------|--------------------------------|----------------------|
| | | Yes | No |
| 1. | Principal | 10 people (100%) | - |
| 2. | Master | 16 people (88,88%) | 2 people (11,11%) |
| 3. | School Committee | 17 people (94,44 %) | 1 people (5,55%) |

Sources: Primary Data Processed After 2012

9.4 Implementation of Accountability Program

Table 4. Distribution of Respondents Answer to Accountability Program

| No | Type of Respondents | Autonomy / Independence School | |
|----|---------------------|--------------------------------|---------------------|
| | | Yes | No |
| 1. | Principal | 10 people (100%) | - |
| 2. | Master | 18 people (100%) | - |
| 3. | School Committee | 17 people (94,44%) | 1 people (5,55%) |

Sumber : Data Primer Setelah Diolah 2012

MBS in the management and implementation of curriculum development that has resulted from the findings in school shows:

- a. Core curriculum materials refer to national and local curriculum materials prepared based on potential school.
- b. School planning the learning process by making annual learning plans, lesson plan of the semester, and the formulation of objectives.
- c. Implementation of classroom teaching and learning process includes the use of learning methods, utilization of existing learning resources, learning atmosphere in the classroom, the teacher and student activities in the classroom, is sufficient and appropriate curriculum implemented.
- d. Evaluation of the implementation of the teaching and learning process by performing periodic replications, assign tasks to students, notify the results of the assessment, as well as remedial held for less in the study and held a screening for students who are capable of learning is sufficient.
- e. Recording and management students in the form of student registration books, attendance books, weekly notebook, report card, log book, as well as reporting to parents on student learning outcomes are periodically conducted mostly not good enough.
- f. Guidance and coaching discipline students include guidance and assistance to students with learning difficulties both in terms of the emotional and social aspects as well as be responsible for the control of discipline in students pengelolannya not look good.
- g. Teacher performance evaluations have been done to see the extent of teacher performance achieved and the extent of their participation in school activities, but sometimes do potluck

- h. In general, schools already have their own administrators, however, have not been adequately admin staff in performing their duties.
- i. Three things that have been done by the school planning, use of funds, and is quite good and transparent accountability
- j. Volunteerism of parents in mutual cooperation and there is no compulsion on schools to provide voluntary contributions for the provision of school facilities and infrastructure for the smooth process of learning to walk well on a regular basis
- k. Library management, school health, and safety schools are still inadequate. Schools generally pay less attention to the provision of school libraries and a healthy and beautiful environment.

Generally it can be described that the implementation of SBM in schools is good through the following strategies:

- a. Schools should have the autonomy to four things, namely its autonomy in power and authority, the development of knowledge and skills on an ongoing basis, access and information to all parts of awards to any successful party.
- b. Presence of active community participation, in terms of financing, the decision making process of the curriculum. Schools should be more invites in managing the school environment because after school is part of the wider community.
- c. Principals should be a source of inspiration for the construction and development of the school in general. MBS principals in the role as designer, motivator, facilitator. However the principal is a leader who has the power to it.
- d. The process of democratic decision-making in the life of an active school council. In decision-making principals must develop a democratic climate and the aspirations of the bottom. Consumers who have served the school principal is the student and his parents, the community and the teachers.
- e. All parties must understand the roles and responsibilities seriously. To be able to understand the roles and responsibilities of each should be no dissemination of the concept itself MBS. Who gets what and did what role, to the extent necessary to explain the real.
- f. The existence of the Department of Education related guidelines so as to encourage the education process in schools efficiently and effectively. The guidelines should not be regulations that restrain and handcuff school. That is, no longer need the procedures and technical guidance in the implementation of SBM, what is needed is a guiding signs.

- g. Schools must have a minimum of transparency and accountability embodied in the annual accountability report. Accountability as a form of school accountability to all stakeholders. To that end, the school should be run in a transparent, democratic, and open to all fields that are run and to any related parties
- h. Application of MBS should be directed to the achievement of the performance of schools and more specifically is to increase students' learning achievement. It should be noted again that the MBS can not directly improve student performance but has the potential for that. herefore, efforts should be focused on MBS achievement student achievement.
- i. Implementation begins with the dissemination of the concept of MBS, the identification of the respective roles of institutional development capacity building training for his new role, the implementation of the learning process, evaluation of the implementation of the field and made improvements.

Thus the implementation of SBM in schools can be best realized if the business:

- a. MBS is a clear concept of socialization
- b. Identify the role of each of the institutional capacity building of development programmed, 3. Training activities in various developing and fulfilled the role of schools in proportion 4. Learning process, evaluation and other activities can be carried out with gradual
- c. improvements.

With regard to the material SBM and CTL, thus S1 PGSD UT's curriculum accommodates both the concept as addressing the needs of the implementation of MBS. School Based Management concept has been discussed in a separate course in a subject that is MBS. In addition, the topic of MBS is also one of the topics covered in the course curriculum development and learning in elementary school. Meanwhile, the concept PAKEM been accommodated in various fields of study subjects in elementary school learning (Indonesian, Civics, Science, Social Studies, and Math) and Learning Strategies in elementary school, but has not explicitly called PAKEM. Therefore, activity curriculum adjustment S1 PGSD UT program has focused on efforts to bridge the gap between the needs and conditions that apply in elementary school MBS with curriculum and learning support services at S1 PGSD-UT. The material on modules that have been developed in regard to the needs of MBS in SD, which includes the concept of a philosophical foundation MBS, autonomy education, government policies to guarantee MBS, decentralization and decentralization of education at school level and implementation. Based on the results of the gap

analysis in the form of initial steps to eliminate or minimize the gap, activity curriculum adjustments S1 PGSD Program implemented with the aim of adjusting the curriculum to the needs of program S1 PGSD increase the ability of teachers to implement the three pillars of MBS. It is associated with increased competence elementary teachers are following the S1 PGSD-UT program to attain an undergraduate qualification.

Results of activity is the development of curriculum curriculum adjustments that are tailored to the demands and needs of elementary school, particularly with regard to development efforts and increase the ability of teachers to implement the three pillars of MBS. In more detail, the curriculum adjustment activities generating step program of work, namely:

- a. An attempt to meet the demands and needs for improving primary school teachers' abilities and skills in implementing the three pillars of the preparation of the material MBS module in a systematic and practical needs MBS concept
- b. The components of the curriculum needs to be revised S1 PGSD UT adapted to the dynamic concept that has implementation MBS in school.
- c. Working with school guidelines that can be used as partners in the implementation of the three pillars of MBS

10. Conclusion

- a. Presence of active community participation, in terms of financing, the decision making process of the curriculum needs to be in the concept of MBS
- b. Principals in general has become a source of inspiration for the construction and development of the school in general
- c. The school principal has positioned his role as designer, motivator, and facilitator
- d. Still a small part of a democratic process of decision-making in the life of an active school council run.
- e. All parties involved in the MBS not fully understand the roles and responsibilities seriously
- f. Regulations that restrain and handcuff school for the school sometimes become obstacles in the implementation of MBS

- g. Schools already have a minimum of transparency and accountability embodied in the annual accountability report
- h. The school has directed the achievement of the school's performance to improve student learning outcomes

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REFLECTIONS ON THE NEW PARADIGM IN EDUCATION AND ITS POST-REFORMATION SYSTEM AND PRAxis: INVESTIGATION ON ELEMENTARY EDUCATION IN SALATIGA

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Abstract

The purpose of the research concerned here was to find out the effect of the new educational paradigm on the elementary educational system and praxis in Salatiga, focusing on the implementation of the new educational paradigm and its rationale. The research was limited to the aspect of the school principal's role because the school principal plays an important part in school progress.

In type, the research was policy evaluation research. It was qualitative and quantitative in approach. In its qualitative approach, the research object was revealed holistically and contextually through collection of data on ordinary background. The qualitative data were collected from key informants and various related documents through document study, observations, interviews, and questionnaires. The collected data were analyzed qualitatively as inductive data. Meanwhile, some quantitative data were used as supplements and complements to support or clarify the qualitative data. The results of the analysis were further reflected on by making them more meaningful through the use of relevant theories so that conclusions, implications, and recommendations could be made.

It was found in the research that the new educational paradigm impacted on the system and praxis in elementary education. The implementation of the educational system in relation with that aspect had changed according to the new educational paradigm. However, because the principal's mindset had not changed, the educational praxis did not fully conform to what was expected in the policy. There was variation in the principal's role in the improvement of school quality. The principal's role at core elementary schools was more to the optimum than that at induction elementary schools. In the era of autonomy, the principal was to be more autonomous in school quality improvement. However, there were obstacles in the implementation. The implementation of the School-Based Curriculum, which focused more on improving learning process quality, was opposite that of the National Examination, which focused more on quality of the product. The principal would then focus on grades, which implied a decrease in the principal's quality. Other obstacles were staff who were incompetent in the field of education and an overload of the principal's duties in administrative bureaucratic jobs overriding efforts to improve school quality. Optimizing the principal's role should then become a priority of what is to be done.

Keywords: new educational paradigm, educational system, educational praxis, principal's role

1. Introduction

One of the post-reformation educational policies is to make reforms and stabilizations in the national educational system based on principles of decentralization and autonomy in scientific matters and management (GBHN, 1999). The policy indicates that making reforms and stabilizations in the national educational system is possible. In the course of reforming and stabilizing the national educational system, seeking a new educational paradigm is an effort urgent to make for the implementation of educational policies and practices in Indonesia (Sudarsono, 1999: 1).

The idea of the necessity for a new educational paradigm has a number of factors as its background. Besides the accumulation of impacts from past educational policies, it has also been caused by global challenges and needs as well as the strengthening demands of the reformation movement in Indonesia (Tilaar, 2004: 2). The

reformation movement in Indonesia demands the application of the principles of democracy, decentralization, and justice and the upholding of basic human rights in living within a nation and a country (Undang-Undang No. 20, 2003). The movement has caused an awareness of the regional right for autonomy to grow, which in turn has caused to grow the thought about the need to apply the educational decentralization system. The application of such a system has of course had certain basic consequences in conducting education. One of the consequences has been a change in the educational management from a centrally-based one into a regionally-based one.

In other words, the educational management should then be adjusted to the soul and spirit of autonomy. In an era of autonomy, the regions are given an increasingly greater responsibility in regulating and implementing their authority in the educational field on their own initiative. Meanwhile, there are demands that educational

management be based on principles of democracy, the public's participation, equalization, justice, and attention to regional potential and variety. Therefore, the adjustment also demands the occurrence of a change or shift in the educational paradigm from the old one to a new one. Concerning the paradigm change or shift, in the law called Undang-Undang No. 20 Tahun 2003 about the National Educational System, it is mentioned as follows.

- a. Education is conducted democratic-ally and with justness as well as without discrimination by upholding basic human rights, religious values, cultural values, and national diversity.
- b. Education is conducted as one systemic unity with an open and multi-meaning system.
- c. Education is conducted as a lifelong process of learners' acculturation and empowerment.
- d. Education is conducted by giving models for learners to emulate, building up learners' will, and developing learners' creativity in the learning process.
- e. Education is conducted by developing the culture of reading, writing, and arithmetic for all society members.
- f. Education is conducted by empowering all society components through participation in conducting educational service and its quality control.

From the principles above, it is seen that a change of educational paradigm has occurred in the national educational system. It is seen in the principles applied now in conducting education; they are far more democratic and oriented to educational theory and praxis which increasingly give more importance to values of democracy and global-universal values. Further, the explanation in the UU emphasizes that in relation with education, the principles above would give basic impacts on the content, process, and management of the educational system. In line with the change of educational paradigm, the content, process, and management of the educational system also undergo a change or a reform.

Ideally, the application of the new educational paradigm would color and give positive impact on the system and praxis of conducting education. The educational management system beginning with the process of making decisions and going through that of designing programs to the praxis of conducting education, both at the central, regional, and educational unit levels, must be an application of the new educational paradigm. Thus, the application of the new educational paradigm is assumed to be able to have positive impacts on regional educational progress.

Empirical data on various international experience in several countries indicates that the educational decentralization policy has positive impacts on (1) quality improvement, (2)

administrative efficiency, (3) financial efficiency, and (4) educational expansion and equalization (Fiske, 1998: 48; Amich Alhumani, *Kompas*, September 11th, 2000). However, it is not always so in actuality. The World Bank (1998: 73) warns, "Clearly, decentralization is not an answer to all educational problems, but experience shows that it is a necessary, while not a sufficient, condition for improving teaching and learning." Educational decentralization also brings about many problems (Fiske, 1998). It is not the one best alternative for quality improvement in education (Hadiyanto, 2004: 64). Not all of the countries applying it have succeeded as theorized (Dedi Supriadi, 2003). In fact, educational praxis has even experienced reductionism instead (Winarno Surakhmad, 2009: 467), while the process of reasoning, innovativeness, imagination, and moral development has not occurred (Sudarsono, 1999: 1).

Apart from the occurrence of these pros and cons, realities have indicated that the implementation of educational policies in Indonesia all this time have given varying impacts. The implementation of the policy of equalizing (or evenly distributing) and expanding access to education, for example, has impacted on the improvement in the attainment of the educational participation index very convincingly at all levels, but it has not been measured with the quality of basic competence mastery as indicator (Depdiknas, 2007). Meanwhile, as for the implementation of the policy of improving educational quality, the results and impacts have remained causes of concern still, as reflected in the results of studies by various institutions in both the macro and micro ways (*Kompas*, December 10th, 2007). How could it have happened? There are numerous causes. One of them is that there are still many occurrences of slowness and ambiguity in the changing of way of thinking from that of the centralistic pattern into that of the decentralistic pattern. It is assumed that the new educational paradigm as the paradigm of thinking about management with a decentralistic pattern has not yet colored the system and praxis of education at the local and educational unit levels.

On the basis of what is mentioned above, it has been considered necessary to conduct research on the impact of the new educational paradigm on the system and praxis of education at the local level. The researcher has limited it to the running of education at elementary school, focusing on the implementation of the new educational paradigm and its rationale. In this case, the research has been further focused on the principal's role or, more precisely, what the principal's role is in the context of the post-reformation application of the new educational paradigm for educational quality improvement at elementary school. Is it true that with the application of the new educational

paradigm, the principal's role has undergone a change, and what then is the impact on education at elementary school?

The discussion about the principal's role is here limited to that as leader, manager, and supervisor. The principal's role as leader concerns the principal's way or effort to make school members work and participate in improving school quality. There are three indicators here, namely, the principal could be made a model for emulation in all aspects of leadership, the principal possesses strategies to make progress for the school, and the principal succeeds in developing an intimate school atmosphere. The principal's managerial role is linked to quality improvement management, which relies upon the school itself. In this case, the principal has a role in determining the systematic way to do something, from the planning stage to the controlling stage. The indicator here is that the principal manages the school and accomplishes administrative duties well. Meanwhile, the principal's supervisory role is oriented more to providing the condition and situation for academic activity which benefit the teacher who is going to teach and the learners who are going to learn. In this case, the indicator is that the principal always conducts work supervision and gives guidance to the teachers.

2. Research Method

In type, the research concerned here is policy evaluation research. In such research, there should be criteria used to determine values and there should be objects to be evaluated. In the aforesaid research, the criteria have been the appropriateness of the principal's role for the educational policy and the hopes which are manifestations of the new paradigm. In other words, the educational policy and the hopes which are manifestations of the new paradigm are what are made into the mirror to make reflections. Meanwhile, what is evaluated or the material to reflect upon is the performance of the principal's role and the results or impacts of the role performance.

In accordance with the focus of the problem researched, the research has used a qualitative-quantitative approach. The qualitative data have been obtained from key informants and various related documents through document study, observations, interviews, and questionnaires. The researcher has also dug up data on the principal's and teachers' empirical experience in the course of ordering and improving the quality of their school. The data gathered have then been analyzed qualitatively by using an inductive approach, while the quantitative data have been used as supplements and complements which are supportive or clarifying in nature. The results of the analysis have then been further reflected upon through interpretive efforts

using various relevant theories so that conclusions, implications, and recommendations could be given.

The research has been conducted in Gugus (or the Cluster of) Yos Sudarso as one of the fifteen school clusters in the City of Salatiga. The research has been focused on three SDs (short for *sekolah dasar* or elementary schools) in the Cluster of Yos Sudarso: one SD Inti (or core elementary school, which is a cluster member considered the leading school in the cluster) and, in contrast, two common cluster members, locally classified SD Imbas (literally meaning induction schools), one of which is a state school and the other a private one. These three elementary schools are relatively quality ones. However, observations on these schools have indicated that, not unlike other elementary schools in general, they have not yet undergone much change as impact of the post-reformation implementation of the new educational paradigm, applicable to both state and private schools.

3. Research Results and Discussion

Results from the questionnaires indicate patterns and varieties of the principal's role in improving school quality. The principal's role at the aforesaid SD Inti in leadership, managerial, and supervisory aspects has been more to the optimum compared to that at the other two elementary schools. At the SD Inti, the principal has been evaluated by teachers as having performed all the role types above more to the optimum compared to the principal at each of the other two elementary schools. Besides the formal approach, informal approaches through conversations and small discussions during rest periods or breaks between their teaching hours have also been used by the principal in mobilizing school members to participation in school quality improvement. Another way is empowering the school committee, parents, and community figures. By 100% of the teachers involved, the principal at the SD Inti has also been evaluated as having provided many direct examples and having been able to raise the teachers', staff's, and schoolchildren's spirit in attaining predetermined school goals. The principal has also been able to develop a school atmosphere which is good for quality improvement.

Meanwhile, at the two other elementary schools, each of which is a common cluster member, or an SD Imbas, though one is a state school while the other a private one, the principal's role has been less than optimum, as proven by more scattered occurrences of role performances, with percentages and intensities tending to be low compared to those related to the principal's role at the SD Inti. Questionnaire results also indicate differences in the principal's role between the two elementary schools. Compared to the principal's role at the state school, that at the private school has been stronger in the aspect of strategies, tactics, or

tricks to attain progress for the school, to perform administrative duties, and to accomplish supervision of teacher work, but weaker in the aspect of developing an intimate school atmosphere and giving guidance to teachers. Other than that, at the state school, decisions are made by the principal alone. Most teachers (or 64% of those involved) have stated that the principal is not so capable of raising the teachers', staff's, and schoolchildren's spirit in attaining school goals. The principal is not so capable, either, of developing a school atmosphere which is good for quality improvement. Meanwhile, at the private school, the formal approach is very dominantly used by the principal both by means of job distribution in teachers' work meetings and by means of holding routine consultation with teachers every Saturday and conducting supervision and control on learning administration. The principal has also been evaluated by most teachers (or 79% of those involved) as capable of raising the teachers', staff's, and schoolchildren's spirit in attaining school goals and in developing a school climate which is good for quality improvement.

In the principals' perception, since the application of regional autonomy with the new paradigm which serves as its basis, a change has occurred in the principal's role. The principal has become more autonomous in developing the school, by utilizing the resources possessed and developing school-based quality improvement strategies in accordance with local conditions. However, at the three primary schools researched, there have been various patterns of change in the principal's role as impacts of the new educational paradigm baru. At the two state elementary schools, the SD Inti and one SD Imbas, the change in role has been regarded as an opportunity to bring visions, ideas, notions, desires, and hopes broadly into reality. However, on the other hand, the occurrence of the role change has made the principal's work load become increasingly heavier. The role of the principal, the principals say, has then come to be like that of a superman who must master and be capable of doing many things. Meanwhile, at the private elementary school, the change in role has indeed made the principal's work load become increasingly greater, but it has not become a problem because the principal of a private school is already so used to being self-dependent in managing the school.

Other than that, interviews with the three respective principals have yielded information about some obstacles to the principal playing a part in school quality improvement. First, the policy that KTSP (short for Kurikulum Tingkat Satuan Pendidikan, perhaps popularly known as the School-Based Curriculum) be applied is simultaneous with the policy that the National Examination be held. Ideally, the KTSP application demands more the necessary quality improvement

in the learning process while the decision that the National Examination is to be held conditions the school to be oriented more to the product. In result, the principal tends to be oriented to what is to be produced instead of quality improvement of the learning process as required by KTSP.

Second, the principal's work load becomes excessive. The era of regional autonomy has indeed given greater autonomy to the principal in school management. However, the giving of such autonomy has also caused the principal's work load to become excessive, especially in handling matters related to administrative business, such as, financial reports, meetings, conferences, and the like, which take most of the time so that the principal tends to put aside efforts to improve school quality. One principal says, "The important thing is bureaucracy business is done. Quality is another matter." The principal reveals as follows:

The bureaucracy business is more clearly seen than the business of quality improvement. The meetings of KKKS (short for Kelompok Kerja Kepala Sekolah or the Principals' Work Group) and official conferences are held to talk about matters related to bureaucracy business more than about how to make the school become more qualified. The impact felt by principals is they are indeed busy but not oriented to quality. Perhaps not motionless, but quality remains in one place. Time is spent more on meeting the demands of bureaucracy.

Third, preparations for becoming a principal are often not enough. Principals usually work by intuition. Generally, the principal is not designed to master accounting, for example, so that something which could actually be done easily becomes difficult to do. A principal states, "The opportunity for principals to improve teachers' professionalism is greatly limited because their work is more focused on other matters which are more non-technically educative in nature while things related to quality improvement receive less attention." Fourth, bureaucracy officials who deal with education do not have competence in the field of education. The bureaucracy official who is appointed as Head of Dinas Pendidikan (or the Office of Education), for example, is originally not someone with an educational background and not someone with real achievement but someone appointed more because of the sympathy of someone in authority.

At the two state primary schools, there are a number of factors determining why the role change is felt to be a burden. Besides being influenced by their ability to understand the change occurring and its implications, the principals' success in their role also depends on their capacity and preparedness in performing the new roles demanded by the era of

autonomy. If the giving of autonomy to the school and the principal is not accompanied with adequate development of the principal's capacity, the new roles would become additional burden for the principal. Moreover, the principals who are active now were not trained to perform the new roles like managerial roles, leader roles, and others. Therefore, the giving of greater autonomy to principals accompanied with the development of their leadership or managerial capacity becomes one of the solutions absolutely necessary to be done.

According to the World Bank (1998), school quality improvement requires principals capable of (a) identifying available resources to provide adequate support for teachers, sufficient teaching materials, and good maintenance of facilities; (b) giving enough time for the management and organization of the instructional process; and (c) communicating regularly with related staff, parents, students, and community members. In the pre-autonomy era, principals at state schools possessed limited autonomy in managing the school and allocating the necessary resources. Most principals are not equipped with adequate leader or managerial capabilities, either. Many principals only take a few days' training in administration theories and orientation in educational regulations and policies when they start being principals. In other words, principals at state schools do not yet meet the quality-related requirements for effectiveness in school management improvement. This condition makes it increasingly more difficult for principals to do their job because, as previously emphasized, state schools in general do not possess adequate autonomy, either, in improving school quality.

Other than that, appointments as principal are not yet based on achievement on the job and still based more on order in rank. Therefore, actually the giving of greater autonomy to principals should be accompanied with the appointment of good principals in possession of the skills and characteristics necessary for the schools with the autonomous nuance, the giving of tokens of appreciation to good principals and the replacement of those who are not so good, and the development of the principals' skills in management. Such programs as these help principals to understand aspects outside their administrative role and it could later improve the quality of educational leadership (Bank, 2001: 157).

In Salatiga itself, from the point of the selection system that has now been legalized, it actually already accommodates the soul and spirit of the new educational paradigm and the conditions required for a principal of an autonomy-nuanced school like possession of achievement, creativity, innovativeness, having commitment to the attainment of educational goals, and the like.

However, at the level of praxis, such a system does not always run as expected because there are still spaces in the selection process which are not transparent and could not be known and controlled by the public.

According to Kotter (1996), leadership is the engine that drives change, and even more so in a rapidly-changing society. So is the case with the phenomenon of the post-autonomy principal. The principal possesses greater autonomy in managing and setting change into motion at school but the object of the principal's management is so broad and the work consists more of duties which are administrative in nature. Therefore, the greater autonomy in possession could not be used in thinking about how to improve school quality as more urgent administrative work crowds in and pushes it aside. The principal's leadership engine, borrowing John Kotter's term, could not be used to drive change at the school level and is, instead, used up to finish non-academic duties.

Giving the school autonomy ought to be accompanied with giving it trust, the support of resources to implement the autonomy, and educational bureaucracy officials' quality support so that the school concentrates more on efforts to improve school quality. Otherwise, the intention of giving autonomy in order that the principal is more capable of improving quality would tend to come to total failure. This is in line with the opinion of Peach (1994), with Cranston (1993) and Rizvi (1994) agreeing, who states that the main thing in school autonomy is improvement in school management for the allocation of resources to interests that are more educational in nature (Fasli Jalal & Dedi Supriadi, 2001: 159). Moreover, the giving of autonomy would not solve all educational problems and it could perhaps cause new problems as long as the steps to reach the criteria that have been decided are not conducted as they should be.

4. Conclusion

On the basis of the research results and discussion above, the conclusions drawn in the research are as follows.

- a. There are patterns and varieties of the principal's role in the improvement of school quality. The principal's role at the SD Inti in the leadership, managerial, and supervisory aspects have been more to the optimum compared to that at each SD Imbas. There has also been a difference in the principal's role between the two schools of which each is not an SD Inti. Compared to the principal's role at the SD Imbas which is a state school, that at the SD Imbas which is a private school is stronger in the aspect of the strategies to bring progress to the school, to accomplish administrative duties, and to conduct supervision on teachers' work but weaker in the aspect of establishing an

- intimate school atmosphere and giving guidance to teachers.
- b. With the application of the new educational paradigm, the principal's role undergoes a change. The principal becomes more autonomous in developing the school by utilizing the resources possessed and by developing strategies of school-based quality improvement in accordance with local conditions. Principals of the state schools also possess autonomy in developing their creativity in the course of improving school quality. With the change in role, the principal's work load becomes increasingly heavier. However, unlike the role change at the two state elementary schools, that at the private elementary school does not much become a problem because people at private schools are already used to independently managing the school.
- c. For the education conducted at elementary school, the principal's change in role has not sufficiently given any impact on the quality improvement of the school because it has been constrained by a number of factors, namely, that the application of KTSP with its emphasis on improvement in quality of the process has been simultaneous with the decision to hold the National Examination, which focuses on quality of the product so that the principal tends to be product-oriented, that those appointed as principal have not been sufficiently equipped to become principals, that bureaucracy officials dealing with education do not have competence in the field of education, and that the principal's work load has become excessive and time has mainly been spent on handling administrative-bureaucratic matters so that the principal has tended to put aside efforts to improve school quality.

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