

Responsibility of Bureaucracy of The School to The External Stakeholders

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Abstract: The objective of this research is to investigate how the responsibility of bureaucracy of the school to the external stakeholders. This research used qualitative method. The data of this research were gathered through interview, observation, documentation, and informants. The data were then analyzed by using interactive analysis technique. The results of this research are as follows: that the responsibility of the bureaucracy of the school has sufficed in the impartiality and service quality aspects as well as the compatibility of the school activities to the values and norms in the society but the responsiveness to the demand of the students still has not sufficed due to financial limitation. The responsiveness of the bureaucracy to the students' parents or their custodian has sufficed since every complaint or suggestion is taken into account thoroughly and made as the basis to establish the policies of the school. The improvement of school bureaucracy responsibility is the important and strategic work for improving the school's advance, particularly in getting public support.

1 INTRODUCTION

School accountability is getting more common throughout world. Accountability in education is a broad concept that can be attempted in many ways such as using political party to ensure democratic accountability, introducing a market-based reform to improve the accountability to student guardians and students, or developing peer-based responsibility system in order to improve teachers' professional accountability. The most commonly used definition of accountability is to involve the mechanism based on administrative data aiming to improve the students' learning achievement (Figlio & Susanna, 2011). The citizen's active action to encourage the public accountability is labelled as informal institutions of accountability; in which citizens promote informal rules/norms to require the accountability of public office in catering to the citizens' interest (Tsai, 2007).

In education, the need and right of students should be prioritized, such as the right to acquire knowledge and to develop potency. The students intended are students and their parents/guardian as those contributing to and affected by the achievement of

school bureaucracy. In this research, they are called external school stakeholders. It is very important to pay attention to the external school stakeholders' interest, particularly to private schools. The school's accountability before the external stakeholders in this context becomes very strategic. The future of school, particularly the private one, is finally dependent on public's (external stakeholders') assessment.

Considering the school bureaucracy and responsibility assigned to it should be very specific, the research still operates other aspect of school bureaucracy inadequately, particularly the red-tape of bureaucracy and responsiveness to external environment. The idea of school bureaucracy studied so far specifically is measured at regency level, likely different from what occurring at the lower executive level. The future research, either qualitative or quantitative, should focus on the consequence of bureaucracy aspect. The detailed analysis on school bureaucracy using qualitative approach at regency level is still required to find out how the different bureaucracy configuration affects the student's performance differently. It will help reveal what actually occurs in the black box of school bureaucracy (Krueathep, 2011).

“NI” Junior High School (SMP “NI”) is a private school located in suburban or rural area. In sub district area where SMP “NI” is located, there are 8 schools at Junior High School level: 3 public and 5 private ones. The 8 (eight) schools always compete for obtaining students in the beginning of school year annually. Despite between-school competition for obtaining students, SMP “NI” never lacks of students even this school occupies is the private school with the largest number of students following the three upper ranks occupied by Public Junior High Schools. The reality that the number of students relatively increasing over years indicates that the public’s trust in SMP “NI” is so high that they enrol their children in SMP “NI”. The public’s trust results from, among others, the accountability of SMP “NI”’s bureaucracy to the public. For that reason, there should be a critical analysis on the school’s bureaucratic responsibility to external stakeholders: parents and students in SMP “NI”. The objective of research is to find out how the school’s bureaucratic responsibility is to the external stakeholders in SMP “NI”.

2 LITERATURE REVIEW

The essence of bureaucracy, according to Sagala (2003), is the work of running government by those ruling professionally. School bureaucracy is organized deliberately, systematically and directed. As a work organization, every personnel, media and program of it should be controlled in order to create process or activities directed to certain objective.

Individual, group and community and society can be said as stakeholder if it has characteristics as suggested by Budimanta et.al (2008): having power, legitimacy, and interest in organization. From so many arguments, it can be concluded that stakeholders are those including individual, group, and community that can affect and be affected by organization action in achieving the objective of organization.

Stakeholders can be divided into internal and external stakeholders. In the context of school, internal stakeholder includes Headmaster, teacher, personnel, administrative staff, chairperson and administrators of foundation. Meanwhile, external stakeholders are students and parents/guardian of students. This research focuses on external stakeholders, constituting the direct beneficiary of service provided by the school bureaucracy.

Responsiveness is bureaucracy ability of identifying the community’s need, organizing agenda and service priority, and developing programs

corresponding to the community’s need and aspiration. Responsiveness measures bureaucracy’s responsiveness to expectation, wish and aspiration, and demand of community (Tangkilian, 2005). Responsiveness is very desirable in public service because it is the evidence of organizational ability of identifying the community’s need, organizing agenda and service priority and developing public service programs corresponding to the community’s need and aspiration. An organization with low responsiveness will have poor performance as well (Osborne & Plastirk, 1997). Dwiyanto (2002) develops some indicator of public service responsiveness including: service user’s grievance, the use of users’ grievance as public service reference, the bureaucracy apparatus’ various action in providing service, and the placement of bureaucracy apparatus in service system enacted.

Justice is essentially to treat an individual or others according to their right. Justice value is often used in public service distribution, as the effect or follow up of a policy is the value of equality (Sudarmo, 2011). Such justice (equality) is based on simultaneous treatment, service providing or product distribution, service or usefulness to the citizens generally without considering the specific needs of each individual. In this case, everyone is treated equally.

Responsibility, according to Ratminto (2005) is the measure indicating the extent to which the compatibility of governance to law or regulation and procedure specified. To evaluate what the stance, the behavior, and action of public bureaucracy are, there should be a distinctive standard evaluation that is administrative or technical rather than political in nature. Responsibility is related to the extent to which the government institution perform all of its activities corresponding to the correct principle and regulation with standard professional and technical competition owned in the attempt of achieving the optimal objective.

Accountability is an indicator experiencing amelioration. Formerly, accountability is defined as financial accountability. But now, it serves as well to find out the effectiveness and performance of government in the program it performs.

Fox and Brown (1998) as cited by Ebrahim (2003) simultaneously describing accountability as “the process of holding actors) responsible for an action. Public accountability, according to Widodo (2008), is the obligation of being accountable for or of answering and explaining action performance of an individual/legal entity or an organization’s leader to those entitled or authorized to ask for information or

accountability. In Indonesian context, the concept of public accountability can be used to see the extent to which the public organization's policy and activity is consistent with the public's wish.

Service quality, according to Goetsch and Davis in Tjiptono (2007), is a dynamic condition related to product, service, human being, process and environment fulfilling or beyond expectation. Service quality can also be measured from customer perspective including satisfaction and compatibility of customer expectation to the service received. The parameter of quality service is dependent on the customers; whether or not it has been consistent with the customer's satisfaction and has generated satisfaction. Service quality is defined as the attempt of fulfilling the consumer's need and wish and the appropriateness of its delivery in compensating the consumers' expectation.

Discretion is an authority of making judgment and a freedom of taking an action as the action considered as appropriate. Keith C. Davis in Sudarmo (2011) says "a public official is considered as performing discretion when the border of effective power or authority he/she has allows him/her to perform a choice freely among a number of activities to take or not to take action".

3 METHODS

A qualitative research on the school's bureaucratic responsibility to the external stakeholders was conducted in SMP "NI" through interview, observation and documentation. The sample was taken using snowball sampling technique (Slamet, 2011). Technique of analyzing data used was an interactive analysis from Miles and Huberman using three components: data collection, data reduction and data display. In this research, the writer employed the relatively long strategy of collecting data with multi-methods: interview, observation, and documentation study. The use of some data collecting strategies was intended to obtain data from various sources in order to anticipate the unclear and invalid data resulting from the interview due to normative answers regardless the existing reality.

4 RESULTS AND DISCUSSION

Levine (in Sudarmo, 2011) stated that there are three indicators that can be used to indicate whether or not public bureaucracy has met its accountability to the

public. They are: responsiveness, responsibility, and accountability. The three indicators, by Sudarmo, have been developed into six indicators recalling that the citizen also requires the bureaucracy to meet the citizen's expectation in providing service to them. Those six indicators of public bureaucracy in governance are: (a) responsiveness, (b) justice, (c) responsibility, (d) accountability, (e) service quality, (f) discretion. In governance paradigm, according to Utomo (2007), accountability means responsibility and being responsible to the public in which the output in the form of service and products of development are determined more by public service orientation because the effect of such the decision always has implication to public interest.

Because the issue of research is related to school, the writer suggests some aspects of SMP "NI"'s bureaucratic accountability as follows:

- Responsiveness. Responsiveness is bureaucratic ability to identify the public's need, to organize agenda and service priority, and to develop programs corresponding to the public's need and aspiration.
- Justice. Justice is essentially treating an individual or others by their right.
- Responsibility. Responsibility is related to the extent to which an institution implements any of its activities corresponding to correct principles and regulation with standard professional and technical competency existing in the attempt of achieving the objective optimally.
- Service quality. Service quality can be measured from customers' perspective, satisfaction level and compatibility between the customer's expectation and service obtained.
- Compatibility between school activity and society value and norm.

Responsiveness is the school's bureaucracy ability in identifying the community's and external stakeholder's need in providing education service. To identify both students' and parent/guardian's grievance and critique, SMP "NI" puts Suggestion and Critique Box at the school. In addition to via suggestion box, many parents/guardians conveying grievance, income or recommendation to the school directly during report book taking. The students have an opportunity of conveying grievance through suggestion box or through their class guardian at school. The expression of suggestion and opinion can be done during committee meeting as well. Committee meeting is usually attended by school management, parents, committee, and foundation management. All critique, suggestion and grievance conveyed will be followed-up immediately to bring

SMP “NI” to the better one. Moreover, from historical aspect, SMP “NI” builds on the leaders’ apprehensiveness with the condition of community; so that it is reasonable that as time progresses SMP “NI” pays more attention to the community because school exists for the community. Responsiveness principle is also related to the objective of SMP “NI” attempts to create human beings who are faithful and pious to Almighty God by guiding the students to be children with noble character, healthy, intelligent, competent, creative, independent in order to be democratic and responsible citizens. The responsiveness dimension complied with by the school relative well can evidently support its accountability to the public, particularly external stakeholders.

The principle of justice is essentially the school bureaucracy treating an individual or others according to their right. This principle can be seen, among others, from the opportunity the school gives as wide as possible to the community to study in SMP “NI” as long as complying with the academic requirement. During the new student admission, SMP “NI” treats all prospect students as equally as possible without discriminating them. SMP “NI” attempts to provide scholarship to the poor students in order to keep capable of studying at school. Scholarship is important because 90% of SMP “NI” students have parents working as labor and most of them have income below Regency Minimum Wage. The principle of justice is also performed by SMP “NI” in service to the students by attempting adequate education facilities. The implementation of justice value is a school affecting the external stakeholders, extending then into the public wholly.

The principle of responsibility can be seen from whether or not the implementation of SMP “NI” was conducted corresponding to the regulation of Foundation sheltering it (“NI” Boarding School Education Foundation). The responsibility aspect of SMP “NI” can also be measured from the compatibility of the activity performance to rules or principles in learning process. Essentially, SMP “NI” always complies with the general rule governed by foundation, while the more specific rule is governed by the school itself. The organization operating in formal education, teacher or educator implemented the general principles of learning to which the teacher refers in implementing the learning. The good responsibility affects positively the stakeholder’s trust, and vice versa.

Service quality is defined as the attempt of fulfilling the consumers’ need and wish and its delivery appropriateness in compensating the

consumers’ expectation. The service quality of SMP “NI” can be seen from the number of prospect students enrolling and the increasing number of prospect students enrolling annually. It can also be measured from parents/guardians’ satisfaction with SMP “NI” when their children study in SMP “NI”. The relatively large number of prospect students enrolling in SMP “NI” annually proves that the community’s trust in the school is high. It is supported with the parents/guardians’ and the students’ satisfaction. As the attempt of fulfilling the consumers’ need, wish, and delivery appropriateness in compensating consumers’ expectation, in addition to providing a variety of facilities and infrastructure for the students, the school also attempts to maintain and to improve the quality of teaching-learning process implementation. Service quality dimension affects the public accountability both directly and indirectly.

The motivation of making discretion is moral consideration with the expectation to produce the decision outcome oriented to those affecting by the decision/policy. SMP “NI” lies amid Islam communities in Sub District area, so that it should attempt to make decision/policy corresponding to its environment. School policy considered as supporting the activity of surrounding communities as Islam community includes: intracurricular activity (Islam religion subjects more than those in other schools), extracurricular activity (e.g. Quran reading and writing, tilawah, drum-band, boy scout, school activity patrol, and self-defence), other activities in the attempt of celebrating certain event or program (e.g.: short program of boarding school, mujahaddah, and regular recitation). Discretion focusing on the compatibility of decision/policy to stakeholders’ expectation is beneficial to the improvement of school bureaucracy’s accountability.

The problem of fulfilling school bureaucracy’s accountability often does not stand alone as a single phenomenon. Dimensions of accountability can be seen from an empty room free of other aspects’ effect. In financial context, as the private school located in suburban area, the problem of budget availability is the strategic variable affecting accountability dimension of school bureaucracy, in addition to human resource. Therefore, the healthy school bureaucracy viewed from material (budget) and human resource aspects should remain to be improved. School bureaucracy is expected to strengthen the school budget (for example, by exploring income source not incriminating the students) and to improve the quality of teacher in

order to improve the accountability to external stakeholders.

Considering the explanation from the result of previous studies, it can be found a description on the SMP “NI”’s responsibility to external stakeholders as organized in the following Matrix of Output.

Table 1: Responsibility of bureaucracy of the school from various indicators.

No.	Indicators	Elaboration
1.	Responsiveness	<ul style="list-style-type: none"> ▪ Children’s grievance is accommodated in suggestion box and by the class guardian ▪ Parents/guardians’ grievance is accommodated during the meeting and report receiving. ▪ Children’s and parents/guardians’ grievances are followed-up ▪ Grievance become the reference of policy ▪ Historically, SMP “NI” was established as the response to the condition of society ▪ Guiding and Counselling with mistake point is the manifestation of the school’s responsiveness to parents/guardian
2.	Justice	<ul style="list-style-type: none"> ▪ Every child deserve to enrol (to study) in SMP “NI” ▪ There is scholarship program to make all children can study at school ▪ Equal right in using the school’s infrastructure ▪ Health service is provided to all of students, educators, and education staff ▪ Mistake point is applied to all of students ▪ The implementation of regulation (Permendikbud No.44/2012)
3.	Responsibility	<ul style="list-style-type: none"> ▪ The school obeys the foundation’s rule ▪ The school obey the rule concerning the use of School

		<ul style="list-style-type: none"> ▪ Operating Grant (Bantuan Operasional Sekolah = BOS) ▪ Not all of teachers comply with the principles of learning
4.	Service quality	<ul style="list-style-type: none"> ▪ Number of applicants increases ▪ The number of students relatively increases ▪ All of parents/guardians are satisfied when their children study in SMP “NI” ▪ Senior High School students are satisfied with studying in SMP “NI” ▪ Infrastructure facilities to meet the students’ need ▪ The activeness of teaching- learning process in order to meet the children and parents/guardians’ expectation
5.	Compatibility of school activities to value and norms	<ul style="list-style-type: none"> ▪ Many school activities have Islamic values ▪ Surrounding environment constituting Islam community has norms identical with that of SMP “NI” ▪ Drum Band becomes the students’ attraction ▪ Parents/guardians like the Islamic activities in SMP “NI”

Processed: Result of interview with the research object

There is an extensive debate about the relationship between school bureaucracy and student performance. The school bureaucracy exerts varying effect on the student performance, dependent on assignment environment. The finding shows that school bureaucracy can be favourable to and or at least not harmful to the students. In this case, school bureaucracy can play a very desirable part in children education (Krueathep, 2011).

The demand of public as stakeholder for the school bureaucracy ran trustfully and responsibly is in line with the global will of international society today. The school as bureaucracy is defined as an organization with command chain in the form of pyramid, in which more people are on the bottom level than on the top. The essence of bureaucracy is the clarity of duty and authority, impersonality in

which people comply with rule rather than comply with the rule according to others' will. Bureaucracy is related directly to efficiency, productivity, organizational system and government implementation in which bureaucracy is directed to ensure the working mechanism and system that is regular, appropriate and controllable.

School community as the stakeholders in this research focuses on the students and parents/guardians as external stakeholder. Bendell (2006) stated that "stakeholder" concept can be beneficial as it groups the individuals together by their effect on organization. Stakeholders are individual, a group of individuals, society or community, related to or having interest in company, either simultaneously or partially.

School uses school practice to involve the community in education process, to find out the important of knowledge and cultural background, public participation and interaction between schools.

Three areas identified to improve the interrelationship in school bond are: introducing and embracing the important role of technology to build community, allocating time in the curriculum for the teacher to work for the sake of their students' social and emotional wellbeing, and to reinforce the attempt of developing common language for staffs around pedagogical practices (Bower et al, 2015).

The indicators of successful accountability, according to Kande (2009) are:

- The community's improved trust in and satisfaction with the school
- The community's improved awareness of their right to assess the organization of education in school
- The improved compatibility of school activities to values and norms developing in the society. The accountability chosen by the school requires

It to go forward in such ways as:

- Improving teacher's and school's ownership of accountability to support professionalism and student learning.
- Ensuring that school evaluation is a dynamic and inclusive process involving students, parents, staff, governors and society leading to the better practice.
- Building a professional reflection culture, investigation and learning inside and outside school improving teachers' aspiration and developing the better teaching learning practice and students.
- Embedding collaboration inside and outside school as the tight and effective instrument for practical improvement.

- Using school network to develop capacity and to ensure that all of schools are involved.
- Focusing on the examination to support more the accountability led by the school (Gilbert, 2012).

The accountability responsibility affects teacher-student relation, particularly involving young teachers. Collegial relation is also affected in many ways. The positive collegial relation improves teachers' motivation and efficacy, even in the inhibiting context. The organizational context of teacher job is an important contextual factor in the term of how the relation is changed in the schools experience the improvement of external control (Mausethagen, 2013). School context is so important in supporting parents and teachers to ensure the students' academic success (Helker and Wosnitza, 2016).

The positive school climate and leadership are so important to build parent-school partnership and to support the parents' involvement in the children learning (Povey et.al. 2016).

5 CONCLUSIONS

The result of research shows that bureaucratic responsibility of SMP "NI" can be seen from adequate justice and service quality aspects. It can also be viewed from the adequate compatibility of school activity to values and norms within society. However, viewed from the aspect of responsiveness to the children's demand it is still inadequate due to financial limitation. The school bureaucracy's responsiveness level to parents/guardians has been adequate because any grievance and suggestion is considered thoroughly and becomes the foundation in developing the school policy. From responsibility aspect, although not all of teachers have been able to implement the rule due to limited time, overall SMP "NI" has obeyed the rule enacted by the foundation.

Public accountability is a common-sense reform that will reinforce public education and protect the public investment in school (Annenberg Institute for School Reform, 2014). Improving the draft school accountability policy in the next generation is an important problem for the future works (Deming et al., 2013). Analysis on school bureaucracy's accountability as recommended in the result of current research as least can give an early representation to elaborate farther the bureaucracy accountability in other organization forms.

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