PRINCIPALS' CHALLENGES TO IMPLEMENT SCHOOL BASED MANAGEMENT IN ENGLISH-SPEAKING SCHOOLS SETTING

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ABSTRACT

The aim of the research was to identify and map the school principals' competence in English-speaking schools setting, according to the Decree of Ministry of Education no 13/2007 regarding competence standard for school principals and in implementing school-based management (SBM). The research applied a qualitative descriptive method, although the data were processed in a quantitative way. The data were gathered through structured questionnaires collected from ten principals and 74 teachers from ten schools. Data validation was conducted through interviews with ten school principals, two teachers per school, and the board's representatives. The result of the research is the recommendations of the school principals' competence development program as an alternative solution for the schools. The result shows that the school principals' competencies have met the government standard competence. In the implementation of SBM, the school principals need to improve their five dimensions of principal competence (personal, managerial, entrepreneurship, supervision, and social). Especially the essence of SBM through training programs are principals' roles and responsibilities, developing school profiles, school visioning, financial and school facilities management, strategic planning, school as a learning community, academic supervision, monitoring and evaluation, school marketing and branding, and non-training programs.

Keywords: school principal's competence, school-based management, English-speaking school

INTRODUCTION

School principals are expected to be able to carry out their functions as both managers and leaders. Quality assurance is a keyword that is a phenomenon in the world of education. The increasing demands and education services of the community are a challenge for the schools to adjust and prepare themselves to meet the needs mentioned. One of the efforts that can be done is to improve the competence of the teaching and educational staff, especially the principals.

Permendiknas (Decree of Ministry of Education) No. 13/2007 concerns about Principal Competency Standards and government policies to achieve national minimum standards of education through school-based management requires principals who are skilled in planning, implementing, monitoring, and evaluating the implementation process at the school they lead (*Permendiknas*, 2007). Identification of the problems presented provides an illustration for researchers to formulate some of the problems faced. They are (1) how to describe the actual condition of principals' competencies to the government's competency standards set by the government? (2) What efforts have been made by the English-speaking school in developing the competencies of the principals? (3) What competency development program recommendations for English-speaking school principals to improve their competence in implementing School-based Management (SBM)?

On the Maryland State Department of Education website, the American "School Improvement for Maryland" has quoted Mike Schmoker that the effective principal is a strong educator, directing his/her work to the center of the problem, namely learning and teaching as well as continuous school

improvement. An abundance of research into school improvement suggests that these features are vital to the school improvement process (Gorr, 2017). Besides, incorporating those three concepts is the foundation to get positive school development outcomes; meaningful teamwork, transparency, measurable goals, and routine data collection and analysis.

A school principal must lead his/her school through a process that required collaboration with staff and the school community to determine the gap between existing results and expected results. The results of the gap analysis conducted collaboratively help to create and prioritize the objectives to be achieved so that the existing gap could be overcome, improve, and monitor with the strategies made previously. The principal must also ensure that the staff's professional development needs are identified in line with school development priorities and met with appropriate learning opportunities. Teacher's organizational commitment is crucial for the survival of the school, especially the private school. Satria Dharma has shown that teacher's role is more important than the curriculum (Benawa, Gea, & Willyarto, 2017).

SBM is one of the approaches used in school management. It basically gives schools broader opportunities to manage their schools independently according to the conditions and situations in their respective environments. The three key characteristics of school-based management (Grinshtain & Gibton, 2018) are; (1) power and responsibility in decision making to improve the quality of education decentralized to school stakeholders; (2) the domain of management of decentralized education quality improvement covers the whole aspects of improving the quality of education, both financial, staffing, infrastructure, admission of new students, and curriculum; and (3) although the domain of improving the quality of education is decentralized to schools, several regulations are needed to regulate the central control function of the overall implementation of authority and responsibility school (Rahayu et al., 2018).

More specifically, it is identified that there are three specific objectives of SBM, namely achieving efficiency, effectiveness, and educational responsibilities (Grinshtain & Gibton, 2018). With SBM, the effectiveness of improving the quality of basic education also increases by improving learning quality. Besides, the school's response also grows with students.

A school needs to create training programs for teachers to assist students better, implement standard operation in dealing with students who have difficulty in learning, involving subject teachers, counseling guidance, and homeroom in addressing each student's unique situation. This is generally applicable to every subject and for each language (Willyarto, 2017). The principal is to be able to conduct the training for the teachers as well. The principal's success leads the school to be measured by how effectively the principal can carry out all the main tasks, achieving goals, timeliness, and the active participation of members. It is stated that the effective implementation of SBM is how a principal successfully performs all the school's main tasks, establishing community participation, getting the benefits of resources, funding sources, and learning resources to realize school goals (Mulyasa in Mistrianingsih, 2016).

METHODS

The approach used in the research is a mixed method. Qualitative research is a scientific research process that is more intended to understand human problems in social contexts by creating a holistic and complex picture presented, reported detailed views of the sources of information, and carried out in a natural setting without any intervention from the researcher (Gaus, 2017). The research is a qualitative descriptive method, although the data are processed in a quantitative way. The qualitative descriptive research aims to get a strategic picture of the development of the competencies of principals. The specific form of qualitative research used is a case study. A case study is a research model that emphasizes the exploration of a bounded system in one case or several cases in detail, accompanied by in-depth data mining involving the various source of information that is rich in context (Gaus, 2017). The limited system in the context of the research is in terms of place and time, as well as limitations in terms of cases raised. This method is considered appropriate to represent the existence of the school as a limited system. However, it could also fulfill the researchers' desire to get the depth of data in analyzing what competencies the principals already have with conditions that support the development of principals' competencies in leading their respective schools.

Qualitative descriptive studies are the most theoretical approach of all qualitative research approaches. Although different from other qualitative research designs, it allows having several types of another approach. In other words, a study of descriptive qualitative research might have that based on theory because it is used for comparative analysis when examining data. In qualitative descriptive design, almost every technique purposive sampling can be used. Like the design of other qualitative research, the aim is getting cases that are considered information-rich to achieve 'saturated' data, i.e., data when tested and verified the meaning is the same. The basic important for researchers is to maintain a sampling strategy to fulfill the purpose of the study (Yunus, Wahyuningtyas, & Willyarto, 2019).

The quantitative data are collected to support qualitative data. It is carried out by giving structured questionnaires to 10 principals and teachers in each English-speaking school. Both questionnaires are given to principals and teachers that contain the same questions. It is related to the school management process by referring to the five dimensions of

principal competency set by the government through *Permendiknas* No. 13 of 2007 concerning School Principal Competency Standards. Interviews to confirm data obtained from the principal and teacher questionnaires are conducted on all principals who are the subjects of the study with two teacher representatives from each school.

RESULTS AND DISCUSSIONS

The findings are about mapping the current conditions of the English-speaking school principal's competency of XYZ foundation and recommendations for the Head of XYZ foundation's competency development strategy as an alternative solution for the management of XYZ foundation. XYZ Semarang foundation is a Christian foundation that currently manages 16 English-speaking schools. These schools are located in the city of Semarang (10 schools), Ungaran-Semarang district (2 schools), Ambarawa (1 school), Pekalongan (2 schools), and Sukorejo district (1 school). Previously, the XYZ foundation managed more than 20 schools scattered in various cities in Semarang and Central Java in general. However, along with the reduced number of students and the school's efficiency, the XYZ foundation closed several schools whose number of students did not meet the requirements. The foundation combined high schools or sent the newly enrolled students to the school partners who have been working with the XYZ foundation to develop and administer the schools. Before the year of 1948, the schools of XYZ foundation were managed by a missionary society, the gospel evangelists who existed since the Dutch occupation of Indonesia around the year 1900. In order to expand and have more school developments, the Gospel Missionary Society decided that the schools needed to be specially managed, so as a result, in 1948, the XYZ foundation was established and took over all schools under the Gospel Missionary Society to be managed. In 2005, the XYZ foundation was listed as a legal entity at the Directorate of Legal Administration Department of law and Human Rights Republic of Indonesia in Jakarta on May 23rd, 2005, numbered: C.HT/01/09/123. The XYZ foundation schools teach Christian values in school learning.

Physically, the XYZ foundation schools in Semarang have fulfilled the minimum standards given by the government. Most of the XYZ foundation schools in Semarang are old buildings, and there are even schools that have stood since the year of 1908, which is SD XYZ 3. Previously in SD XYZ 3, there is an education for kindergarten to high school level but currently only organizes elementary school. For the elementary level, the number of classrooms available is enough for the number of students. Some classrooms are unused due to fewer students than the number of rooms available, with the average number of students in the classroom is between 6 - 25 students. During class observation activities, teachers teach students using lecture methods. The classroom arrangements are still traditional both in terms of seating arrangement and management of other learning resources. At the secondary school level, the learning activities occurred are the same. Physically, the schools have fulfilled the government's minimum standards for both classrooms and facilities such as libraries, laboratories, healthcare, and so on. In terms of interacting with students, teachers use positive, patient, friendly language, and serve students well.

Since the management was handed over from the Gospel Missionary Society to the XYZ foundation in 1952, the XYZ foundation's principals have gained full autonomy to manage their respective school units by implementing SBM. The implementation refers to the government's national education system and reported to the XYZ foundation annually. From 1990 through 2000, the XYZ foundation suffers from internal problems. Two parties are entitled to make decisions on schools, especially those relating to the foundation's assets. This internal conflict could eventually be resolved in 2004, mediated by the association of Javanese churches. From 2004 to 2012, the XYZ foundation's management focuses on rescuing the foundations' assets, which most of them are a grant or an overflow from the Dutch government that does not have adequate document completeness. After the rescue efforts on the foundation's assets, the XYZ foundation begins to work on how to restore the schools' performance in 2009. It is worked by granting autonomy to each school to manage the unit through the SBM approach under the foundation's supervision.

The XYZ foundation sees how the changes in the education world are very fast. It is admitted that the XYZ foundation schools are lagged far away because they have not been professionally managed as most of the teachers believe that teaching at the XYZ foundation's schools is a form of their service to God. So that although the compensation given is minimal, it does not make the XYZ foundation's teachers leave their work as a teacher. To meet the challenges of the changing and current educational dynamics, the XYZ foundation has planned to create a new platform for their schools as a strategy against the increasingly rigorous education competition field. The new platform is expected to restore the XYZ foundation schools' success in the 1980s to 1990s. They currently face a significant decrease in the number of students. To implement a new platform that would be implemented in 2014, the foundation is currently conducting the process of maturation of the concepts and strategies of the school development by involving the principals through SBM. It aims to manage their schooling by using a new platform to achieve the vision and mission that has been established.

The implementation of the new platform requires competent principals who are able to achieve the school's defined objectives that are set by its management. The XYZ foundation provides a broader opportunity for each school to implement SBM and creatively use all school resources.

In the research, the researchers seek to

give the thought of the principal's competence's development efforts by mapping the actual condition of the competency of the existing principal. Besides, it also analyzes the design of a development program competence in implementing SBM to develop schools in accordance with the new platform XYZ foundation. The school's competency mapping would be focusing on the school principal of the XYZ foundation in Semarang. As for the ten principals who became respondents for the research can be seen in Table 1.

Based on *Permendiknas* No 13/1997 of the school principal, it is said that two qualifications must be met by a principal, namely general qualification and specific qualifications. One out of ten principals does not meet the general qualifications as principal. The principal's status is a public servant in the elementary school since 2002. The ten principals involved have taught more than ten years. For specific qualifications, all principals have already fulfilled the standards. They already have a certification and participated in the training program for teachers from the government. This assessment is conducted by digging the information and opinions of all components from the school environment.

The personality dimension of the principal would effect how SBM implemented because leadership is crucial in implementing SBM. Positive leader behavior could encourage the group to direct and motivate individuals to collaborate in the group to achieve the organization (Mulyasa, 2011). Based on Permendiknas No 13 about the principal competency standard, six dimensions of personality are expected to be owned by a school principal. Then, the researchers are developed into eight items at the time of giving questions to principals and teachers, namely: noble morality and an example for the community at school, develop the culture and traditions of noble morality, have personality integrity as a leader, have a strong desire for self-development as the principal, be open in carrying out basic tasks and functions, self-control in dealing with problems in his job as principal, has talent as an educational leader, and have an interest

as an education leader. The results of the school principal's self-evaluation and the assessment from the teachers toward their respective principal could be seen in Figure 1.
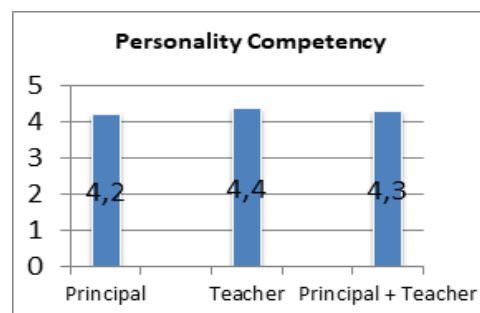

Figure 1 Assessment Results on Personality Competency Dimension

The assessment results of ten principals for personality competency dimensions were obtained an average yield of 4,2 from a scale of 0-5. At the same time, the average rating results given by the teacher are 4,4 or higher 0,2. The average rating combined by the principal and teacher is 4,3. The average result of 4,3 on a 0-5 scale indicates that in the dimension of personality competence, the XYZ Semarang foundation principals have shown a high competency. It is also stated by the results of the assessment of the teachers. In general, the data show the principal's competency in the dimension of personality that is quite high and become enough capital to lead the school. The implementation of SBM could run with the level of personality competence owned by the principal of XYZ. The absence of interest to become a school principal could be the foundation considerations in conducting a recruitment process for a school principal.

The assessment for the dimension of managerial competence for the XYZ foundation's school principal is conducted by the principal through self-assessment

Table 1 Characteristics of Principals of XYZ Foundation

Principal	Education Background	Male/Female	Teaching Experience	Experience as Principal	Teaching Job
SD XYZ 1	BA – Non-Education	F	24 years	4 years	Grade 6
SD XYZ 2	Diploma	F	26 years	4 years	Grade 2
SD XYZ 3	BA – Economics	F	7,5 years	3 years	Grade 6
SD XYZ 4	Dipl. – Education	M	32 years	12 years	PPKn
SMP XYZ 1	Dipl. – Education	M	29 years	8 years	History
SMP XYZ 2	BA – Education	M	30 years	18 years	PPKn
SMP XYZ 3	BA – Education	M	16 years	13 years	Geography
SMA XYZ 1	BA – Education	M	32 years	18 years	PPKn
SMA XYZ 2	MA – Education	M	26 years	4 years	History
SMA XYZ 3	BA – Education	F	30 years	7 years	Biology

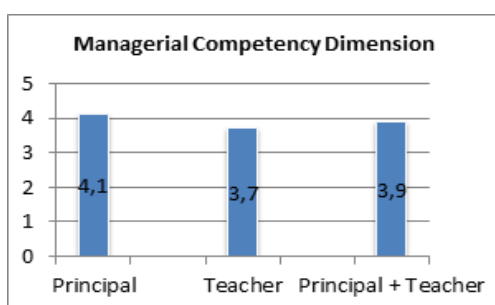and teachers in each school. It could be described in Figure 2.

Figure 2 Assessment Results for Managerial Competency Dimension

The results of self-assessment by ten principals for the dimension of managerial competence show an average result of 4,1 from the scale of 0-5. At the same time, the average rating results given by the teacher are 3,7 or lower by 0,4. The average rating combined by the principal and teacher is 3,9. The average result of 3,9 on a scale of 0-5 shows that in the dimension of managerial competence, the XYZ Semarang foundation principals have a fairly good competence. This is strengthened by the results of the teachers' judgment.

The entrepreneurship competence in SBM is defined as the principal's ability to encourage school productivity as an organization. This productivity indicator leads to quantitative efficiency. These include an increase in the number and quality of the skills that students have after learning. Mulyasa (2011) has stated that to encourage productivity; schools should be aware of factors that have an influence on high-low productivity, such as moral, work motivation, work ethics, social security, attitudes, discipline, health, achievement, environment and work atmosphere, relationship, technology, job satisfaction, the policy of both the school and the area, the magnitude of income, and production facilities. In this case, the fifth competence of entrepreneurship based on *Permendiknas* No 13/2007 above is essential for the principal. Education management and the school could be implemented effectively and efficiently as expected in SBM. From the assessment of the entrepreneurship competency dimension to ten principals of the XYZ foundation, the results can be seen in Figure 3.

Ten principals' self-assessment results for the entrepreneurship competency dimension show an average yield of 3,9 of the 0-5 scale. While the average rating result given by the teacher is 4,1 or higher at 0,2. The average rating combined by the principal and teacher is 4,0. The average result of 4,0 on a scale of 0-5 shows that on the dimensions of entrepreneurial competence, the competence of the principals of the XYZ Semarang foundation is well judged. This is strengthened by the results of the teachers' judgment.
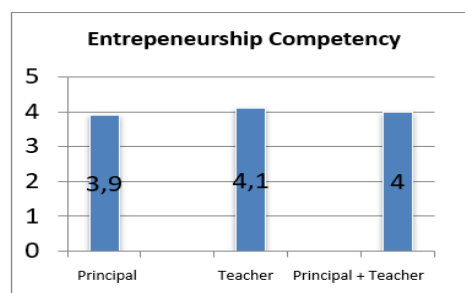

Figure 3 Assessment Results on the Entrepreneurship Competency Dimension

The principal competency of the school's supervision in *Permendiknas* No 13/2007 is described to plan the academic supervision program in order to improve the professionalism of teachers, to implement the academic supervision of teachers using appropriate supervision approaches and techniques, and to follow up the results of academic supervision of teachers in order to increase the professionalism of teachers. The relevance of the principals' supervision competency in the implementation of SBM is in their capacity to conduct coordination, communication, and supervision, which will be a defining success, effectiveness, efficiency, and productivity of education (Mulyasa, 2011). One of the pillars for a successful SBM implementation is determined by the principal's ability to supervise. The teachers' supervision skills in SBM are translated as the ability to foster teachers facing the rapid development of science, technology, and art so that any complex problems can be solved proportionally. Based on the results of self-assessment conducted by the teachers, the school principal's supervision competency of the XYZ foundation can be seen in Figure 4.
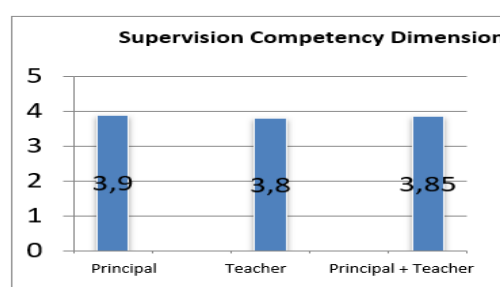

Figure 4 Assessment Results on the Dimensions of Supervision Competency

The self-assessment results by ten principals for the dimensions of the supervision competency obtain an average yield of 3,9 from the scale of 0-5. While the average rating results given by the teacher are 3,8 or lower by 0,1. The average rating combined by the principal and teacher is 3,85. The average result of 3,85 on a scale of 0-5 shows that the competence of school principals of the XYZ Semarang foundation is well-judged on the dimension of supervision

competence. It means that the principals carry out supervision activities against the teachers and apply their competence to the activities. This is strengthened by the results of the teachers' judgment.

The principals' social competence in implementing SBM is translated as how the principal's ability to establish social relations with the community. It is based on the importance of collaboration from various educational institutions, such as the institution of family education, other education institutions, and education communities. From the perspective of education, it should be synergized. In SBM, one indication of the principal's effectiveness in carrying out its duties is how the school manages to interact with the community and its environment. It aims to obtain the valuable support and resources provided by individuals, organizations, or community-related groups for effective school's operation and assessment (Mulyasa, 2011).

In *Permendiknas* No 13/2007, the principal's dimension of social competence is to cooperate with other parties for the sake of schools/madrasas, participate in social community activities, and have a social sensitivity to other people or groups. According to the competency standards of the principal of the social field, it obtains the assessment for the principals of the XYZ foundation that can be seen in Figure 5.
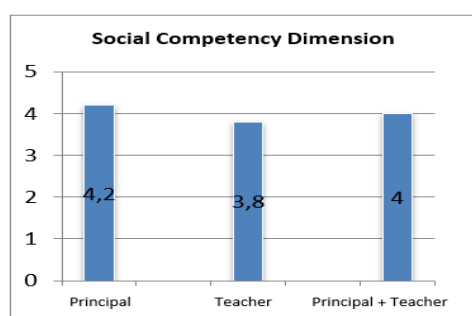

Figure 5 Assessment Results on Social Competency Dimension

The results of self-assessment by ten principals for the dimension of social competence are obtained on an average result of 4,2 from a scale of 0-5. While the average rating results given by the teacher are 3,8 or lower by 0,4. The average rating combined by the principal and teacher is 4,0. The average result of 4,0 on a scale of 0-5 shows that the XYZ Semarang foundation principals are judged to have good competence in the dimension of social competence. This is strengthened by the results of the teachers' judgment.

Based on the interviews with the ten English-speaking school principals of the XYZ foundation, it is found out that the principal competency development given by the foundation is in the form of training and seminars by inviting speakers from other institutions. This form of development activities is mainly seminars with a duration of between 2-4 hours, and it

is usually conducted every year at the beginning of the school academic year. Training or seminar materials delivered are usually general and delivered to both the principals and the teachers.

There is no competency development program that is specifically aimed at the principals. The principals are asked about routine meetings where they should be presenting the school's short and medium-term plans, where three out of ten principals have said that the presentation would increase their professionalism. However, the rest of the principals do not perceive that it is one form of the principal competency development programs because they feel that regular meetings with the foundation management are part of routine coordination activities. It must be undertaken to provide information about the developments going on in each school as well as a forum to convey the problems faced by each school to find solutions to these problems. The principals expect that the school's competency development program could be technical-related training that could help them lead and manage the schools. These training are training related to managerial and entrepreneurial competencies.

From the results of interviews, it could be seen that the foundation has made efforts to develop the competencies of principals. However, the impact of the development of principals' competencies has not yet fully helped the school principals in their capacity as a leader and manager for each school. The foundation's professional development has not been in accordance with each school principal's needs with different school situations and conditions. This is in line with Martin's (2019) research that shows the core of the implementation of SBM in which schools empower available resources to continuously improve the quality of education, able to serve educational needs comprehensively, and manage these resources by using systems that support effectiveness and efficiency (Martin, 2019).

All principals have not fully understood SBM policies based on the decentralization of education (Arsyad, 2017), where schools gain full authority to schools and local communities to manage education. On the one hand, the foundation gives school operational authority for every school unit to be managed in accordance with the capabilities and resources available at each school. However, on the other hand, the principals still position the foundation as the main authority, so that decision making is not fully made by the school or each principal.

The unequal understanding between schools and the foundations regarding the SBM approach's roles and responsibilities has made them unable to fully implement it in their respective schools, even though referring to *Permendiknas* No. 13/2007. It concerns principals' competency standards, which cover five dimensions; personality, managerial, supervision, entrepreneurship, and social. The results have shown that, in general, the principals of the XYZ foundation have excellent competency levels.

In order to have a similar understanding of the implementation of SBM, the XYZ foundation could bridge it by developing a forum for the principals to share knowledge and experiences. The established forum could also support the development of a learning organization within the schools (Christensen et al., 2018). The existence of a sharing forum is expected to create synergy and collaboration among school principals in dealing with obstacles both when implementing materials they have got from training/ seminars and getting feedback and inputs for the work plans that each school has developed. So that as a large family of the XYZ foundation schools, each school can strengthen and support the management to always aim at creating impact, especially on improving the efficiency and effectiveness of school performance. The ultimate goal would be the ability to provide comprehensive and responsive educational services as needed by the local community.

The foundation would act as a guide for schools to perform its function and as an 'advisory board and directors' in order to maintain, facilitate, and support the processes carried out by the schools. Besides, it provides feedback or recommendations to schools while continuing to give full authority to the principals to carry out their duties and responsibilities as school leaders and managers (Stein, 2016).

Based on the results of the research, a recommendation has suggested a few things. First is the development of a more open school principal recruitment system with an agreed standardized procedure. A more open recruitment system helps the foundation to get educators who have the interest and talent to become school leaders for the XYZ schools. The potential school leaders' candidates will then be assessed according to the school leaders' qualifications and requirements. Second, in line with the government policy on decentralized education, the foundation can evaluate and enforce the policy through school-based management in each school. Third, the principal competency development program will be more structured and tailored or customized according to the need. It is followed by a coaching and mentoring program so that the principals will be able to apply and implement the training materials given within each school's context and focus on creating a change to achieve the specified goal. Fourth, the need to establish the foundation as a learning organization where all schools are taking part and sharing roles. An example of this activity is to facilitate the principals with a forum as a place to gain and share knowledge and skills among the school principals. The collaboration and unity of all the school principals will not merely through a monthly meeting where every principal is more reporting each school's activities or the information that needs to be acknowledged by the foundation. Fifth, the basic concept of SBM on school empowerment should be implemented by the foundation. Every step that will be taken and the decision-making process will involve the principals in building mutual respect.

CONCLUSIONS

The good English-speaking schools' principal's competency has not been accompanied by SBM's successful implementation at school. It is because the school management practice still uses the old paradigm or continues the pre-existing habits. The change in the principal's paradigm and practice is fundamental to the application of the five dimensions of principal competency to implement SBM well. The good competency of existing principals, in this case, is the high school principals, who have not been supported by school management (foundation) innovations so that the essence of SBM, namely empowerment, collaboration, independence, sustainability, effective, and efficient management have not been implemented yet.

SBM has not been completely understood comprehensively by the principals. There are different perspectives and understandings on SBM between the principal and the foundation. It makes the actual follow-up has not been carried out collaboratively.

The efforts made by the foundation to improve the competency of school principals in implementing SBM have not been carried out in a structured and understandable manner. The training or seminars given to principals are more as non-management materials and have not supported the need of the principals. School management training, in general, has never been given to principals. For this need, principals try to fulfill it by relying on parties outside the foundation. There is also a minimal opportunity to get technical guidance and direct mentoring or coaching activities. The material provided either in the forums or meetings with the Education Office is usually limited to the dissemination information on government regulations or policies in the field of education and not specifically on the school principal competency development program.

Having these conclusions, more research on how actually school dealing and implementing SBM in different schools' context and setting will be recommended. There are quite many books and articles that discuss the SBM's concept. However, the implementation of SBM in various schools' contexts will need further study.

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