

Analysis of Community Participation through the School Committee of Pantai Labu District, Deli Serdang

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Abstract. This qualitative study examines the dynamics of participation through school committees in Pantai Labu District, Deli Serdang. Community participation through school committees is crucial for school improvement, yet the extent of such participation in rural Indonesia remains underexplored. Data from observations, interviews, and document analysis reveal the committees' strategic role: fostering a shared vision for education programs, prioritizing improvements, and evaluating development strategies to support principals. The average observation score was 60% (categorized as "fair"), indicating moderate engagement limited by principals' incomplete understanding of the committee's functions. These findings underscore the need for principal training to enhance participation, in line with decentralization policies. This study provides a contextual model for improving accountability in Deli Serdang schools.

Keywords: community participation, school committee

1 Introduction

National Education System Law Number 20 of 2003 provides a strong legal basis for the implementation of School Based Management and Community Based Education. Ideas based on the results of studies, both domestic and international, on effective schools that can only be realized if School-Based Management is implemented, seem to have gained momentum in the atmosphere of educational reform with the theme of pedagogical autonomy, thereby encouraging the introduction of SBM in Indonesia.

SBM is one of the answers to regional autonomy in the field of education in Law Number 20 of 2003 concerning National Education System Article 51 paragraph 1 which reads that the management of early childhood education, primary education, and secondary education is

carried out based on minimum service standards with the principal of school-based management [1]

School-based management is the entire process of planning, organizing, developing, and controlling all school supporters/users and school resources to achieve specific school objectives and general educational objectives. School management is an effort to apply school objectives or targets. School management is an activity with or directed at individuals or school groups to achieve school organizational objectives [2].

The problem that arises regarding school committees is that school committees in several schools in Pantai Labu Subdistrict do not have their own work programs, so the school committees do not know what they should be doing. This is because there are no work programs that they must carry out. The school committee will implement programs that have been made by the principal, so this will affect the performance of the school committee in playing its role and function, because the school committee's work program is still included in the school's work program. This will result in the school committee being powerless as an organization that accommodates the community's role in improving the quality of educational services.

Community participation in the implementation of school-based management to improve the quality of basic education has revealed several issues in the researcher's initial observations. As is the case in elementary schools in the Pantai Labu subdistrict, community participation has not been effective. The community involved in the school committee consists only of parents, with no visible participation from religious leaders, cultural figures, or the business and industrial sectors. The role of the school committee is also not optimal, as evidenced by the committee's minimal involvement in decision-making at the school. Based on these findings, efforts to improve the situation are certainly being made, one of which is to reorient the implementation of education by involving community participation through school-based management.

Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 75 of 2016 concerning school committees, one of the indicators of the successful implementation of SBM in schools is seen from the aspect of community participation. Community participation, especially that of parents, in the implementation of education has been minimal. Community participation has generally been limited to financial support, while other forms of support such as ideas, moral support, and goods or services have been neglected. School accountability to the community is also weak; schools do not feel obliged to be accountable for the results of education to the community, especially parents, as one of the main stakeholders in education. [3]

1.1 School-Based Management

The implementation of school-based management is guaranteed by Law No. 20 of 2003 concerning the National Education System, Article 51. Article 51 of Law No. 20/2003 states the following: 1) The management of early childhood education, primary education, and secondary education units shall be carried out based on minimum service standards with the principles of School or Madrasah-Based Management. 2) The management of higher education institutions shall be carried out based on the principles of autonomy, accountability, quality assurance, and transparent evaluation. 3) Provisions regarding the management of educational institutions as referred to in paragraphs (1) and (2) shall be further regulated by government regulations.

According to Mukhtar [2] the presence of regional autonomy is an opportunity to optimize education, as well as a strategic effort to improve the quality of education in Indonesia. The turmoil surrounding school education indicates that our educational institutions are not yet functioning as expected. Not to mention that the output of education, with various human resources that lack competitiveness and are far from excellence and quality, indicates that school education has not met the expectations of the community. School education is the responsibility of school administrators, the government, and the community.

According to Wahyudi [4] school-based management is a form of educational reform that offers schools the opportunity to provide better and more adequate education for students. Autonomy in management is a potential for schools to improve staff performance, offer direct participation to related groups, and increase public understanding of education [4].

Theoretically, school-based management provides opportunities for education managers in elementary schools to design programs by utilizing their potential. This potential can be in the form of human resources, non-human resources, facilities, or funds. In school-based management, freedom is an important element, so that schools can make choices according to what they are capable of and willing to do.

Based on the above description, it can be concluded that SBM is a strategy for managing education that emphasizes the effective and efficient mobilization and utilization of internal school resources and their environment to produce high-quality graduates.

1.2 Community Participation

Educational organizations are not only responsible for their internal environment but also have a responsibility to the wider community. This is in line with the organizational principles put forward by Stoner and Freeman (1994:96) that the external environment has direct and indirect forces that can influence the achievement of organizational goals. [5] Meanwhile, according to Bryson (2008:142), external environment assessment is necessary as part of SWOT analysis, with the aim of identifying opportunities and threats faced by the organization. [6]

Law No. 20/2003 on National Education System. Chapter XV Article 54 states that community participation in education includes the participation of individuals, groups, families, professional organizations, entrepreneurs, and community organizations in the implementation and quality control of educational services. Education or schools have a close relationship with the community because they need each other. The development of the MBS concept is designed to improve the ability of schools and communities to manage educational change in relation to overall objectives, policies, planning strategies, and curriculum initiatives determined by the government and educational authorities.

According to Salusu (2015:141), community participation arises from the basic psychological needs of each individual. The need to participate is driven by the need for power, the desire for recognition, and the desire to depend on others, but also vice versa, as a place for others to depend on. The community in general wants to be involved in school activities but is sometimes hampered by schools' lack of openness [7].

According to Siahaan (2010:52-53), schools/madrasahs can no longer close themselves off as they have done in the past; schools/madrasahs have become open systems so that anyone can have access to them. The items in the community participation component are as follows: 1)

Schools/madrasahs involve parents in developing school programs. 2) Schools/madrasahs involve parents in implementing quality improvement programs. 3) Schools/madrasahs have school committees or similar organizations. 4) Schools/madrasahs involve school committees or similar organizations in developing school program plans to improve learning effectiveness. 5) Schools/madrasahs involve school committees or similar organizations in the preparation of RAPBS. 6) Schools/madrasahs involve school committees or similar organizations in improving the effectiveness of learning. 7) Schools/madrasahs report on the implementation of programs to parents, school/madrasah committees, or similar organizations. 8) Schools/madrasahs report on the accountability of the APBS to school committees or similar organizations. 9) School/madrasah committees or similar organizations facilitate cooperative relationships in school development [8].

According to Sadulloh educational responsibility is the shared responsibility of all human beings, parents, society, and the government. The government should not monopolize everything; together with families and society, the government should strive as much as possible to ensure that education achieves its stated objectives [9].

According to Suci et al (2020:273) in their research on community participation management in the implementation of education in schools. Based on the research conducted, the findings revealed the types of participation that schools need from the community, including assistance in the form of funds, manpower, ideas, and moral support. This assistance is then used to build school facilities that can support educational development in the area, such as classrooms, bathrooms, and canteens [10].

1.3 The Role of the School Committee

From a historical perspective of schooling in Indonesia, the participation of the community, especially parents, in education has been going on for a long time. Before 1974, parents had formed an organization called POMG (Association of Parents and Teachers). In 1974, POMG was dissolved and replaced by BP3 (Agency for Education Assistance). BP3 was based on instructions from the Minister of Education and Culture and the Minister of Home Affairs No. 17/0/1974 and No. 29/0/1974. Along with developments and community demands for quality education, the implementation of regional autonomy, and the mandate of Law No. 20 of 2003 concerning the National Education System, BP3 was replaced by school committees.

The school committee is an independent agency that accommodates community participation in improving the quality, equity, and efficiency of education management at the school level. It is independent and has no hierarchical relationship with government institutions. Its purpose is to accommodate community aspirations in formulating school policies and creating a transparent atmosphere and conditions for the implementation of education at the school level. Committee members consist of community members, teachers, and school administrators.

According to Mulyono (2009:258), because of accommodating the aspirations, expectations, and needs of school stakeholders, it is necessary to develop a forum to accommodate and channel them. This forum serves as a place where school stakeholders are represented proportionally. In various existing documents and consensus that have emerged in various forums, this forum is called the School Committee [11].

According to Mukhneri Mukhtar [12] in the era of regional autonomy and educational autonomy, supervision is carried out by school committees at the school level and school boards at the district and city levels. These school committees consist of parents, community members, education experts, and members of the public who care about education. Therefore, schools must be transparent and open to all parties, especially parents and the community, in the implementation of educational activities. So far, we have seen that schools seem to be closed to parents and the community, as if there is a barrier between schools and parents and the community, giving rise to suspicion and prejudice among parents and the community about the activities carried out by schools, even though these suspicions and prejudices have not been proven to be true. Of course, these suspicions and prejudices are detrimental to the school, and over time, parents and the community will no longer want to participate in school activities [12].

The school committee must be able to monitor what is being achieved, namely evaluating performance and, if necessary, implementing corrective measures so that school performance proceeds according to plan. The existence of school committees in educational institutions is very important given their function as mediators in developing cooperation with the wider community. However, what is happening now is that many educational institutions have not yet implemented school committees in their institutions or have even eliminated them or merged them with other areas. Even though this area is included in the organizational structure, it is still not optimal in carrying out its management functions and duties. It is certain that the existence of school committees in the institutional structure is still not carrying out its functions as stipulated in the law.

2. Method

The type of research used by the author is descriptive qualitative research. Descriptive research is intended to explore and clarify a phenomenon or social reality by describing the variables related to the problem and the unit being studied (Sugiyono, 2019) [13]. This research was conducted at the State Elementary School in Pantai Labu District, Deli Serdang Regency, North Sumatra Province, Indonesia, and data collection was carried out during the period of August 2022 to May 2023.

The determination of sampling in this case is to gather as much information as possible from various sources, with the aim of detailing the specificities that exist in a unique context. According to Salim & Sahrur [14] sampling is also intended to explore information that will form the basis of emerging designs and theories. Therefore, in qualitative research, there is no random sampling, but rather purposive sampling [14].

The necessary data and information were then analyzed to find meaning in the findings. Data analysis is the process of organizing and sorting data into patterns, categories, and basic units of description so that themes can be found and working hypotheses can be formulated as suggested by the data. The data was then processed using data analysis and the Miles and Huberman model.

To strengthen the validity of the data from the findings and to maintain the validity of the research, the researchers referred to the four validation standards suggested by Lincoln and Guba, which consist of: 1) Credibility 2. Transferability 3. Dependability 4. Confirmability.

The results of this study are compiled based on answers to research questions through interviews with data sources and direct observation in the field. To calculate the value of the relationship between job satisfaction and teacher performance, the following formula was used:

$$Score = \frac{\text{number of observation results}}{\text{number of observation items}}$$

Table 1. Conversion of Values according

No	Assessment Criteria	Category
1.	A= 81-100 %	Very high
2.	B=61-80 %	High
3.	C=41-60 %	Fair
4.	D=21-40 %	Low
5.	E=0-20 %	Very low

3. Results and Discussion

3.1 Result

The results of this study indicate that community participation through school committees reached a score of 60%. This value was obtained from 48 fulfilled observation indicators out of a total of 80 observation items, resulting in a percentage score of 60%. Based on the predetermined assessment criteria, this score falls into the “fair” category.

The results of interviews with the education coordinator of Pantai Labu subdistrict, Deli Serdang district, on community participation through school committees in basic education in Pantai Labu subdistrict are as follows:

- 1) The active role of the community as part of the implementation of school-based management in Pantai Labu subdistrict, Deli Serdang district, North Sumatra province, is still not running optimally. This is due to a lack of training in the preparation of the tasks and functions of school committees. School committees are still focused on fulfilling the school structure alone. School committees have not been functioning optimally as they should.
- 2) Factors that support the implementation of the active role of the community as part of the implementation of school-based management in Pantai Labu Subdistrict, Deli Serdang Regency, North Sumatra Province, are the formation of school committees in every existing school.
- 3) Factors that hinder the implementation of the active role of the community as part of the implementation of school-based management in Pantai Labu District, Deli Serdang Regency, North Sumatra Province are the weak understanding of the role and function of school committees in advancing education.

Interviews with several principals at public elementary schools in Pantai Labu District, Deli Serdang Regency, revealed that community participation is already embodied in the form of school committees, which consist of parents and local community leaders. However, the participation of school committees has not been maximized. Structurally, school committees

have been formed and are more involved in developing school programs, but their supervision of program implementation remains minimal.

The results of the observation show that of the 16 public elementary schools observed in the Pantai Labu sub-district, only 9 schools (56.25%) had a complete school committee structure, while 7 schools (43.75%) were unable to show the existing school committee organizational structure. The schools did not fully understand that the implementation of community-based management (MBS) and improving school quality were two inseparable things because one of the principles of MBS was community participation/involvement in improving school/education quality. However, so far, community involvement, especially that of parents, in the implementation of education was still very minimal. Community participation has generally been limited to financial support, while other forms of support, such as ideas, moral support, and goods/services, have been neglected. Therefore, in order to improve this situation, efforts need to be made, one of which is to reorient the implementation of education by involving community participation through school-based quality improvement management.

3.2 Discussion

The problem that arises regarding school committees is that school committees in several schools in Pantai Labu Subdistrict do not have their own work programs, so the school committees do not know what they should be doing. This is because there are no work programs that they must implement; the school committee will implement programs that have been created by the principal, which will affect the performance of the school committee in carrying out its roles and functions. Since the school committee's work program is still included in the school's work program, this will render the school committee ineffective as an organization that accommodates community participation in improving the quality of education services. Community participation in the implementation of school-based management to improve the quality of education in primary education can be seen in several problems identified in the researcher's initial observations. As is the case in elementary schools in the Pantai Labu sub-district, community participation is not yet running well. The community involved in the school committee consists only of parents of students. There is no visible role for religious, cultural, business, and industry leaders in the school committee. The role of the school committee has also not been maximized, as evidenced by the lack of involvement of the school committee in decision-making at the school. Based on this reality, efforts have been made to improve the situation, one of which is to reorient education by involving the community through school-based management.

Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 75 of 2016 concerning school committees states that one of the indicators of the successful implementation of SBM in schools is the aspect of community participation. Community participation, especially that of parents, in the implementation of education has been minimal. Community participation has generally been limited to financial support, while other forms of support, such as ideas, moral support, and goods or services, have been neglected. School accountability to the community is also weak; schools do not feel obliged to be accountable for the results of education to the community, especially parents, as one of the main stakeholders in education.

Community participation in schools can be developed through school committees. According to Larry J. Reynolds (2005:166), the purpose of school committees is to develop a shared vision for individual school education programs and services, identify priorities for school improvement, and evaluate the effectiveness of school development strategies. The effectiveness of the school committee in carrying out the above responsibilities depends on the relationship between the school committee and the larger school community.[15]

According to Danim (2008:7), there are three positions of the community in the MBS framework, namely: 1) The main foundation of accountability and educational empowerment. 2) The main source of school funding outside of the government. 3) The strategic and operational approach of the school. The economic use of MBS encourages the community, especially parents of students, to become one of the main financial foundations for school operations. Academically, the community will perform a control function as well as being users of graduates. This is where school accountability will be tested.[16]

According to Juabdin (2017:124) in his research on the role of society in education, the increase in community participation in education empowerment and improvement can be summarized as follows: First, increasing community participation in the process of empowering education management, namely improving management accountability in terms of funding and within the existing educational organizations. Through this improvement, community financial resources must be accountable or managed more efficiently for educational empowerment and quality improvement. Second, increasing the role of the community in developing quality and excellence in educational organization management, which will eventually lead to the development of centers of excellence in education that produce educators with comprehensive scientific paradigms. Third, increasing the role in society in managing other learning resources that can be found in community groups, so that the education system becomes an integral part of society.[17]

The implementation of the school-based management concept must emphasize the importance of community participation, as stated by Fattah (2003:12), that the strategy for implementing the SBM concept at the primary education level in the short, medium, and long term must consider various aspects, including (1) community participation, (2) staffing, principals and teachers, (3) finances, including Routine (SBPP-SD), Projects (BOP), Block Grants, SPP, and others, (4) curriculum, materials and assessment, books, tools, and necessary facilities. Because of these conditions, the implementation of MBS must be related to the objective conditions that exist in schools and stakeholders. Principals and teachers, as the backbone of schools, are challenged to act creatively and are required to continuously improve their professionalism so that they can optimally empower all resources [18].

4. Conclusion

The school committee plays a strategic role in schools in helping principals achieve educational goals. The school committee aims to develop a shared vision for better educational programs and school services, identify priorities for school improvement, and evaluate the effectiveness of school development strategies. The effectiveness of the school committee in carrying out these responsibilities depends on the committee's relationship with the wider school community. Based on the results of the study, it is known that the results of observations of community

participation through the school committee were 60% in the “fair” category. This means that the principal's understanding of the importance of the school committee's role needs to be improved.

4.1 Practical Implications

Policies related to mechanisms for broader community involvement in educational institutions are needed to ensure a positive relationship between schools and the wider community. Community participation through school committees strengthens school-community partnership strategies, promotes transparent and accountable school governance, and optimizes resource support and the contextual relevance of educational programs to sustainably improve education quality.

4.2 Further Research Recommendations

Further research is recommended to examine the effectiveness of community participation models through school committees at various school levels and contexts, and analyze their longitudinal impact on improving education quality and school governance.

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