

COMMUNITY PARTICIPATION IN IMPROVING EDUCATIONAL QUALITY

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Abstract: This research aimed to identify the role of community in improving educational quality terms of giving advice, support, controlling, and mediator. The location of research is at elementary schools of Batu City. The sampling was done proportionally from 20 schools by using grouping technique. Questionnaires were used to collect the data. Descriptive analysis technique was utilized to analyze the data. The results of the research show that the level of school committee role in term of giving advice is categorized as high and has a significant relation to the improvement of educational quality, giving supportive advice is categorized as low and has a significant relation to the improvement of educational quality, giving controlling advice is categorized as high and has a significant relation to the improvement of educational quality, and as a mediator is categorized as low and has a significant relation with the improvement of educational quality.

Keywords: community participation, improvement of educational quality

I. INTRODUCTION

Education is an effort to shape the future generation of a nation which is implemented under the responsibilities of the government, parents, and community. The education system is a shared responsibility between government, parents, and community (Sumarsono, Imron, Wiyono, and Arifin, 2016). The roles of such three elements hold an important meaning in the implementation of education, mainly on the development of the graduates. In his study, Rifa'I (2013) states that the community participation gives a positive impact on students' psychosocial development. The educational program which is managed collaboratively by the principal, teachers, and community is capable of improving the students' learning outcome. Similarly, on their research, Hughes and MacNaughton (2002) found that a good communication between parents and teachers as well as among teachers becomes a prerequisite of high quality parenting and education for children, affects children's cognitive and social development, and improves the success of education. Community participation has been associated with important aspects of activities related to work or school (Law, 2002; Kim, Yoo, Jung, Park, Lee, and Lee, 2016). The policy of implementation of education by using decentralization principle provides high opportunities for the community to participate in various ways.

There have been a great number of researches which identify various ways of community participation in children education. Coletta and Perkins

(1995) illustrate the role of community in various ways, namely: (1) research and data collection; (2) dialogs with the policy makers; (3) school management; (4) design of curriculum; (5) development of learning materials; and (6) school development. Community participation and role in a region is of course different with another region since it is affected by the needs and sociocultural beliefs of each region. Henevald and Craig (1996) state that parents and community support is one of the key factors of school effectiveness in African Sub-Deserts. They identify five categories of parent and community supports which are relevant with the region, namely: (1) children are ready to learn when they arrive at schools; (2) community provide financial and material supports for schools; (3) frequent communication between schools, parents, and community; (4) community holds a meaningful role at schools; and (5) the members of community and parents support by giving instructions. School committees that enhance its social capital in the community show positive effects on learning while interventions that enhance its financial (Pradhan, Suryadarma, Beatty, Wong, Gaduh, Alisjahbana, and Artha, 2013).

In Indonesia, community participation has been regulated in article 4 of Law Number 20 Year 2003 on System of National Education and the Regulation of Minister of Education and Culture of Republic of Indonesia Number 75 Year 2016 on School Committee emphasizes that education should be implemented by empowering all of the components

of community through their participation in the implementation and quality control of educational service; it also explains the community rights and obligations. It states that the community is entitled to participate in the stages of planning, implementing, monitoring, and evaluating educational program. The community also has an obligation to provide resources for the implementation of education. Actually, the community can participate comprehensively in every process of implementation of education at schools. Based on such facts, the researcher is concerned to conduct a research on the role of community in educational service at schools. This research aimed to identify the role of community in improving the educational quality in elementary schools in terms of: (1) giving advice (advisory agency); (2) giving supports to educational quality (supporting agency); (3) controlling (controlling agency); and (4) as a mediator of the government (mediating agency) in elementary schools in Batu City.

II. METHODS

Descriptive design was used as the research approach since the revealed variable of data and the strength of research result variable in the form of data were initially measured and converted into numbers and were then analyzed by using descriptive statistical technique. This approach was used since the data would be observed and processed in the form of numbers and calculations. The location of research was in elementary schools in Batu City, East Java Province. The population of this research was all 54 public and private elementary schools in Batu City. Proportional group sampling technique was used in the sampling. The research samples were 20 elementary schools.

Questionnaire was used as the research instrument to filter the variable of data of the research. The questionnaire was using Likert scale with four alternative answers. Instrument validity and reliability tests were initially conducted in order to obtain valid instrument data. SPSS PASW Statistics 18 and Pearson's Product Moment correlation analysis techniques were used in the validity test. Questionnaires which consist of a set of questions or statements were used to collect the data. The questionnaires were closed questionnaires, since the respondents only had to choose their answer from the provided options. The questionnaires would ease the respondents in choosing and determining their answers.

Descriptive analysis technique was used to analyze the data; it was used to describe the free and dependent variables. The data were tested by using requirement-based testing prior to the data analysis in order to get conclusion. The requirement-based test aimed to ensure that the research data have been qualified for further analysis. The hypothetical test was performed with the mean test on every research aspect, namely the community participation in terms of giving advice (advisory agency), giving support (supporting agency), controlling (controlling agency), and as a mediator (mediating agency) with total mean. The mean test was conducted by calculating the z value of every aspect.

III. RESULTS

The aspect of giving advice (advisory agency) was measured based on 14 items. The description results of data on such aspect are as follow: the mean value is 41.15; the standard deviation value is 8.804; the maximum score is 54, the minimum score is 21; the range is 31; and the class interval value is 6. The distribution of frequency obtained from such class interval value is shown in Table 1.

Table 1
Distribution of Frequency of Community Participation as
Advisory Agency

Interval	f	%
23 - 28	2	10
29 - 34	4	20
35 - 40	2	10
41 - 46	4	20
47 - 52	7	35
53 - 58	1	5
Σ	20	100

Table 1 shows that out of 20 respondents: 2 respondents (10%) are in the interval of 23 to 28; 4 respondents (20%) are in the interval of 29 to 34; 2 respondents (10%) are in the interval of 35 to 40; 4 respondents (20%) are in the interval of 41 to 46; 7 respondents (35%) are in the interval of 47 to 52; and 1 respondent (5%) is in the interval of 53 to 58. Based on the descriptive analysis results on each item category, it can be identified that, out of 14 items, there are 7 items (50%) which are included in high category since the mean value of each of such item is > mean value of all items, namely items number: 1, 2, 5, 6, 7, 9, and 13. It means that the implementation of community participation in term of giving advice (advisory agency) of such items needs to be maintained. On the other hand, the rest 7 items (50%) are included in low category since the mean value of each of such items is \leq the mean value of all items, namely item number: 3, 4, 10, 11, 12, 14, and 15. It means that the implementation of community participation in term of giving advice (advisory agency) of such items needs to be improved. According to the descriptive analysis, the mean value of community participation in term of giving advice (advisory agent) is 41.15 and categorized as high since it is higher than the total mean value of 33.8.

Community participation in term of giving support (supporting agency) was measured based on 9 items. The results of data description on such aspect are as follow: the mean value is 29; the standard deviation value is 4.746; the maximum score is 36; the minimum score is 18; the range is 18; and the class interval value is 3. The distribution of frequency obtained from such class interval value is shown in Table 2.

Table 2
Distribution of Frequency of Community Participation as Supporting Agency

Interval	f	%
18 – 20	2	10
21 – 23	0	0
24 – 26	2	10
27 – 29	6	30
30 – 32	3	15
33 – 35	6	30
36 – 38	1	5
Σ	20	100

Table 2 shows that, out of 20 respondents: 2 respondents (10%) are in the interval of 18 to 20; 0 respondent (0%) is in the interval of 21 to 23; 2 respondents (10%) are in the interval of 24 to 26; 6 respondents (30%) are in the interval of 27 to 29; 3 respondents (15%) are in the interval of 30 to 32; 6 respondents (30%) are in the interval of 33 to 35; and 1 respondent (5%) is in the interval of 36 to 38. Based on the descriptive analysis results on each item category, it can be identified that, out of 9 items, there are 6 items (66.67%) which are categorized as high since the mean value of each of such items is $>$ the mean value of all items, namely items number: 17, 18, 21, 22, 23, and 24. It means that the implementation of community participation in term of giving support (supporting agency) of such items needs to be maintained. On the other hand, the rest 3 items (33.33%) are in low category since the mean value of each of such items \leq the mean value of all items, namely items number: 19, 20, and 25. It means that the implementation of community participation in term of giving support (supporting agency) of such items needs to be improved. According to the descriptive analysis, the mean value of community participation in term of giving support (supporting agency) is 29 and categorized as low since it is lower than the total mean value of 33.8.

Community participation in term of controlling (controlling agency) was measured based on 16 items. The results of data description on such aspect are as follow: the mean value is 48.5; the standard deviation value is 9.254; the maximum score is 60; the minimum score is 29; the range is 31; and the class interval value is 6. The distribution of frequency obtained from such class interval value is shown in Table 3.

Table 3
Distribution of Frequency of Community Participation in term of Controlling (Controlling Agency)

Interval	F	%
29 - 34	2	10
34 - 39	2	10
40 - 45	2	10
46 - 51	5	25
52 - 57	5	25
58 - 63	4	20
Σ	20	100

Table 3 shows that, out of 20 respondents: 2 respondents (10%) are in the interval of 29 to 34; 2 respondents (10%) are in the interval of 34 to 39; 2

respondents (10%) are in the interval of 40 to 45; 5 respondents (25%) are in the interval of 46 to 51; 5 respondents (25%) are in the interval of 52 to 57; and 4 respondents (20%) are in the interval of 58 to 63. Based on the descriptive analysis results on each item category, it can be identified that, out of 16 items, there are 8 items (50%) which are categorized as high since the mean value of each of such items $>$ the mean value of all items, namely items number: 28, 30, 32, 34, 36, 38, 40, and 42. It means that the implementation of community participation in term of controlling (controlling agency) of such items needs to be maintained. On the other hand, the rest 8 items (50%) are in low category since the mean value of each of such items is \leq the mean value of all items, namely items number: 27, 29, 31, 33, 35, 37, 39, and 41. It means that the implementation of community participation in term of controlling (controlling agency) of such items needs to be improved. According to the descriptive analysis, the mean value of community participation in term of controlling (controlling agency) is 48.5 and categorized as high since it is higher than the total mean value of 33.8.

Community participation as a mediator (mediating agency) was measured based on 6 items. The results of data description on such aspect are as follow: the mean value is 12; the standard deviation value is 3.762; the maximum score is 22; the minimum score is 10; the range is 12; and the class interval value is 3. The distribution of frequency obtained from such class interval value is shown in Table 4.

Table 4
Distribution of Frequency of Community Participation as a Mediator (Mediating Agency)

Interval	F	%
10 - 12	4	20
13 - 15	2	10
16 - 18	8	40
19 - 21	3	15
22 - 24	3	15
Σ	20	100

Table 4 shows that, out of 20 respondents: 4 respondents (20%) are in the interval of 10 to 12; 2 respondents (10%) are in the interval of 13 to 15; 8 respondents (40%) are in the interval of 16 to 18; 3 respondents (15%) are in the interval of 19 to 21; and 3 respondents (15%) are in the interval of 22 to 24. Based on the descriptive analysis results on each item category, it can be identified that, out of 6 items, there are 4 items (66.67) which are categorized as high since the mean value of each of such items is $>$ the mean value of all items, namely items number: 43, 44, 45, and 46. It means that the implementation of community participation as a mediator (mediating agency) of such items needs to be maintained. On the other hand, the rest 2 items (33.33%) are in low category since the mean value of each of such items is \leq the mean value of all items, namely items number: 47 and 48. It means that the implementation of community participation as a mediator (mediating agency) of such items needs to be improved. According to the descriptive analysis, the mean value of community participation as a mediator

(mediating agency) is 16.55 and categorized as low since it is lower than the total mean value of 33.8.

The hypothesis testing shows: (1) List of standard normal curves used is the area of $z = 0$ which is going to be identified is $0.5 - 0.025 = 0.475$, which on the table is identified as 1.96. It is identified that the significance test of z value of $4.69 > z$ on the table of 1.96; therefore, the H_0 is rejected. Thus, it can be concluded that community participation in term of giving advice (advisory agency) has a significant relation with the improvement of educational quality in elementary schools; (2) List of standard normal curves used in the area of $z = 0$ which is going to be identified is $0.5 - 0.025 = 0.475$, which on the table is identified as 1.96. It is identified that the significance test of z value of $-3.05 > z$ on the table of 1.96; therefore, the H_0 is rejected. Thus, it can be concluded that community participation in term of giving support (supporting agency) has a significant relation with the improvement of educational quality in elementary schools; (3) List of standard normal curves used in the area of $z = 0$ which is going to be identified is $0.5 - 0.025 = 0.475$, which on the table is identified as 1.96. It is identified that the significance test of z value of $9.35 > z$ on the table of 1.96; therefore, the H_0 is rejected. Thus, it can be concluded that community participation in term of controlling (controlling agency) has a significant relation with the improvement of educational quality in elementary schools; and (4) List of standard normal curves used in the area of $z = 0$ which is going to be identified is $0.5 - 0.025 = 0.475$, which on the table is identified as 1.96. It is identified that the significance test of z value of $-10.98 > z$ on the table of 1.96; therefore, the H_0 is rejected. Thus, it can be concluded that community participation as a mediator (mediating agency) has a significant relation with the improvement of educational quality in elementary schools.

IV. DISCUSSION

The results of a research conducted by Mas (2014) show that community participation in education includes individual, group, and civil organization participation in educational quality implementation and control. Sulistyorini (2011) found that community participation in school development include: supports given by the school committee to school programs by participating in school development planning, controlling the course of the programs until evaluating the results, and cooperating to support the improvement of learning quality. The representation of community participation in education is made through the school committee. Studies on community participation in education aimed to help schools to achieve educational purposes are the reason and effort to build a harmonious relationship between the school work and the school committee work, which become the basis of school and school committee activities. A series of efforts aimed to develop a beneficial relationship for both of the parties and to give benefits to schools and community. To this point, community participation is realized through social, training, and educational activities as well as through the

development of schools in order to be known by the community by involving the community.

There are some schools which hold a principle that mutual benefit of a relationship and direct benefit for schools and community are necessary, usually, those schools promote social, training, and educational activities as well as develop their superiority by involving the community. The school committee as a form of community participation in education should have the opportunities to develop and improve the school quality. The school committee can be given the opportunities to help teachers during the learning process in the classrooms, manage class administration, class and school renovation, to be an information source, trainer, supervisor, expert, school library staff, involved in making decoration, school physical construction, making school development master plan, school activity budgeting plan, and so on. School committee and powerful local groups through joint planning activities could expedite this process and is cost-effective at improving learning (Pradhan, Suryadarma, Beatty, Wong, Gaduh, Alisjahbana, and Artha, 2013). The existence of a school committee as a school partner in implementing education in order to achieve better quality of education needs to be strengthened. Such existence of the school committee is not limited in term of participation, but the role of each member of school committee is more important. The essence of school committee participation is to improve the quality of decision making and school planning which can change the reasoning, creativity and power distribution upon individuals which can broaden human capacity in improving the standard of living in school empowerment management system (Arifin, 2012).

The results of research on the committee participation in term of giving advice (advisory agency) show that the analysis of community needs upon education and the category of community needs of education are necessary to be given concern in order for them to develop. The school committee is not really able to give contribution on the criteria of school success, requirements for teachers, requirements for school facilities, as well as opportunities owned by the communities to deliver educational considerations. However, in term of handling considerations, the committee has perform their role well, namely by handling inputs from the community, receiving suggestions for school betterment from the community, participating by giving considerations on the school policy, school work program, activity plan and budgeting, giving suggestions for school program achievement target, and giving inputs on school plant or building criteria. It is in line with Maduki's statement in Arifin (2012) that in their conduct, school committee assist and give considerations, policies, and channel ideas related to education and give recommendation to schools in order of improving the educational quality. Generally, the school committee participation in term of giving consideration has a very high and significant impact on the improvement of educational quality; however, it is certainly going to be better if it is supported by improving the school

committee participation on matters which need to be given maximum concern.

Additionally, the principal role is necessary to strengthen the community participation in term of giving advice (advisory agency) on school quality improvement, by empowering school resources as maximum as possible. In order to achieve such goal, it is necessary to have a principal who is able to: (1) Accommodate the aspiration of various educational needs proposed by the community; (2) Analyze the aspiration of various educational needs proposed by the community; and (3) give advice in educational policy and program. Cooperation between the community and schools is realized in school development activities which involve the school committee and principal through various efforts and ways to improve the educational quality. Based on the results of her research, Sulistyorini (2011) states that the participation of public institution and school development: the school committee supports the school by participating in the drafting of school development master plan and school budgeting plan, controlling the course of school programs and evaluating the results.

Associations aimed to assist learning quality development, business and industries can support extracurricular activities, and the development of school facilities. Alumni support school facilities development, other institutions become the source of information for the students' learning process and give financial support for extracurricular activities. The Ministry of Education and Culture, through Directorate of Supervision of Elementary Schools (2014) emphasizes that the integration of committee and school programs can be realized by using some strategies, such as: (1) if neither party has arranged its program, then they can hold a discussion on their programs with all school components; (2) they can perform a cross-check (gap analysis from the school's self-evaluation) to discuss the best ways to adjust inappropriate programs. Such discussion is also necessary to plot the programs which can only be performed by the school, and which can be performed together; (3) when the program is already appropriate, the next mutual program can be in the form of a sharing support (supporting/assisting each other) of the implementation of the arranged programs; (4) mutually perform their tasks, as well as monitor the implementation of program in accordance with their own roles/functions; and (5) create and strengthen the transparency of their own programs as a realization of institutional accountability principle.

This result also found that the school committee participation in giving advice (advisory agency) has a significant relation with educational quality improvement in schools. The community participation through the school committee in order to realize the educational purposes can be performed in many ways and forms. The results of the research conducted by Mas (2012) show that community participation in education include individual, group and public organization participation in the implementation and quality control of education. Community can participate as a source, organizer, and user of

education. Community participation can be made in various forms: establishment or implementation of education, procurement and support of teachers, procurement and support of experts, provision of fund, procurement and support of learning facilities, and so on. Nowadays, school-based management has become a standard feature of many educational reformations in order to bridge the community participation. The latest research shows that school-based management can improve the learning program and learning achievement.

Briggs & Wohlstetter (2003) synthesize the research findings from school-based management main study to identify the core elements of the strategies of a successful school-based management. By comparing a school which successfully utilizes school-based management with a school which struggles to apply the school-based management, this creates eight elements of education which are related to a successful school-based management. In short, such elements consist of vision, the authority's decision making, power, knowledge and skill, information, reward, leadership, and resource. Such above-mentioned elements lead to learning quality improvement at schools. Nowadays, it is a difficult task of the Indonesian government to improve the learning quality. If the data shown by the government are reliable (Strategic Plan of Ministry of Education and Culture of Republic of Indonesia Year 2015-2019), then almost 50 percent schools with all levels have not met the minimum educational standard. It means that there are still many schools of which educational service needs to be improve.

According to literatures on school-based management, there are two schools which give concern on this issue. One of them regards the school-based management as a positive and successful way to improve the school, the other one thinks that school-based management is not really successful in improving school (Botha, 2006). The school's ability to develop educational standards are considered as the main factor which contributes towards the betterment of learning quality and therefore it is a crucial dimension of a successful school-based management. In general, the results of the research show that the committee participation has made low improvement on educational quality, this in the contrary with the role it has as an advisor agency. The elementary school committee has performed its role as a supporting agency well, especially in generating concerns toward the implementation of a quality education, parents and community participation in order to improve the educational quality. On the other hand, the school committee has not optimally performed its role in encouraging the commitment of community towards the implementation of education and collection of fund for the implementation of education.

The inability of the school committee to perform its role well and optimally is caused by various obstacles. According to UNY Research Team (2011), school committee faces various obstacles in performing its roles as an advisory, supporting, controlling and connecting agency. Some of such obstacles can be summarized as follow: (1) Lack of socialization

regarding with the roles of School Committee which is in accordance with the Decision of Minister of National Education of Republic of Indonesia Number 044/U/2002 on National Education Board and School Committee. (2) There are many members of the school committee who do not fully understand their roles to comprehensively improve the educational quality. (3) The absence of a good and close relationship among the school committee members, between the school committee and school, and parents. (4) The limited fund to support School Committee events so that the school committee's functions and roles cannot be optimally performed. (5) Lack of school committee involvement in its general functions as an advisory, supporting, controlling, or connecting agency, so that its performance is limited only to routine problems.

Besides such obstacles, there are three things which can affect the community participation in education, namely community awareness on the importance of education to improve their living standard, welfare, and status, school's responsibility to give opportunities for the community to participate, and the existence of regulations issued by the government to create a more conducive atmosphere (Slameto and Kriswandari, 2009). Either the obstacles or such factors can be taken as considerations in the stabilization of the role of school committee as a supporting agency. Another emerging problem is that, nowadays, it is only regency/city governments who have performed centralization. At schools, the principal roles are far more significant. The school-based management, while completing the rules, still lack of impacts and have failed to achieve its original purpose to improve the educational quality in Indonesia. Decisions regarding with school-based management do not differentiate the community participation in a regency or city. It can cause the continuity of old practices. Therefore, the Education Board and members of School Committee have to be under the preferences of the bureaucracy. Furthermore, in school level, the main role of the committee is to legitimate the policy, mainly those which are related to school fund and budget (Sumintono, 2006).

The most prominent obstacle in the implementation of school's autonomy is the lack of fund, weak human resources, changes in the curriculum without sufficient socialization, complicated administration of the curriculum, and sometimes there are still interventions from the supervisors. School autonomy, through school-based management, is regarded as the school's authority to manage the school community's interest based on its own initiative according to school community aspiration in accordance with the applicable legislations (Hamidi, 2006). From the results of this research, it is recommended to strengthen the community participation in term of giving support (supporting agency), the school principals and committees can: (1) encourage the community to be concern on the implementation of quality education; (2) encourage the commitment of the community on the implementation of quality education; (3) encourage parents to participate in education in order to support the

improvement of educational quality; (4) encourage the community to participate in improving the educational quality; and (5) collect funds from the community in order to finance the implementation of educational service in schools and any educational units.

The results of this research show that the school committee role as a controlling agency has been performed very well. The school committee already has an evaluation instrument towards the educational policy at school, an instrument to monitor the educational policy at school, an instrument to monitor the educational program at school, an instrument to monitor the implementation of education at school, and an instrument to monitor the output of education at school. While in term of school committee participation in evaluating the educational policy, educational program, educational output, educational policy monitoring, educational program monitoring, implementation of education monitoring, and educational output monitoring have to be applied. Since there is only a small role of the committee regarding with such matters, therefore, the school needs to give a better effort to be able to involve the committee more, especially in the implementation of monitoring or evaluation regarding with such matters. Improving education is a massive challenge in Indonesia, a vast, diverse country that is the fourth most populous in the world (Tobias, Wales, and Syamsulhakim, and Suharti, 2014).

In general, the results of research above confirm the research performed by Hanafi and Ma'sum (2015) which shows that almost of all of the school committee roles, namely as the advisory agency, supporting agency, controlling agency, and mediator, its role as a controlling agency is the lowest among other roles. The controlling function of school committees which includes the school's implementations of systematical components (input, process, and output) are less optimal, especially on the components of process and output. Even though it is not the main indicator of weak community participation in term of controlling (controlling agency), the result of a research conducted by the Indonesian Corruption Watch (ICW) shows that educational sector is still an easy target for corruption practices. A big educational budget of up to Rp. 424.7 trillion in 2016 is followed by many practices of corruption. Based on the data of Indonesian Corruption Watch (ICW), there are at least 425 cases of corruption regarding with the educational budget in the period of 2005-2016, which cause national loss of Rp. 1.3 trillion and bribery valued of Rp. 55 billion (Kompas, 2016).

The community participation is a strategies adopted for improving the school quality (Reddy and Devi, 2015). School operational assistance fund and educational supporting fund have mutual impacts toward schools' performance, and the educational supporting fund has positive impacts on schools' performance (Suheimy, Darwanis, and Abdullah, 2016). It is true that the implementation of school-based management reformation, which includes community participation, is a complicated process in some countries, which include changes not only in the

structural and political relationship, but also in social interaction and cultural elements, either at school level or in the existing educational system. Cheng and Chan (2000) give example of complicated changes in Hongkong which are caused the lack of multi-perspectives in the analysis of school reformation which determines strict restrictions on the comprehension and application of school-based management. Such multi-perspectives include the structural, human resource perspective, political perspective, and cultural perspective in performing the school-based management. The involvement of school committee members and parents in most cases was mainly limited to sourcing and contributing financial support (Parker and Raihani, 2011).

In general, the role of the school committee as a mediator between the government and community is not really significant. It can be seen clearly on its role in its cooperation with businesses and industries. However, it has performed its role well in cooperating with individuals in the community and the school committee organization, even though it is not higher than its role as an advisor and a controller. It is very ironical since the purpose of a school committee formation is to facilitate and channel community aspiration and initiative in creating operational policy and educational program in educational units, develop community responsibility and participation in the implementation of education in educational units, and creating transparent, accountable, and democratic situation and condition in the quality educational implementation and service in educational units (Benty and Gunawan, 2015). Community includes the fields of businesses and industries, so their involvement in the implementation of educational to achieve quality education also becomes the responsibility of the school committee.

The community participation as a mediator between the government and the community (mediating agency) is performed through the managerial practice of the principals in Indonesia, namely through school-based management, which to this point is stated by the Indonesian government as giving a positive effect (Mistrianingsih, Imron, and Nurabadi, 2015), but it turns out that it experience a value deficit. This condition is similar with the condition in Australia, as stated by Kimber and Ehrich (2011) that the school democracy practices tend to experience deficit on the decision making and managerial comprehension of the principals regarding with the implementation of school-based managements which affect the teachers and students. Change on practical orientation from exclusive (school) managerial into community-based managerial is necessary. In order to optimize the community participation in education is not as easy as breath, there are some obstacles.

Nirmala (2013) states that such obstacles include: (1) low educational level, the community unwillingness to read and write and limited knowledge of the community, so it is technically difficult to participate productively; (2) the community is in centralized authoritative political situation – which

create a passive culture to be “followers”, afraid to take initiative and to live under directions; (3) the lack of ‘trust’ or confidence so that the community are not use to tell the truth which is in the contrary with the government which creates many hypocrites as part of the community; (4) the community has lost their local institutions which can be trusted and local intelligence due to the pressure given by the political elites; and (5) the aspiration delivered by the community is just a reflected aspiration of from the state. Some efforts which can be made by the school and community through a school committee in order to strengthen the community role as a mediator between the government and the community (mediating agency) include: (1) Cooperating with the community (individuals) and government regarding with the implementation of a quality education; (2) Cooperate with the community (organizations and government regarding with the implementation of a quality education; and (3) cooperate with the community (from the fields of business and industries) and the government regarding with the implementation of a quality education.

The community participation is one of the school autonomous activities, which are in line with the spirit, purpose, and components of a school-based management. Danim (2010) states that schools are autonomous institutions of which implementation is still in the path of national education system and it is reflected on school-based management. School-based management upholds the spirit of decentralization into the school level and it can be differentiated from the culture of centralization. Minarti (2010) states that school-based management provides a comprehensive educational practice and has a concern on the needs of the local community. The purpose of school-based management formation is to optimize the performance of each substance in order to achieve the educational goals which have been determined. The above explanation shows that community participation aimed to develop educational institutions or schools. Such participation of the community emphasizes the communication management between the educational institutions and the community. Such media or communication facilitators actually have existed, such as parent organizations, school committees or boards, educational boards or civil society organizations which focus on education.

V. CONCLUSION AND SUGGESTION

The results of the research show that the level of school committee participation in terms of giving advice (advisory agency) is in high category and it has a significant relation with the improvement of school educational quality; giving support (supporting agency) is in low category and it has a significant relation with the improvement of school educational quality; controlling (controlling agency) is in high category and it has a significant relation with the improvement of school educational quality; and as a mediator (mediating agency) is in low category and it has a significant relation with the improvement of school educational.

According to the results of the research and discussion, the suggestions given are: the Department of Education needs to give its support by issuing a regulation which makes it possible for the school committee to actively participate and maximize its role especially in the fields of supporting agency and mediating agency; the principals should give their efforts to involve the school committee in the control and evaluation on either a policy, educational program, implementation, and output of education which is implemented at schools; and deeper and broader studies on school committee participation in the implementation of quality education is necessary, in consideration of juridical status of school committee as a legal entity which acts as a school partner in order to achieve a successful implementation of education at schools.

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