
Implementation of Education Services in Sound Governance Perspective

(Study of School-Based Management- Public Services Oriented in Probolinggo City)

Djoko Siswanto Muhartono*, Bambang Supriyono, M.R. Khairul Muluk*** &
Tjahjanulin******

**Doctoral Program of Administrative Science, Faculty of Administrative Science,
University of Brawijaya, Malang, Indonesia.*

*** , *** & **** Faculty of Administrative Science, University of Brawijaya, Malang, Indonesia*

ABSTRACT

Decentralization of education from government to schools, especially primary schools aims to provide the public directly in the context of school-based management- public services oriented (MBS-BPP). By conducting qualitative research on the implementation of MBS-BPP in the perspective of sound governance, have managed to find that firstly, all four actors (government, private, public, global) have interacted in the implementation program of MBS-BPP. Headmaster actor have innovative and a wide network, the public actors in "Paguyuban Kelas" (class association) have spirit of co-interest with schools, and "Komite Sekolah" (school committee) members that are members of cross-organizational and cross-sectoral, has shown significant results in the improvement of educational services; secondly, the implementation process of MBS-BPP, the four actors have been interacting, in survey of public complaints phase, the preparation of the planning and budgeting of the school, and the fulfillment of the promise of improved service phase , but the phase of monitoring and evaluation as well as the promise of improved service delivery reforms received less attention; thirdly, the main challenges and obstacles that lie in the commitment, understanding of the programs and policies of the central government; fourthly, innovation policy and administration conducted the fourth actor has helped significantly to the improvement of sustainable education services.

Keywords: *sound governance at the local level, the role of actor, school-based management- public services process oriented, improvement of educational services.*

1. INTRODUCTION

The problems of education services has become a global or international problem, and the real conditions of basic education in the town of Probolinggo characterized by the presence of indicators: (1) schools pay less attention to the complaints of parents / guardians of students and students; (2) school activities solely stuck on activities to achieve the target of minimum service standards (SPM) and the National Education Standards (NSP) with BOS; (3) less school became providers of educational services; (4) there is no regulation on Public Service. While the views of national regulatory aspect and the province has no regulations related to the public service. Fourth real conditions are getting a solution with the presence of international actors / global United States Agency for International Development (USAID),

which provided a grant in the form of technical assistance programs for the period 2011-2015 with the School Based Management- Public Services Oriented (MBS-BPP) for improving public services for the whole of primary education in the city of Probolinggo.

Therefore, the research was conducted on the implementation of MBS - BPP program mentioned above in the perspective of sound governance , by asking a questions and a focus of research, namely: "the role of the actor in the process of implementation of MBS - BPP program."

Conceptually this study is based on several theories and previous studies to determine the state of the art of this study, and briefly reviews the relevant theory presented at the end of this introduction .

Farazmand (2004: 13-20) has declared characteristic sound governance theory, namely: (1) the existence of four actors (government, private, community and global); (2) the level of governance (international, regional, national, local); (3) dimensions (processes, structures, cognition and values, constitution, organizations and institutions, management and performance, policy, sector, global power, and ethics, accountability and transparency; (4) the innovation policy and administration.

Furthermore, in relation to sound governance at the local level Farazmand declare that local governance under the model of sound governance, or in other words sound governance at the local level requires the participation of active citizens, through direct involvement or indirect, cooperation in service delivery, joint production and cooperation in management (co-management). Sound governance dimension that does not exist at the local level is the dimension of the constitution because it is in a position national level governance. Thus, only the dimensions of the constitution were unable to see the provision of educational services at the local level.

Farazmand suggests that differences in sound governance to good governance is the presence dimensional structure in which good governance not have the structure and add one actor again (on good governance, there are only three actors : the government, private, public) is a global actor and in the dimension structure exist actor.

In connection with the role of actor, Tabak (2015: 35-38) argues that experts have focused his theory of matter between the individual and the collective, so that the discourse of this field is dominated by dichotomies such as individual / collective, specific / general, local / global, technology / social. Actor is made up of several agencies, collective or individual that can be combined or not combined with other actors according to the network component (Latour, 1999a: 17 in Tabak, 2015. In connection with the network actors, Fenwick and Edwards (ed) (2012: xxi) with reference to the Actor Network Theory (ANT) has analyzed the challenges that assumption foundation of the conception of development and learning of specific educational, agency, identity, knowledge and teaching, policy and practice. the implication of this analysis as Fenwick (2012: 97) states that there tends to focus on a very strong actor, simplification whole phenomenon, so it can be folded into an ontology network, and also to understand to the location where the actors are.

International or global actors, as proposed by Oestreich (ed), 2012: 1) that the international organization can be meaningful, independent actor in international relations . International organizations such as the World Trade Organization (WTO) disputes concerning trade, the

North Atlantic Treaty Organization (NATO) to make decisions on military policy, the United Nations Educational, Scientific and Cultural Organization (UNESCO), which regulates the culture, science, education including the beautiful cities of the world heritage site. All these global actors working with creatives that can affect world politics (policy of countries around the world) as a place of social norms and expectations .

Actor linkages with public policy making processes , Howlett and Ramesh (1995 : 52-59) states that it does not negate the role of the actor . While the definition of actors are individuals or groups. Actors involved in specific policy areas can be shown collectively by a policy subsystem . There are five categories of policy actors : elected officials, appointed officials, interest groups, research organizations, and mass media . However, the rule of law and democracy requires the involvement of the actors of the company (private) interested in the problem of collective (Knoepfel et al., 2007: 46), but the actor, the tipycal company organization of top-down and under control of their owners, so the involvement of inactivity (Scharpf, 1997: 56).

In connection with the policy actors , Hermans and Cunningham in Thissen and Walker (2013 : 190-192) states that the complexity of multi - actors can be found in the context of policy-making , but also in the domain of systems for the policy. Chocran and Malone (1995 : 1-2) states that public policy consists of political decisions for the implementation of programs to achieve community goals. Troubleshooting must use a public policy , then than it Howlett and Ramesh (1995 : 7) defines that public policy is a complex phenomenon that consists of a number of decisions were prepared by a number of individuals and organizations. Related to public policy, Dye (1978 : 6) states that public policy for political purposes: to ensure the right policy for achieving the correct destination anyway.

Soguel and Jaccard (ed) (2008 : 1-10) will realize the importance of the education system, because the system represents a major public spending, strengthened social demands for policy reform. Further said the public sector and education systems have their own characteristics which make the whole problem is more complex . One of the characteristics is the diversity of external stakeholders (parents of students, politicians , merchant groups , private companies) and internal use (educators, staff) .

Increased emphasis on the education system to improve performance, hence the need for the policy, namely: (1) changes in the education governance system; (2) monitoring and evaluation of performance, (3) an explanation and control cost education system; and (4) strategies to drive performance and fairness. The debate about public policy that there is a sharp distinction that Dye models tend to be more emphasis on the elite of the elite in the formulation of policies, while Howlett and Ramesh further involve many parties. Therefore, it is associated with attention to democratic values in public policy-making, Howlett and Ramesh (1995: 11-15) offers the steps in the policy cycle, and that is a system of governance in the concept proposed by Farazmand (2004). Teisman (2009: 5-8) states the basic elements of the system are the agents and actors. Actors can be individuals, groups, formal and informal organizations and groups. Furthermore it is said that the system of governance is a dynamic and ongoing governance process are not clear boundaries early and end.

Progress report of policy implementation, monitoring and evaluation needs to be done , (Tjoetra, 2008: 4-6). While the basic framework of the preparation of monitoring and evaluation instrument consists of several variables , namely : the policy direction, target,

money instrument comprising: data requirements, data collection methods, sources of data; and analysis techniques (Muktiali, 2009: 16).

Partnership building for sound governance, Muluk (2010) put forward the idea that participation in public administration includes two domains, namely participative management and public participation in public administration . Furthermore Schacter (Callahan, 2007: 153-154) suggests that many theories participation is directly interested in a model of collaboration. Barber (Callahan, 2007: 155) argues that direct citizen participation not only leads to better decision -making , but also the stability of social facilities with the development of a sense of community, an increase in collective decision-making and the introduction of acceptance and respect for the process of governance. Collaboration, for Callahan (2007: 161-166), which is referred collaborative governance in which public managers need to share power and relinquish some of their control of the process and outcome.

There are several stages in steps from Arnstein (Callahan, 2007: 175-178), the characteristics of the model of citizen participation with active groups, transitional and passive. Hendrikse and Windsperger (2008: 1) states that the problems of common interest require coordination with multiple mechanisms. Meuleman (2008: 21-44) has introduced hybrid governance forms associated with the network and suggests there are six forms of governance hybrids namely: oligopolies, public private partnership (PPP), chain management, the open method coordination (OMC), self-regulation and self-organization, and the bazaar governance. While Considine (Meuleman, 2008: 33) argues that there are three domains in network governance, namely: (1) inter-organizational networks, (2) inter-actor networks, and (3) inter-agency networks. In the end Considine came to the conclusion that the ideal type of network governance is directly a number of interactions in the context of policy-making, an informal network of some kind of network of expertise in public administration and agreement. Farazmand (2004: 77-78) states that one of the most important developments in contemporary politics and administration is the development of effective partnerships for sound governance.

A discussion of the level of governance (Farazmand, 2004: 18-19) covers local, national, regional, and international / global, and multi - level governance , Sloat (2002-35) Marks (1993) in Sloat (2002 : 37). Relationships between level, Keskitalo (2010: 4) argues that a problem or issue that needs global governance needed to coordinate requests and requires cross international, national, regional and local, as well as coordination between sectors. Then the multi - level governance associated with sub-national level, Baker and Eckerberg (2008 : 1) emphasized the importance of the promotion of sustainable development further forward by Farazmand that local governance under the model of sound governance, or in other words sound governance at the local level requires the participation active citizens, through direct or indirect involvement, collaboration in service delivery, joint production and cooperation in co -management.

In connection with this co -management , Armitage *et al.*, (2007 : 1-3) defines the co -management or joint management (and refers to several experts other) and development partnership is a key feature of reform in the system of management and governance. Form of management (management) collaborative (Armitage *et al.*, 2007: 3) . In connection with the local governance (Sah and Sah , (2006) identified the presence of community involvement in local governance, private sector involvement in local governance. While Grindle (2007 : 180-

181) on the basis of the findings of the study have been changed in the complex related to decentralization and democratization as well stated that good governance is a function of accountability .

Kinglun Ngok (2007: 142) that the market-oriented reforms and the pursuit of rapid economic growth in the era of globalized economy significantly impact the development and education policy and the role of the state is weak in providing education. Wong in Bjork (2006: 55) argues that the country is gradually delegating responsibilities fiscal in education for individuals and local communities are still going fiscal constraints, where each region is not the same in the development of the region (see Behrman, Deolalikar and Soon, 2002: 38). According to Wong in Bjork (2006: 55) that school autonomy is limited. The implementation of the decentralization of education in Indonesia in the form of transfer of authority to the local level, especially to schools on the grounds that in school there are many highly skilled human resources. However, the next step sometimes have to wait for directives from superiors (Bjork, 2006: 143-144), the decentralization of education with a centralized system makes service provision ineffective (Behrman, Deolalikar, Soon, 2002: 38). Furthermore Bjork (2006: 144) argues that decentralization of schools essentially a movement to democratize them.

Behrman, Deolalikar, and Soon (2002: 38) states that the element of decentralization in the education system, including: handover of authority and responsibility to schools from the central level to the local level, local financial schools improved, decentralized school function, reform the incentive structure of schools and teachers. In reality, decentralization in developing countries are less successful due to the size of incomplete decentralization and less understand from government personnel about the economic and institutional conditions. However, it is realized that the decentralization of education is a long process that is evolving and improving education quality, efficiency and fairness (Winkler and Gershberg, 2003: 2-3; Supriyadi, 2009: 11). Furthermore Maikish and Gershberg (2008: 30) asserts that the decentralization of education took the responsibility into the hands of the local education authority will improve the quality of education with improved decision-making and allocation of resources needs to be explored.

There are no prerequisites for the decentralization of education, as presented Naidoo (2002: 21-22) in which the decentralization of education governance is not necessarily lead to better or more efficient allocation of resources or services. Alisjahbana (2000 : 10), decentralization of effective education not only involves more authority and greater funding from the central government to local governments, but decentralization should also touch policies : organizational and teaching-learning process, teacher management, structure and planning at the school level, and the sources of funding for schools.

Relations decentralization of education and public services Galiani *et al.*, (2008 : 1) argues that decentralization of public services is a major appearance of institutional innovation (Winkler and Gershberg, 2003: 2-3). However, the constraints in the implementation of the decentralization of education is due to their capacity to manage the education gap . The emphasis on decentralization in the education sector is to be given the authority to community leaders , parents, teachers and school administrators. Local actors have been encouraged to sharpen policies and practices within the school (Bjork , 2006: 143) and the decentralized management of teachers is critical to the creation of accountability and realization of the potential advantages of decentralization (Winkler and Gershberg, 2003: 3).

Parasuraman *et al.*, (1997 : 133-134), said quality of service based on the following dimensions: tangibles, reability, responsiveness, assurance, empathy. Lenvine (1990 : 188) in Dwiyanto (2006 : 144) states there are three indicators, namely: responsiveness, responsibility, accountability . Public service in terms of New Public Management (NPM), Hood (1991) in Frederickson (2003 : 12) states public services will be effective if the principle of public service based justice in the government bureaucracy Jabbra and Vedi (1989 : 5-7) argues the perspective of accountability, namely: administrative / organizational accountability, legal accountability, political accountability, professional accountability, and moral accountability.

Wallace and Fertig in Hartley *et al.*, (2008 : 257-258) states that improving public services means that the successful implementation of change for the better and the need for capacity changes. Still associated with service reform Skelcher (Hartley, 2008: 27) states that public service reform creates a diversity is greater in the governance arrangements for the creation and publication (delivery) public policy. Wallace *et al.*, (2007 : 3) argues that for the reorganization of schools need to provide resources to the basic idea for the emerging concept of a complex educational change embodies the characteristics of complexity to the management implications .

In connection with the improvement of public services Thomas (Wallace *et al.*, 2007: 116) states that the complexity of the reform of public services associated with the plurality of interests that plays mostly in making policy decisions and mobilize the implementation of activities. Wallace *et al.*, (2007: 133) suggests that technical changes are easier to achieve than the sweeping policy changes that involve a complex network of institutions and actors and organizational empowerment Horton *et al.*, (2003: 19-24) suggests that the capacity of the organization is its potential to perform, as well as the Fetterman and Wandersman (2005: 29-38) argues that empowerment evaluation concerning values and other approaches to evaluation methods including traditional evaluation and empowerment evaluation is relatively closed - collaborative, participatory, and evaluation focused on the benefits. These principles are: improvement, community ownership, inclusion, democratic participation, social justice, community knowledge, evidence-based strategies, capacity building, organizational learning, and accountability. Then Alsop *et al.*, (2006: 10-11) with reference to the opinion of Giddens emphasize the relationship between agency and structure. Hardina *et al.*, (2007: 3-18) relating to empowerment experience discrimination receive access to a quality service. Interest empowerment approach is to help residents cope with the feeling of powerlessness to power.

In connection with the constraint in the improvement of public services , it is necessary to an understanding of strategic management as proposed by Dirgantoro (2007: 1-9) that the strategic thinking , there are two factors into consideration, namely: direct and indirect factors Considerable Considerable factors influence or input into the thinking. Then defined on strategic management is an ongoing process that makes the organization as a whole can always be responsive to changes in its environment both internal and external. Rangkuti (2003 : 19) presented a SWOT analysis (strengths, weakness, opportunities, threats) analyzes related to the internal and external environment in strategic management.

In Somantri educational organizations (2014: 19) argues that the diagnosis phase begins with the collection of various planning information as study materials. Internal environmental assessment aims to understand the forces (strenghts) and weaknesses (weakness) in the

management of education. While the external environment assessment aims to uncover opportunities and challenges (threats) in education. Furthermore, Somantri (2014: 30) there is a drawback factor binding constraints that impede achievement is seen to be expected and the threat factors or circumstances relating to the anticipated problems would pose a barrier. Morden (2007: 26-29) analyzed the strengths and weaknesses by using the indicators used as criteria for making fundamental decisions about the position and condition of the organization. Once the strengths and weaknesses of the organization as an internal environment, then Morden (2007: 103-104) also noted that the organization's external environment opportunities and threats.

Based on previous research on School Based Management (SBM), can see the state of the art research. The previous study showed granting authority in the decision-making levels (Bandur, 2012), to benefit from the management school's own cultural (Mizel, 2009), improving the academic and the effective and efficient use of funds (Moradi *et al.*, 2012) , (Santibanez *et al.*, 2013), the local partner for the development of commitment (Heyward *et al.*, 2011), introducing school clusters (Malaklolunthu and Shamsudin, 2011), offers to how the reorientation practical from being based exclusively managerial toward sector-based public (Kimber and Ehrich, 2010), has created a change in the relationship between the government and civil society, and in civil society (Rodall and Martin, 2009), the school committee as a legal entity (Cheung and Kan, 2009) and helped repair services , especially to the poor (Abadzi, 2013), the institutionalization of service (IGI, 2012). While this research focuses on how the role of actors, processes, challenges and constraints as well as the innovation of the school as a provider of services to the public as users of services.

2. RESEARCH METHOD

This research design approach uses a qualitative approach (Creswell, 2007). Selection of this qualitative approach, arguing that this study wanted to know how the process of implementing the School Based Management- Public Services Oriented (MBS-BPP) in the perspective of sound governance. This study focuses on the role of actors of the public services process in the perspective of sound governance. The key informant was directly involved actively in the implementation of MBS-BPP in Probolinggo City. Data collection technique used: participant observation, indepth interviews, questionnaires, and documentation. While the technique of analysis is done by: processing and preparing the data, read through the data, analyze in more detail by coding the data, apply the coding process, descriptions and themes, interpretation or interpret the data. Criterion validity of the data for a high level of confidence in qualitative research, are: credibility, transferability, dependability, and confirmability.

3. RESULT AND DISCUSSION

In connection with the role of actor, Tabak (2015: 35-38) argues that at this time the experts have focused his theory of matter between the individual and the collective, so that the discourse of this field is dominated by dichotomies such as individual / collective, specific / general, local / global , technology / social. Actor is made up of several agencies, collective or individual that can be combined or not combined with other actors according to the network component. Furthermore, the focus of local interaction and social structure have

three important consequences, namely: (1) the network does not describe the macro-social, but it shows the summation of interaction through a variety of device types, form document record of events and formula, heading into something very local, very practical and very small locus (Latour, 1999a: 17 in Tabak, 2015); (2) the action by subjectivity, with intensity and with morality; (3) the actor does not play the role of the agency as well as the role of the network of social structures, but rather just the sum of the local where the totality of other local produce or locality in total. Networking is a concept for designing the relationship rather than structure, and an entity is an actor only in relation to other entities.

Discussion actor network , Fenwick and Edwards (ed) (2012: xxi) with reference to the Actor Network Theory (ANT) has analyzed the challenges that assumption foundation the conception of development and learning of specific education, agency, identity, knowledge and teaching, policy and practice. The implications of the results of the analysis as Fenwick (2012: 97) states that there tends to focus on a very strong actor, simplifying the entire phenomenon, so it can be folded into an ontology network, and also to understand to the location where the actors are.

The ensuing discussion is devoted to the international or global actors , as proposed by Oestreich (ed), 2012: 1) that the international organization can be meaningful, the actor who is free (independent) in international relations. All these global actors working with creatives that can affect world politics (policy of countries around the world) as a place of social norms and expectations.

While other global issues are on social welfare Ervik et. al., (2009: 1- 2) suggests that the ideas of social welfare policies undertaken by international and national actors, showed the presence of many aspects of globalization and economic integration has been enhanced to strengthen the social policy aspects of international and transnational. The flow of goods, services, capital and labor, forms another migration and demographic change, all have consequences for national social policy, and create the institutional challenges in general.

Noting the description of the definition, the role, and the network of actors and levels of governance from above, and the scale of the issue, then the kinds of actors can be grouped into local actors, national, regional and global.

The following discussion of a link between the actor with the public policy making process, Howlett and Ramesh (1995: 52-59) states that it does not negate the role of the actor. While the definition of actors are individuals or groups. Actors involved in specific policy areas can be shown collectively by a policy subsystem. There are five categories of policy actors: elected officials, appointed officials, interest groups, research organizations, and mass media. However, the rule of law and democracy requires the involvement of the actors of the company (private) interested in the problem of collective (Knoepfel at al, 2007: 46), but the actor the typical company organization of top-down and under control of their owners, so the involvement of inactivity (Scharpf, 1997: 56)

The findings of this study are: (1) the role of the school is an actor as a coordinator, facilitator, and the final decision maker as well as open networking with other parties; (2) the role of community actors as input provider and participant, approvers and approval documents on mutual agreement between actors, as well as community participation and fund manager monitoring and evaluation organizers of the implementation of the promise of improved service. There are actors who are members of the school committee cross-

organizational and cross-sector is very effective to influence the internal policy of the school. "Paguyuban Kelas" as actors of the informal group to help the school by participating actively improve educational services on the basis of mutual interest (co-interest) between community actors as users of services, with the school actors as service providers. School committees actor that are members of cross-organizational and cross-sector is very effective to influence the internal policy of the school. "Paguyuban Kelas" as actors of the informal group to help the school by participating actively improve educational services on the basis of mutual interest (co-interest) between community actors as users of services, with the school actors as service providers; (3) the role of private actors in the provision of facilities to support school improvement services; and (4) global actor role as a facilitator in the form of technical assistance for the improvement of school services.

Furthermore, the description below will be explained on the discussion of an actor in more detail on the implementation of MBS-BPP program.

1. Role of School Actors

When viewed from the structural dimension of the actor's school is composed of principals, teachers and education personnel. The third actor is the most dominant school is the principal, which is the principal actor's role as a coordinator, facilitator, the highest decision making at the school level and as a link or opening the networking with other parties. The role of the school principal is the most prominent social capital to make improvements to service and quality of education. The principal's role as an actor very strong (Fenwick, 2012: 97), if it can foster the innovative power of the principal, then the principal will be able to improve educational services. The strategic position and very strong from the principal also set in Permendiknas 13/2007 on Standards for School, that every school principal should have some competence, namely: personality, managerial, entrepreneurial, supervision, and social. In addition, when viewed from the dimension of the process, the role of the principal is very strong in the interaction between actors in the implementation of MBS-BPP program, because any final decision rests in his hands.

The role of school actors as coordinators and facilitators and decision makers when viewed from the structural dimension has been using the procedures and decision-making framework, as proposed by Farazmand (2004: 13). In organizational dimensions and performance in more detail the principal as part of an actor school coordinators have organized teachers, other education personnel as part of an actor school, and the school committee and the community as part of a class society actors. Actor schools have pushed society actors play an active role in school activities. The coordination of school actors on the awareness and basing on values: representation, tolerance, and responsibility and unite the interests of other actors, other actors as links to educational services as expected. Dimension policy is seen when school actors to coordinate activities for the preparation of internal policy together with the actors of society. Sectoral dimension is seen when an actor school linking all actors from various fields, including companies actors and provide the opportunity for other actors to participate in service improvements.

From the dimensions of structures and processes as well as management and performance, the role of the school as a facilitator is to determine the procedures in each phase of the program with the MBS - BPP on awareness of the multiple values, namely honesty, fairness and integrity. In addition, the school actors have committed to producing products along with

other actors in the education services in school. Actor school has also been successful in facilitating other actors to participate in the improvement of services, which the school provides free society actors who played by the class association . Then the ethical dimension, accountability and transparency to facilitate school actor other actors to access the document schools and school actor has published a document planning and budgeting in the school information board.

From the dimensions of the process, cognition and the values and policies that the actor 's role as decision maker last school along with the ratification document, look at each phase of the program MBS - BPP. Starting decision after having heard the other actors, namely the promise of improving services decision makers and technical recommendations, document planning and budgeting of the school, as well as whether or not to resurvey the public complaints to reform the promise of improvements to service and technical recommendations. Ratification of the internal policy document as agreed with the actor 's participatory community, the awareness that based on values: fairness, integrity, and responsibility.

2. Role of Society Actors

Based on the study of theory and research findings on the role of the actors of the implementation of MBS - BPP program, it can be analyzed as follows:

From the dimensions of cognition and values, structural, policy and ethics, accountability and transparency that the role of community actors as input provider and participant on awareness and on the basis of values: honesty, integrity, representative, and responsibility. Actor school committees as community actors provide input to the school actors are formally regulated by Government Regulation No.17 / 2010 (PP No. 17/2010) on the Management and Delivery of Education. In addition, the school committee actor is input provider and participant in the preparation of internal policy of the school as well as receiving inputs from various circles of society to increase school services . Then the school committee to provide input , requested and was not asked , in a transparent and responsible .

Overview of the dimensions of cognition and the values and policies that the role of community actors as approvers and approval documents on an agreement between actors on the awareness of values: integrity and responsibility. The deal is an internal policy that is the responsibility of the school to improve the school services with a sense of responsibility.

While a review of the ethical dimensions of cognition and the role of public actors as a community participatory management of funds collected from parents on the basis of awareness on values: honesty, integrity, and responsibility. Further funds have been collected from the students' parents, managed independently by the school committee and accountable in a transparent and accountable to parents, as well as posted on the school information board.

Dimensions of cognition and values can be viewed also on the role of community actors as implementers of monitoring and evaluation (M & E) has done with the awareness on the values: honesty, integrity, and responsibility. M & E activities carried out by a Multi-Stakeholder Forum (MSF) using a standard instrument as it has been developed by a global actor. Goal monitoring and evaluation are some schools as samples and monitoring and evaluation team members come from various professions or sectors. As has been set in the

manual that has been facilitated by global actor, M & E Team do monitoring of the fulfillment of the promise of improved service and technical recommendations which is also the school's internal policies. Furthermore, based on the results of monitoring and evaluation, the role of the next community is the organizer of workshops on monitoring and evaluation. His next role society actors as a drafter recommendations on any constructive suggestions on the implementation of MBS-BPP to the education department.

The findings are outside the theory of sound governance Farazmand (2004) is that in the city of Probolinggo no school committee members are very active in playing a role as an actor and as an actor the school committee of the Board of Education, so as to support the role during this run. In other words, the actor became a member of cross-organizational (interorganizational) and cross-sectors (intersectoral).

Actor actions mentioned above, in accordance with the opinion of Alsop et al (2006) with reference to Giddens about the relationship between the actor (agency) and structure. The explanation is that these relationships by Giddens called structuration (rather than structuring) in the sense of the actor's ability to influence the policies of structural, although the actor is not under the purview of the structure. It further indicates that cross-sectoral coordination of social and organizational (override formal relations).

But in reality there is often used as a school committee approval formalities for the school's decision and instead there was a school committee that are interfering too in the affairs of the school, causing conflict and disharmony of the relationship between the two actors.

Good relationships between actors in the implementation of MBS - BPP program, but still less coordination. This is due to the school committee activities actors are relatively dense and can not be abandoned because a lot of work in the morning until late afternoon. The above conditions are in line with the results of research conducted by Abadzi (2013) that the school committee participation constraints, namely: lack of time and resources , less experienced. Yet in spite of these obstacles Abadzi have found that the presence of the school committee, however it can also help schools in the public service. Furthermore Moradi *et al.*, (2012) in research in the State of Iran, finding that the implementation of the MBS program can improve academic achievement, monitoring staff are covered, closer correspondence between school needs and policies, and more effective use of resources.

In addition to the actors of the school committee that is formally regulated in Government Regulation No. 17/2010 (PP No. 17/2010) on the Management and Delivery of Education, then another finding which is the strength of the informal group, namely the role of the community is very effective in the improvement of school services. "Paguyuban Kelas" as actors of the informal group to help the school by participating actively improve educational services on the basis of mutual interest (co-interest) between community actors as users of services, with the school actors as service providers. This condition is caused by the manifest for the principal innovative and communicative, so that community members feel cared for and given full authority to regulate their respective classrooms, including the school yard plots were divided by their respective classes. The relationship between the principal and members of the association on the basis of this class have a common interest (co-interest), where the principal concern is getting better educational services and community members interested classes so that children can learn well with the learning environment at the school comfortable and beautiful.

3. Role of Privat Actor

The findings of this study that the role of private actors as a grant in the form of goods to improve educational services. From the dimensions of cognition and value the role of private actors through Corporate Social Responsibility (CSR) Forum can assist schools in improving educational services in the form of grants of goods. But in reality in terms of the sectoral dimension and performance management as well as private actors is less involved and / or less involved in the improvement of educational services, for several reasons, namely:

- a) This is because the actor company is not expressly provided in the legislation in force (the dimensions of the constitution) and government actors do not understand the meaning of community participation, where not only the School Committee and the Society only, but other actors, such as actors companies;
- b) Conditions in the above paragraph a), as argued by Meuleman (2008: 21-44) the absence of hybrids governance form the Open Method Coordination (OMC) in Probolinggo City in policy decisions together, despite existing CSR Forum. Why is that, because the OMC can be seen as a form of network governance, where there was a relationship the two actors are actors of public and private actors in policy decisions together.

4. Role of Global Actor

Global actor (Ervik et. Al., 2009: 1-2) can work to the countries in the world to help the welfare of the people of the country concerned, and can be through an international organization under the United Nations (Oestreich, 2012: 1; Cruset, 2012: 1). But global actor can be seen at the local level, namely in Probolinggo City in helping to improve educational services, through international organizations under USAID.

When viewed from the dimensional structure of a global actor in facilitation of workshops, training workshops, training, reinforcement, counseling, socialization, and organizing awards, uses a special module for MBS-BPP, assessment procedures, and guidelines for measuring the performance of key technical assistance or performance indicator. Meanwhile, if the terms of the dimensions of the process, a global actor in the role as a facilitator in the technical assistance that the global actors interact with the actors of the school, the public actors and private actors. Overview of the dimensions of cognition and values, global actor in the role as a facilitator in conducting technical assistance based on the awareness of values: honesty, integrity and responsibility.

With a review of the dimensions of organizations and institutions in the role as a facilitator of a global actor at the time of the technical assistance to be going according to plan formed the technical team at the city level and formed Development School Team (TPS) at the school level and the formation of the community of the classroom as an informal organization as a partner committee school was a formal organization (PP No. 17/2010). Global actor has sought to establish a laboratory MBS-BPP is in SDN Kebonsari Kulon 2 and MBS-BPP Clinic in Education Office of Probolinggo City. The laboratory serves as a practice of MBS-BPP, while Clinic MBS-BPP is a consulting and training centers. Global actor has also provided specialist local public services which Local Public Service Specialist (LPSS) in Bappeda office with the support of experts or Short Term Technical Assistance (STTA) which at times can run a consultancy in the field or schools or in the form of workshops and

so on. Facilitation has been with the continuously updated schedule of activities is always adjusted to the school and the local government agenda.

In technical assistance global actors prepare workplan containing the agenda and the facilitation activities in the schedule set targets based on the level of progress of implementation of MBS-BPP in each school to be achieved along with indicators of success. In addition, monitoring and evaluation of the achievements of the technical assistance. The above activities are as facilitation MBS-BPP program of dimensions and performance management. In framing the agenda, conducting, monitoring and evaluation activities based on internal policy that have been taken at the central level. In other words, global actors in implementing a technical assistance MBS-BPP program limited by the policy defined by the USAID Office. So Provincial Coordinator USAID program performance is merely the implementation of the policy alone. The above description shows that the dimensions and performance management related to policy dimension.

Role as a global actor facilitator that technical assistance involving several experts as survey of public complaints, education service standards, policy and monitoring and evaluation who are the dimensions of the sector. As a global power, global actor in the role of facilitators are not directly involved in the implementation of MBS-BPP program, because it only provides increased human resource capacity of other actors.

When viewed from the dimension of ethics, accountability and transparency associated with the dimensions cognition and value the role of global actor in the implementation of technical assistance supported by the technical team led by Section Government Organization Section of Probolinggo City Government, and coordination with the Department of Education and subsequently Office Education provided to schools. The whole beginning of each year annual workplan submitted to the Mayor, the Technical Committee and the Department of Education to be forwarded to the targeted schools. Every year global actor entire annual activity report to the Mayor.

In the relation with the interaction between actors, research conducted by Rodall and Martin (2009) are supposed to be used as the improvement of relations between actors in Probolinggo City in the implementation of MBS-BPP. And then with the foregoing and as said Muluk (2010) that includes the participation of an actor in two realm, it is participatory management and public participation in public administration. Implementation of the MBS-BPP program conducted in Probolinggo City, less well-managed, so the performance is low, and in turn the actors address the shortage of (crisis) resources.

Based on the role of actors in this participation, Farazmand linked with participation in the form of partnerships (PPP) where Farazmand has stated that one of the most important developments in contemporary politics and administration is the development of effective partnerships for sound governance (Farazmand, 2004: 77-78).

Based on the description of the discussion on the role of an actor in the implementation of MBS - BPP program, it can be formulated as the following two propositions:

1. When there is interaction between actors, the actor school, community actors, private actors, and global actors in a role in the implementation of MBS - BPP program, the school can improve education services.

-
2. If there is any society actors in the school committee who are members of cross-sector and cross-organizational, and community actors in the community classes are given the freedom and participation in the implementation of the school program, the school committee and the community school classes can support schools in accelerating the improvement of educational services.

4. CONCLUSION

In connection with the discussion of the summary results of the theory and research findings as described above, a study entitled: "Implementation of Education Service in Sound Governance Perspective (Study of School-Based Management - Public Service Oriented in Probolinggo City)" can be deduced as follows:

1. In playing a role in the implementation of the School Based Management - Public Service Oriented, all actors, namely: schools, public, private, and global have interacted dynamically with their respective roles. The role of school actors as coordinator, facilitator, open relationship or network with other parties, the holder of the final decision, to approve the document in public schools; the role of the school committee (formal institutions) as input provider, participants, to approve the document public schools and no school committee members who become members across the organization (inter-organizational) and sectors (inter-sectoral) can accelerate the improvement of educational services; The role of private actors as giving support in the form of thought, funds and goods during the phase of the program by the school improvement of educational services; Global actor to another actor capacity building and the role of private actors as providers of support material and financial resources less indicates involvement in improving education services.
2. All stages of the implementation of the School Based Management - Public Service Oriented (MBS - BPP) involves the dynamic interaction and mutual support of the whole dimension of sound governance, so that the school can improve services and the quality of education on sustainability.
3. The internal constraints faced in the implementation of the School Based Management - Public Service Oriented (MBS - BPP), namely: lack of commitment to the school principal, teachers, staff, school committee and the community of the classroom; lack of understanding of the program, community contributions, and extra-curricular activities; less concerned parents / guardians of students the school needs; less open school information, so that if these things can not be addressed, it can slow down the achievement of predetermined targets in the MBS - BPP program for the improvement of educational services by the school.
4. The external challenges faced in the implementation of the School Based Management - Oriented Public Service (MBS - BPP), namely: the lack of commitment of the Department of Education, frequent policy change of the head of school, lack of understanding of the free education policy, and the relationship hierarchy is rigid between national governance with local governance, so the school made a breakthrough that does not violate the appropriate regulations in order to implement the MBS - BPP program for the improvement of educational services.

5. On the implementation of School Based Management - Public Service Oriented (MBS - BPP) has faced various internal obstacles and external challenges and in addition the school is required to improve services and the quality of education, so that schools make policy innovation and that innovation policies could be implemented, then school administration innovation.

REFERENCES

- i. Abadzi, Helen. 2013. "School-Based Management Committees in Low-Countries: Can They Improve Service Delivery?" Published online: April 12, 2013 by UNESCO IBE 2013. *Prospects (2013) 43: 115-132*
- ii. Alisjahbana, Armida S. 2000. *Otonomi Daerah dan Desentralisasi Pendidikan*. Bandung: FE-Universitas Padjadjaran
- iii. Alsop, Ruth., Bertelsen dan Holland. 2006. *Empowerment in Practice*. (From Analysis to Implementation). Washington, DC, USA: The World Bank.
- iv. Armitage, Derek, Fikret Berkes, dan Nancy Doubleday (Ed), 2007. *Adaptive Co-Management (Collaboration, Learning, and Multi-Level Governance)*. Vancouver, Canada: The University of British Columbia Press
- v. Baker, Susan and Katarina Eckerberg, (Ed), 2008. *In Pursuit of Sustainable Development (New governance practices at the sub-national level in Europe)*. London and New York: Routledge
- vi. Bandur, Agustinus. 2012. "School-Based Management Development and Partnership: Evidence from Indonesia" *International Journal of Educational Development 43 (2012) 316 – 328*
- vii. Bjork, Christopher (Ed), 2006. *Educational Decentralization (Asian Experiences and Conceptual Contributions)*. Netherlands: Springer
- viii. Callahan, Kathe. 2007. *Element of Effective Governance: Measurement, Accountability, and Participation*, First Edition. USA: Taylor & Francis Group, LLC.
- ix. Cheung, Shereen M.C dan Flora L.F. Kan. 2009. "Teachers' Perceptions of Incorporated Management Committees as a Form of School-Based Management in Hong Kong." *Asia Pacific Education Review 10: 139-148*.
- x. Chocran, Charles L. dan Eloise F. Malone. 1995. *Public Policy: Perspectives and Choice*, First Edition. USA: McGraw-Hill.
- xi. Dirgantoro, Crown. 2007. *Manajemen Stratejik*, Cetakan Ketiga. Jakarta: PT Gramedia.
- xii. Dwiyanto, Agus. 2006. *Mewujudkan Good Governance: Melalui Pelayanan Public*, Cet.I, Yogyakarta: Gajah Mada University Press.
- xiii. Dye Thomas R., 1978. *Understanding Public Policy*. Third Edition. USA: Prentice-Hall, Inc., Englewood Cliffs, N.J.07632.
- xiv. Farazmand, Ali (Ed). 2004. *Sound Governance (Policy and Administrative Innovations)*, First Edition. Westport, Connecticut, London: PRAEGER.

-
- xv. Fenwick, Tara dan Richard Edwards, (Ed), 2012. *Researching Education Through Actor-Network Theory*. USA & UK: Wiley-Blackwell
- xvi. Fetterman, David M., dan Abraham Wandersman. 2005. *Empowerment Evaluation Principles in Practice*, New York, London: The Guilford Press.
- xvii. Frederickson, H. George. 2003. *New Public Administration*, USA: The University of Alabama Press. Alabama -USA .
- xviii. Galiani, Sebastian, Paul Gertler, dan Ernesto Schargrotsky. 2008. *School Decentralization: Helping the Good Get Better, but Leaving the Poor Behind*. USA: PREAL-CINDE
- xix. Grindle, Merilee S. 2007. *Going Local (Decentralization, Democratization, and the Promise of Good Governance)*, Princeton, New Jersey, USA: Princeton University Press.
- xx. Hardina, Donna., Jane Middleton, Salvador Montana, dan Roger A. Simpson. 2007. *An Empowering Approach to Managing Social Service Organizations*. New York, USA: Springer Publishing Company.
- xxi. Harris, Syamsuddin. 2005. *Desentralisasi dan Otonomi Daerah*, Jakarta : LIPI Press
- xxii. Hartley, Jean., Cam Donaldson dan Chris Skelcher. 2008. *Managing to Improve Public Services*. New York, USA: Cambridge University Press.
- xxiii. Hendrikse, George., Josef Windsperger, Mika Tuunanen, dan Gerard Cliquet. 2008. *Strategy and Governance of Networks (Cooperatives, Franchising, and Strategic Alliances)*, Germany: Physica-Verlag Heidelberg
- xxiv. Heyward, Mark O., Robert A Cannon dan Sarjono. 2011. "Implementing School-Based Management in Indonesia: Impact and Lesson Learned." *Journal of Development Effectiveness Vol. 3, No. 3, September 2011, 371-388*
- xxv. Horton, Douglas., Anastasia Alexaki, Samuel Bennett-Lartey, Kim Noele Brice, Dindo Campilan, Fred Carden, Jose de Souza Silva, Le Thanh Duong, Ibrahim Khadar, Albina Maestrey Boza, Imrul Kayes Muniruzzaman, Jocelyn Perez, Matilde Somarriba Chang, Ronnie Vernoooy, dan Jamie Watts. 2003. *Evaluating Capacity Development (Experiences from Research and Development Organizations around the World*. Netherlands: ISNAR.
- xxvi. Howlett, Michael dan M. Ramesh. 1995. *Studying Public Policy: Policy Cycles and Policy Subsystems*, Canada: Oxford University Press.
- xxvii. Initiatives for Governance Innovation (IGI). 2012. *Penerapan Manajemen Berbasis Sekolah (MBS)*, Yogyakarta: FISIPOL - UGM.
- xxviii. Jabbra, Joseph G., dan O.P Dwivedi (Ed).1989. *Public Service Accountability (A Comparative Perspective)*, First Edition. Connecticut, USA: Kumarian Press, Inc.
- xxix. Keskitalo, E. Carina H. (Ed), 2010. *Developing Adaption Policy and Practice in Europe: Multi-Level Governance of Climate Change*. Dordrecht Heidelberg, London and New York: Springer
-

- xxx. Kimber, Megan dan Lisa Catherine Ehrich. 2010. "The Democratic Deficit and School-Based Management in Australia." *Journal of Educational Administration*, Vol. 49, No. 2, 2011, pp. 179-199
- xxxi. Knoepfel, Peter *at al.* 2007. *Public Policy Analysis*. UK: The Policy Press.
- xxxii. Maikish, Athena dan Alec Gershberg. 2008. *Targeting Education Funding to the Poor: Universal Primary Education, Education Decentralization and Local Level Outcomes in Ghana*. UNESCO-UN: EFA-GMR
- xxxiii. Malaklolunthu, Suseela dan Faizah Shamsudin. 2011. "Challenges in Shool-Based Management: Case of a cluster school in Malaysia." *Procedia-Social and Behavioral Science* 15 (2011) 1488 – 1492.
- xxxiv. Meuleman, Louis. 2008. *Public Management and the Metagovernance of Hierarchies, Networks and Markets*. Cetakan Kesatu. Germany: Physica-Verlag A Springer Company.
- xxxv. Mizel, Omar. 2009. "Teamwork in Israeli Arab-Bedouin School-Based Management." *British Journal of Educational Studies*, Vol. 57, No. 3, September 2009, halaman 305-327
- xxxvi. Moradi, Saeid., Sufean Bin Hussin, dan Nader Barzegar. 2012. "Shool-Based Management (SBM), Opportunity or Threat (Education Systems of Iran)." *Procedia-Social and Behavioral Science* 69 (2012) 2143 – 2150.
- xxxvii. Morden, Tony. 2007. *Principles of Strategic Management*, Third Edition. England & USA: Ashgate.
- xxxviii. Muktiali, M., 2009. "Penyusunan Instrumen Monitoring dan Evaluasi Manfaat Program Pembangunan di Kota Semarang." *Riptek*, Vol. 3, No. 2, Tahun 2009, hal. 11-20.
- xxxix. Muluk, M.R Khairul. 2010. *Menggugat Partisipasi Publik dalam Pemerintahan Daerah*. Malang: Lembaga Penerbitan dan Dokumentasi FIA-UNIBRAW.
- xl. Naidoo, Jordan P. 2002. *Education Decentralization in Sub-Saharan Africa (Espoused Theories and Theories in Use*. Paper presented at the Annual Meeting of the Comparatives and International Education Society. USA: Orlando-Florida.
- xli. Ngok, Kinglun. 2007. Chinese Education Policy in the Context of Decentralization and Marketization: Evolution and Implications. *Asia Pacific Education Review* 2007, Vol. 8, No. 1, 142-157
- xlii. Oestreich, Joel E. (Ed). 2012. *International Organizations as Self-Directed Actors (A framework for analysis)*. London and New York: Routledge
- xliii. Parasuraman, Valerie A Zeithaml, dan LL Berry.1997. *Delivering Quality Service, Balancing Perceptions and Expectations*. New York: The Free Press.
- xliv. Rangkuti, Freddy. 2003. *Analisis SWOT Teknik Membedah Kasus Bisnis*. Cetakan Kesepuluh. Jakarta: PT SUN.
- xlv. Rodall, Claudia A. Santizo dan Christopher James Martin. 2009. "School-Based and Citizen Participation: Lesson for Public Education from Local Educational Projects." *Journal of Educational Policy*, Vol. 24, No. 3, May 2009, 317-333.

-
- xlvi. Santibanez, Lucrecia, Raul Abreu Lastra, dan Jennifer L. O'Donoghue. 2013. "School based management effects: Resources or governance change? Evidence from Mexico," : *Economic of Education Review* 39 (2014) 97-109.
- xlvii. Scharpf, Fritz W., 1997. *Games Real Actors Play (Actor-Centered Institutionalism in Policy Research)*. USA: Westview Press.
- xlviii. Shah, Anwar dan Shah, Sana. 2006. *Local Governance in Developing Countries, Public Sector Governance and Accountability Series*. Washington D.C : The World Bank.
- xlix. Sloat, Amanda. 2002. *Scotland in Europe: A Study of Multi-Level Governance*. Berlin and New York: Peter Lang
1. Somantri, Manap. 2014. *Perencanaan Pendidikan*, Bogor: IPB Press.
- li. Soguel, Nils C., dan Pierre Jaccard. 2008. *Governance and Performance of Education Systems*. Netherlands: Springer.
- lii. Supriyadi, Ujang Didi, 2009. Pengaruh Desentralisasi Pendidikan Dasar terhadap Kualitas Pendidikan di Kabupaten Jembrana Provinsi Bali. *Jurnal Pendidikan, Volume 39, Nomor 1, Mei 2009, hal. 11-26*. Jabar: Univ Subang.
- liii. Tabak, Edin, 2015. *Information Cosmopolitics (An Actor-Network Theory Approach to Information Practices)*. USA: ELSEVIER
- liv. Thissen, Wil A. H. dan Warren E. Walker (ed). 2013. *Public Policy Analysis*. New York, USA: Springer.
- lv. Tjoetra, Afrizal., Nurdin El Jodas, Miswar Fuady, Anita T. Iskandar, Dodi Hendrik, dan T. Banta Syahrizal. 2008. *Panduan Pelatihan Perencanaan, Monitoring dan Evaluasi Program*. Banda Aceh: IMPACT.
- lvi. Wallace, Mike., Michael Fertig dan Eugene Schneller. 2007. *Managing Change in the Public Service, USA, UK dan Australia*: Blackwell Publishing.
- lvii. Winkler, Donald R. dan Alee Ian Gershberg, 2003. *Education Decentralization in Afrika (A Review of Recent Policy and Practice)*. USA: World Bank dan RTI.