



TRENDS, PROBLEMS, AND ISSUES IN THE MANAGEMENT OF EDUCATIONAL INSTITUTIONS PERSONNEL AND PROFESSIONAL PREPARATION OF EDUCATION ADMINISTRATION

Fransina Yoteni

STFT GKI I.S Kijne Jayapura
fransinayoteni5@gmail.com

ABSTRACT

The purpose of this study is: to identified trends, problems and issues in the management of higher educational institutions (HEIs) that arises in Indonesia. To explain the way that personnel and professional in education administration is prepared as a leader. The need to include teachers in the decision-making team, and the development of organizational system that is based on management thoughts. The area included in this study are education management, administration, and leadership. The method that is employed is descriptive-qualitative approach with systematic literature review on education administration, and administrator in Indonesia. The results of the research showed that higher education institutions in Indonesia experience constraints related to management capacity, financial and operational systems, as well as deficiencies in standard operating procedures. Identified from a world class university ranking place, university state and private HEIs, in West Java has not reached satisfaction. One indicator in ranking academic environment, it should be conducive to grow and support intellectual development. The economic crisis and the political instability of Indonesia resulted in failed attempts of implementation of new paradigms in higher education management institutional autonomy and accountability. In administration management, leadership is a key role for the progressing development in an organization.

Key words: Education administration, leadership, higher educational institutions

I. INTRODUCTION

The administration is one of the most ancient of all human endeavors. From Java man who built the Borobudur temple in Indonesia, to Stone Age tribes who developed hundreds of varieties of sweet potatoes and a system of mummifying their tribal heroes in West Papua, to the Egyptians who built great pyramids in the desert, and to Moses who organized the Israelite exodus out of Egypt, the administration has been part of most group endeavors. When, for example, an experienced principal of many years, is standing and tells a troubled colleague, "Take my tip. You do such-and-such. It has worked for me and everyone else I've known in my twenty-five years Department..." She is theorizing. She expressed the result of her observations, and on the basis of your observations, you predicted a future outcome. In administration, however, the theory's main place is a guide to action. The educational administration has to be based on empirical foundations and it depends beyond an infinite number of aspects associated with the administrator and institutions involved. In Indonesia, a scholar found that there was a significant difference between tertiary schools in West Papua in terms of macro environment and strategic plan implementation constraints. Thus, managers in West Papua are recommended to strategizing four necessities for schools' customer needs assessment, Higher Education Institutions Governance, learning and growth of the lecturers, staff, financial revenue (Yoteni, 2012). While a study done for higher educational institutions in West Java found that the functions of management which include planning, implementation and monitoring is not optimally implemented (Setiawati, 2012). A scholar did his research about transformational leadership versus transactional leadership within formal leaders in Satya Wacana Christian University Salatiga found that administrators are combining the two-leadership approach depending the situation (Kambai, 2000). Many

other scholars have pointed out that to get an excellent achievement in school institutions, achievement is associated to leadership (Sumitono, 2017; Hallinger, 2011; Hoy & Miskel 2005; Harris et.al 2014). Therefore, there should be investments on leader preparation and development to improve performances and outcomes (Harris & James, 2008; Bush, 2011). Scholars Hallinger and Chen (2014) founded that there was delimited in research body of educational leadership and management in Asia, it is still in an early stage of development because knowledge in which knowledge production from these researches is highly uneven across the continent.

Based on overlook studies mentioned above, problem statements in this research focuses on what management theory is needed and suitable for schools in this very challenging era and what kind of preparation for school leaders which will lead to an excellent achievement? There are two questions that have arisen:

What are trends, problems, and issues in the management of higher educational institutions (HEIs) that arise in Indonesia?

How personnel and professional in education administration is to be prepared as a leader where they can be a guide in finding the solution of a problem of faculty efficiency and the need to include teachers in the decision-making team and the development of organizational system that is based on management thoughts?

The purposes of this study are: 1) to identified trends, problems and issues in the management of higher educational institutions (HEIs) that have arisen in Indonesia, 2) to explain the way that personnel and professional in education administration are prepared so they can be a guide in finding the solution of a problem of faculty efficiency and the development of organizational system that based on management thoughts.

II. METHOD

This study employed a descriptive-qualitative approach of systematic review of researches. Researcher identified trends, problems, issues, and preparation for administrator in education institution, employed a systematic search within literature, downloaded relevant publications, did extracted information from articles, analyzed trend across the studies, synthesized the results, and review method to gather data from three works. This study is to review thesis from graduate studies students and from administration and management journal in an Indonesian perspective, and to find answers for the two research questions with the data analysis on administrative theory and training preparation for educational leader that can guide administrators to solve the problem of faculty efficiency and effective teaching. And use this theory to understand, do hypothesize, and to predict administrative behavior.

III. RESULTS

Trends, Problems, and Issues in the management of education institutions

The findings are: 1) Indonesia's Higher Education used a new paradigm to meet globalization challenges where institutional autonomy and accountability were the strategies' issues. Autonomy is granted by three governing bodies of higher education: the consolidated governing boards, the coordinating boards, and the planning/service agencies. Both the political and the organizational structures determine the authority, qualifications for appointment, procedures in appointing and resignation of officers, methods of financing, budget and audit, control, regulation for personnel, committees and advisory council. Governance structures vary in relation to bureaucratic autonomy and the ability to influence policies pertaining to education. However good the plan was to improve the educational relevance and quality of the country's higher educational institutions in Indonesia, Mansyur (2009) in his report at the International Forum for Education 2020 in East-West Center, Honolulu, Hawaii, accounted that the economic crisis and the political instability of Indonesia resulted in failure in the implementation of new paradigms in higher education management. Aside from that, higher education institutions in Indonesia experienced constraints related to management capacity, financial and operations systems, as well as deficiencies in standard operating procedures needed to fulfil quality assurance (USAID, 2009 in Yoteni 2012)

According to the report from World class university which is ranking by three organizations academic ranking of World University (ARWU)/University Shanghai Jiao Tong University in China, Times Higher Education Supplement Quacquarelli Symonds (THES) in Britain and Cybermetrics Lab in Centro

Superior de Investigaciones Cientificas (CSIS) in Spain (Webometric) have criteria and quality in them to rank university according to increase quality of university, the three have one common indicator in ranking which is academic environment should be conducive to grow and support intellectual development and to produce product that is useful in using managerial model which commits to achieving an achievement of world class university. In their ranking place university state and private HEIs in West Java is not a satisfaction. Therefore, it is important to have a management model which can help them in internal service quality, external service quality, and especially in service capability. (Setiawati, 2012).

In administration management, leadership is a key role for the progress development in an organization. In profit organizations, the employee's performances influence by how far the manager could play its functions while in a nonprofit organization such as Higher Educational Institution depending on the costumer's thrust building. In a rapid change internal and external, it is important for a leader to be keen on the leadership effectiveness to reach the university's expectations depending on leader performance. In this regard, transformational leadership approach can be a tool or mother for other leaderships such transactional approach. (Kambai, 2000). The practice of school leadership in managing school changes through time to time depending on its government system, its regulations, and also social politic situation. For example, up to Indonesia's independence 1945, the Colonial influence took place, up to 1970s the government expands educational sector but not to the leadership of school institutions. In 2000s the system of decentralization led to leadership change in Indonesia which required leader standard of recruitment, systematic training and appointment in the district level of the government. (Sumitono, 2017).

One of the great needs for Indonesia's education today is the need for a theory or theories of the teaching-learning process and school-based-management, which will produce a set of principles in which an action may be predicted and research may be based. This makes clear that theories enable us to understand, hypothesis about, and predict administrator behaviors. (Weiss 1995) This requires the school of education to offer subjects on administration, educational management, as well as leadership training theories to the trainees. There should be a proper guidance for the school's administrator for some period of time until they are well equipped to walk alone.

Education administration needs to cope with the site-based management theory that operates under decentralization approaches, the internal human resources development, and the greater participation of school members in the decision-making process, is requested by the tenets of critical theory. The site-based management approach may be applied because it functions in multiple educational goals, such as changing the educational environment, for the need for educational reforms, school effectiveness, and a quality quest. (Cheng, 1996)

The school structure is a major cause of dissatisfaction among teachers, and a diminished pool of high-quality teachers is predicted in the future unless schools are reorganized to make teaching more attractive. Reforms should include giving teachers more power in making a decision about curriculum and teaching. This will have two benefits: 1) improves student's performance—teacher using their skill in teaching to enhance student's learning, have an enhanced sense of status and feel a greater sense of responsibility for school problems, which will lead to a deeper commitment to work for school improvements 2) better role models for students. It provides students—shared decision makes presents teachers as active, empowered workers. It provides the students with role models for a workplace democracy. There are two positions in a school structure reform. Position 1 aims to improve their job satisfaction and performance by granting teachers in decision-making authority to organize the curriculum, run the schools, and charting the reform agenda. Position 2 holds the empowerment of the teachers that would benefit the students and communities.

Personnel and Professional Preparation of Education Administration Thoughts

Personnel

Personnel means "people," the employees who work for a Higher Educational Institution are its personnel. Personnel management refers to how people are treated on the job, including how they are hired, promoted, evaluated, paid, trained, and terminated. When people decide to work for an organization, they enter into a voluntary agreement called an employment exchange: they agree to work in exchange for the wages, benefits, and other rewards the employer provides. The voluntary nature of this employment

exchange and the expectations of each party represent a very important foundation for all personnel activities and other management actions.

In personnel management there is an important aspect about mental abilities such as “intelligence quotient.” IQ aim to measure an individual’s mental age relative to his or her chronological age. Aside of IQ is motor skills including multi-limb coordination, reaction time, speed of arm movement, manual dexterity, and arm-hand steadiness. Some individuals have a significantly greater coordination and dexterity than others. Different mounts of mental abilities and skills are required for different jobs. Indeed, personnel also differ in personality traits. Individual growth development stages would help explain some of the major differences in an individual that is roughly correlated with their chronological age and explains an individual’s certain personnel functions.

Hence, personality’s dimension of personnel can be explained through internal versus external locus of control. Internal locus of control believes that the rewards they receive are controlled by their own actions. Whereas, external locus of control believes that forces such as luck, change, or fate control the rewards and punishments.

Indeed, each individual have different reasons for working that reflects off of a significant different values such as regarding work, money, family, and being of service. Some people have strong work-oriented attitudes and believe that working hard is an important indication of personal worth. Other people have very negative attitudes about work and prefer leisure activities. In traditional ethic comprise of two values: the moral important of work and pride in craftsmanship. The moral of work refers to the moral obligation an individual feel to have a job that provides a useful product or service for society. Pride in craftsmanship refers to the quality of performance and doing a job well. For example, Americans’ work value indicates that they have strong attitudes of the importance of pride in craftsmanship; it is associated to a successful job performance.

Professional preparation on education administration thoughts

In 1887, Woodrow Wilson (1887) crystallized early thinking about the professionalization of administration with the publication of his famous essay, “The Study of Administration.” He felt that the improvement of administrative techniques depended on scholarly study and learning in the specialized field of the administration itself. The time of Woodrow Wilson’s scholarly contributions, —Western European and American businessmen were stepping up their effort to increase profit from the industry. In that era of industrial expansion, the key people were the engineers and technically oriented scientists who could build the machines and combine them into assembly units this was the era of the engineering consultant and the drive for efficiency.

Frederik W. Taylor (1911), one of the top engineering consultants in the American industry had read Wilson’s essay and had been influenced by it. Taylor’s contributions called “principles of scientific management”. They were 1) Adopting scientific measurement in the way that to break the job into a small, related task 2) Use scientific, systematic methods for recruiting staff and to training staff for their job 3) Formulated job description by the indicated management and staff responsibility. Management doing formulation of organizational goal setting, planning, and supervising while staff tasks are to execute the requirements 4) Provide discipline, where management states the objectives and staff cooperates to achieve them. Taylor emphasized the view of administration as management-the coordinating many small tasks to accomplish the overall job as efficiently as possible.

Henry Fayol (1949), a French industrialist was working out some powerful ideas of his own. Fayol had the background of top-management executive quite different from Taylor’s background as a technician whose first concern was the middle-management level of the industry. Fayol’s contributions to the growth though in administration are: 1). His focus on the manager rather than on the worker; 2). He insists on the separation of the administration processes from other organization operations, such as production; 3). He accentuates the common aspects of the process of administration in different organizations. With this fulfillment, administrators would function in the organization more effectively.

Max Weber (1949), a German sociologist produce the most useful, durable, and brilliant work on the administrative system. This is a bureaucracy. Weber was convinced that a well-run bureaucracy would be very efficient for a number of reasons, one of which was that bureaucrats are highly trained technical specialists, each skilled in a specific, limited portion of an administrative task. In the ideal bureaucracy,

Weber envisioned certain characteristics that are, in a sense, principles of administration. 1). A labor division based on functional specialization; 2). A hierarchy of authority defined; 3). A system of rules where the rights and duties of personnel stated 4). A system of procedures for employees for dealing in a working place; 5). A code for interpersonal relations; 6). For technical competence use of selection and promotion, Max Weber held that bureaucracy is a theory of organization especially suited the needs of large and complex enterprises that perform services for large numbers of clients. To minimize the frustrations and irrational in a large organization between management and employees which are based on traditional beliefs of class privilege, therefore bureaucratic concept may be applicable.

Luther Gulick and Lyndall Urwick (1937), in 1937 synthesized the “classical” formulation of principles, which would be useful in developing good, functional organizations. The idea was that elements of the organization could be grouped and related according to function, geographic location, or similar criteria. In the sense of “rules,” classical organizational theorists identified and described some sets of fixed “principles” that would establish the basis for management. The best known of these, dealt with organizational structure. For instance, the concept of hierarchy as a jargon of classical theorist is the scalar principle or “line and staff”. The contention is that authority and responsibility should flow in as direct and unbroken a path as possible, from the top policy level down through the organization to the lowest member. Organizational charts of American school districts frequently show vertical lines of authority and responsibility with little or no interconnection between operating divisions of the organization.” Another central classical principle of organization is “unity of command. Essentially, no one in an organization should receive orders from more than one superordinate. Certain political phenomena in organizational behavior and management are power, authority, delegation, and responsibility. Human behavior in organizations responds to political variables, particularly to authority and motivational analysis about why people continue to line-in, and obey or disobey in such systems. This is the political nature of an organization where people act in accordance to the rules, laws, and authority. The functions of the manager include planning, making decisions and rules, organizing and writing job descriptions, directing, and controlling. All of these have to do with building political systems.

These thoughts of education administration should be part of teaching subject of education administration and management in school of leadership training. The aim is to provide very strong basic understanding and well operation system in an organization that is based on the administration scientific theory.

Understanding of Organizational Behavior

In society, there is the ethical imperative, imposed during childhood and continued through life, to the effect that one ought to obey laws and legitimate persons of authority. People are indoctrinated to play according to the rules of the game. For this reason, there are three kinds of people in an organization, classifiable by their accommodation to rules and authority: those who accept legitimate and rational authority, those who do their day’s work and fight neither for nor against the system, and those who are ambivalent, who are attached by the success available in organizations but cannot play the role necessary to attain it. There is also an extreme situation where the individual cannot tolerate authority. In this environment, the administrator would make use of his rule (power), the ability to influence others to behave in ways suitable to goals. One of the manager’s roles is to delegate works to subordinates. This has three implications: he assigns duties, grants authority, and creates an obligation. Sometimes, delegation fails because the boss has difficulty in transferring duties and authority. He might think, “I can do it better myself.” There might be a lack of ability to direct, a lack of confidence in subordinates, an absence of sensitive controls that warn off impending difficulties, or a temperamental aversion of taking a chance. Besides these, there is also the possible reluctance of the subordinate to accept delegation. He might hesitate to make his own decision, fear criticism of mistakes, lack the necessary information and resources for the job, lack self-confidence, or feel that the positive incentives are inadequate. The anxiety related to the job itself should be distinguished from anxiety caused by the relationship between the superior or between peers. There should also be an effort to lessen the tension caused by the disparity between theory and practice, or the inconsistency of ideal and action.

Discussion

Influenced by the economic crisis and the political instability of Indonesia, resulted in failure in the implementation of new paradigms in higher education management, which is an institutional autonomy and accountability. Although, autonomy is granted by three governing bodies of higher education: the consolidated governing boards, the coordinating boards, and the planning/service agencies both the political and the organizational structures determine the authority, qualifications for appointment, procedures in appointing and resignation of officers, methods of financing, budget and audit, control regulation for personnel, committees and advisory council but governance structures vary in relation to bureaucratic autonomy and the ability to influence policies pertaining to education. Related to the administration thoughts the rules of classical organizational needs to be considered here. Organizational structure has a scalar principal of line and staff. The contention is that authority and responsibility should flow in as direct and as an unbroken path as possible, from the top policy level down through the organization to the lowest member. About interconnection between operating divisions of the organization central classical principle of organization is “unity of command.” This is the political nature of an organization wherein people act in accordance with rules, laws, and authority. All of these have to do with building political systems. The functions of the manager include planning, making decisions and rules, organizing and writing job descriptions, directing, and controlling. To minimize the frustrations and irrationality in a large organization between management and employees which is based on traditional belief of class privilege, which means bureaucratic concept may be applicable.

Higher education institutions in Indonesia has also experienced constraints related to management capacity, financial and operations systems, as well as deficiencies in standard operating procedures needed to fulfill quality assurance. Refers to Wilson’s thoughts about the professionalization of administration that the improvement of administrative techniques depended on scholarly study and learning in the specialized field of the administration itself. To consider that in personnel management there is important aspect about mental abilities such as intelligence quotient and motor skills which different mounts of mental abilities and skills are required for different jobs. As well as personnel differ in personality traits: individual growth development stages would help explain some of major differences in an individual that roughly correlated with their chronological age and explain individual certain personnel functions.

From world University ranking place university state and private HEIs in West Java has not reached satisfaction with the main indicator of an academic environment that should be conducive to grow and support intellectual development, and to produce a product that is useful for using a managerial model which commits to achieve an achievement of a world class university. Important and relevant here to have a management model which can help them in internal service quality, external service quality, and especially in service capability. Refers to Fayol (1949) that administrative ability “can and should be acquired in the same way as technical ability, first at school, later in the workshop.” With this fulfillment, administrators would function in the organization more effectively. Taylor’s contributions of “principles of scientific management” may be applying accordingly in the area of 1) Adopting scientific measurement in the way that to break the job into a small, related task 2) Use scientific, systematic methods for recruitment staff and do training staff for they are job 3. Formulated job description by indicates management and staff responsibility. Management doing formulation of organizational goal setting, planning, and supervising while staff tasks are to execute the requirements 4). Provide discipline where management states the objectives and staff cooperate to achieve them. Taylor (1911) emphasized the view of administration as management-the coordinating many small tasks to accomplish the overall job as efficiently as possible.

In administration management, leadership is a key role for the progress development in an organization. In nonprofit organization such as Higher Educational Institution depending on the costumer thrust building. Therefore, it is important for a leader keen on the leadership effectiveness to reaching the university expectations depending on leader performance, especially the use of transformational leadership approach can be a tool or mother for other leadership such transactional approach. Take into account that personality’s dimension of personnel through internal versus external locus of control and the moral of work refers to the moral obligation an individual feel to have a job that provides a useful product or service for society. Pride in craftsmanship refers to the quality of performance and doing a job well.

The great needs for Indonesia education for a theory or theories of the teaching-learning process and school-based-management which will produce a set of principles on which action may be predicted and research may be based. This clear that theories enable us to understand, hypothesis about, and predict

administrator behavior. (Weiss, 1995) This required the school of education to offer subjects on administration and educational management also leadership training theories to the trainee. The site-based management approach may be applied because it is functioning in multiple educational goals, such as changing the educational environment, for the need for educational reforms, school effectiveness, and a quality quest.

Reforms should include giving teachers more power in making a decision about curriculum and teaching. These will have three benefits: 1) improved student performance—teacher using their skill in teaching to enhance student learning have enhanced sense of status and feel a greater sense of responsibility for school problems, which will lead to a deeper commitment to work for school improvement 2) better role models for students. It provides students—shared decision-making presents teachers as active, empowered workers. It provides the student with role models for workplace democracy. There are two positions in school structure reform. Position 1 aims to improve their job satisfaction and performance by granting teachers in decision-making authority to organizing the curriculum, running the schools, and charting the reform agenda. Position 2 holds that the empowerment of the teacher would be the benefits of students and communities.

IV. CONCLUSION

Training on the subject of the management of educational institutions, personnel and professional preparation of education administration is a great need right now in Indonesia to prevent failure in the way that administrator managing in higher educational institutions, and to increase an administrator's performance that meets the requirement in the world university competitiveness. Aside of that, this subject needs to be taught in the leadership and management school. This is because there is a distinction between the use of theory in practice by administrators and researchers. The administrator uses theory as a basis for deriving answers or approaches to specific situations, the scientist uses a specific situation as a basis for arriving at improved theories. A good theory exists when there has been established a set of principles upon which action may be predicted. When an administrator applied theory that is a good chance to be correct all the time in decision making. The question of prediction is vital. A good theory is a theory that enables us to predict precisely in accordance with established criteria and provides guides to action which “work.”

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