



The Implementation of Malcolm Baldrige Education Criteria for Performance Excellence in Private Primary School Management (A Case Study Qualitative)

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Abstract. Baldrige Assessment is an essential organizational evaluation tool because it can help organizations deal with dynamic environments and high work systems and build short-term success and long-term stability. The objective of this study was to describe the implementation of Malcolm Baldrige's Education Criteria for Performance Excellence in private elementary school management. This study used a qualitative research method with a case study approach. The sampling technique used was purposive sampling and snowball sampling. Data collection techniques used in this study were in-depth interviews, questionnaires, document analysis, and non-participatory observation. The data analysis techniques in this study consisted of data collection, data reduction, data presentation, verification, and conclusion. The results showed that three essential elements of the Baldrige Assessment were applied: (1) the driver aspect was realized by the leadership of the principal, who had a strong commitment to every policy setting and evaluation; (2) the system aspect was demonstrated by a competency development and assessment system, teacher development programs and evaluation programs that focused on students and their parents; and (3) the target aspect was indicated by the satisfaction of parents which could be categorized as excellent. This study concluded that all elements of the Baldrige Assessment had been implemented properly. This study can be used as a reference for implementing the Baldrige Assessment for further studies on the same topic.

Keywords: Malcolm Baldrige criteria, Management education, Elementary school, Qualitative case study

1 Introduction

Education is one of the critical pillars expected to bring change to a nation. The world of education can be not only a means for improving the quality of human resources but also a crucial vehicle for changing the community (*civil society*)'s mindset through a learning process that is managed effectively based on standard and generally applicable management standards both at the national and international level. Quality-focused ed-

education is education that develops programs and services that meet the needs of its primary users, namely students and society [1], [2]. The wider community is the user of graduates from the business world, further education institutions, the government, and the wider community, including the creation of independent businesses by graduates. Quality must be the primary driver to achieving product and service excellence. *Quality First* must be the paradigm of every human being involved in business and educational activities [3]. Article 35 of Law No. 20/2003 concerning National Education Standards regulates the process, graduate competencies, and educational facilities. Meanwhile, to achieve educational objectives, the Law in Article 36 regulates the curriculum whose development must consider the increase in faith and piety, the demands of the world of work, and the dynamics of global development required by graduates of the world of education [4]–[6].

In line with the spirit of continuous improvement and evaluation, one criterion is popularly used at the international level, namely the *Malcolm Baldrige Education Criteria for Performance Excellence (MBECfPE)*. MBECfPE is a criterion that can be used in conducting a program audit. The MBNQA method is a management system audit tool used to evaluate company performance in seven assessment categories [7]. This model was introduced in 1987 by the United States government to increase the competitiveness of American-flagged companies with the enactment of US Public Law 100–107, as well as to identify companies that are leaders in providing high value and quality to their customers in an era of international competition [8], [9].

The *Baldrige* criteria as a management system and measurement tool for superior performance has spread to various countries, including Indonesia. Initially, this criterion was applied to the business world, especially manufacturing. Entering 2001, the *Baldrige National Quality Program* introduced a new criterion, specifically for the field of education, named the *Baldrige Education Criteria for Performance Excellence*. Until 2008, *Malcolm Baldrige Education Criteria for Performance Excellence (MBECfPE)* has been used as criteria by more than 45 states in the USA and 45 countries worldwide. *Baldrige* is a comprehensive management and performance measurement guide for improving organizational performance to achieve the expected excellence [2], [10]. In the category of educational services related to the demands of *stakeholders*, educational institutions are expected to be able to organize a learning process that can produce graduates who have national and international standard competencies. Therefore, it is necessary to improve the performance of education providers thoroughly to achieve an increase in excellence and competitiveness. The three essential elements examined in this study consisted of (1) the driver aspects whose implementation was in the form of senior executive leaders who determined the direction, created values, goals, expectations, and systems, and encouraged the perfection of business performance and fulfillment of customer needs; (2) the system aspect which consisted of a set of well-defined and well-planned process patterns to meet the company's customer needs and overall performance; and (3) customer-focused target aspects [8], [11], [12].

The demand for quality improvement also applies to SDIT (Private Islamic Primary School) Bina Bangsa. This school must also continually strive to improve its quality if it does not want to be left behind in the fierce competition in the world of primary

school level education nowadays. SDIT Bina Bangsa seeks to provide the best educational services for the community. One of the existing efforts continues to be done by integrating Islamic Values and life skills (Living Values) in every curriculum and learning supported by adequate infrastructure facilities to support the Academic, Religion, Tahfidz, Technology, and Information development program and providing provisions for students to become *Sholeh*, creative, Independent, Superior, and Achievement. EXCELLENT in IMTAQ (Faith and Piety) and leading in science and technology. Based on the explanation above, it is necessary to conduct a study related to applying *Malcolm Baldrige Education Criteria for Performance Excellence* in private schools that uphold service quality.

2 Method

This study used a qualitative study method with a case study approach. [13] define qualitative study as research that produces descriptive data in the form of written or spoken words from people or observable behavior. A case study is a design of a study that can be used to track the events in question without being manipulated. This study used the purposive sampling technique. The samples of this study consisted of teachers, homeroom teachers, headmaster principals, students, and education staff.

Data collection techniques in this study included documentation techniques, questionnaires, in-depth interviews, and non-participatory observations. Document studies were complementary to the use of observation and interview methods. They would be more credible and trustworthy if supported by written documents, pictures, and audio-visual recordings. Furthermore, the questionnaire technique used in this study was a data collection technique by asking written questions to be answered in writing by the respondents. Interviews were conducted in a structured form because the researchers used interview guidelines that had been arranged wholly and systematically to collect the data. The guidelines were only outlines of the problems to be asked. In the non-participatory observation technique, the researchers were not directly involved in the life of the person being observed and were separately located as the observer. Observation, in this case, was structured because the observed aspects of the activity were relevant to the study's problem and objective by first determining the general behavior to observe so that the selected problem could be solved. The data analysis techniques of this study use Miles and Huberman data analysis techniques consisted of (1) data reduction, which meant summarizing, choosing the main things, focusing on the critical things, looking for themes and patterns, and discarding unnecessary ones; (2) data presentation in the form of brief descriptions, charts, relationships, and so on; thus, the data would be easily understood; (3) drawing conclusions and verification carried out with the initial conclusions stated was temporary, and would change if no substantial evidence was found that supported the next stage of data collection.

3 Results And Discussion

3.1 Driver Aspects

The driver aspects in this study were defined as the form of senior executive leaders who determined the direction, created values, goals, expectations, and systems, and encouraged the perfection of business performance and fulfillment of customer needs. Based on the observations and interviews, information was obtained that leaders were very decisive in improving quality, especially in building commitment to support the implementation of Baldrige policies in schools. The school principal formed an implementation team, conducted a satisfaction and loyalty survey of teachers, education personnel, and students' parents, followed up on survey results, and provided periodic awards to outstanding teachers and education personnel.

The principal also made efforts to build communication with school residents concerning implementing the Baldrige policy through various media to communicate integrated and comprehensive values of direction, goals, performance, and essential decisions conducted coordination and reporting meetings periodically, and socialized Baldrige categories on an ongoing basis.

The leader carried out the approach to maintaining school sustainability by periodically monitoring and evaluating school performance. In addition, it was also carried out by observing the development and changes in the school business environment. This approach has been systematically and well implemented, as evidenced by the schedule of school performance evaluation meetings. The results of periodic performance evaluations were contained in the School Activity and Budget Planning (RKAS). School Activity and Budget Planning as a short-term (annual) plan was prepared by considering the budget's efficiency and the activities' effectiveness. All activities in one year were referred to the RKAS. Therefore, the RKAS served to control costs and the absorption of the budget under the amount set for each unit. In addition, the realization of the RKAS served as control over the achievement of the success and sustainability of the school organization [14], [15].

In addition, the headmaster principal also focused on the workforce. The school's efforts to encourage the active involvement of teachers and education personnel were by setting targets for each given job. Every job in school came with a target. Achievement of targets would be evaluated and made improvements. Every teacher and education staff in carrying out their work was given the freedom to work according to their abilities and creativity. The headmaster principal's commitment to developing workforce competencies was evidenced by the preparation of a competency development system, which consisted of reviewing the achievement of targets and expected competency levels, conducting education and training, making regulations about periodic class promotions associated with the final assessment of educators and education personnel, and compiling a system competency assessment [16], [17]. The headmaster principal has implemented the approach well, as indicated by the preparation and planning meetings for teacher and education staff training programs and training programs implemented in the School Activity Plans or School Activity and Budget Planning [18].

Based on the presentation of the data above, it can be concluded that from the leadership aspect, the headmaster Principal had a strong enough commitment to direct school components to support the implementation of Baldrige policies through establishing implementation policies, communicating implementation policies, continuous improvement, allocating needed resources, describing the wishes and expectations of teachers and students' parents as input for improving policy implementation.

3.2 System Aspect

The system aspect in this study consisted of a set of well-defined and well-planned process patterns to meet the company's customer needs and overall performance. The Operations Focus category in the Malcolm Baldrige Education Criteria for Performance Excellence (MBECfPE) examined how schools design, manage and improve learning Systems and processes to provide value to students and stakeholders and achieve school success and sustainability. This category also tested the readiness of schools in dealing with emergencies [19].

The stages of implementing the *Baldrige* policy began with determining the goals to be achieved by the school with the application of *Baldrige*. Based on this goal, the school formulated the objectives of implementing *Baldrige* and a program of action or activities as well as individual projects designed entirely with the budget needed to carry out the policy for implementing *Baldrige* in the school. The school formed a responsible team for planning, implementing, and evaluating the implementation of the *Baldrige* policy. The existence of this team was vital for the successful implementation of a policy, considering that such a project requires special attention from the school workforce outside of routine teaching duties [2], [20]. The results of the work process design were transformed into the school's *Standard Operating Procedures* (SOP). SOPs were prepared based on the authority level and the process's scope. Every school work process was periodically evaluated through a meeting mechanism involving school work units [8]–[10].

The design of the system or work process to meet the main requirements was carried out through a meeting mechanism by considering input from stakeholders. Regarding the involvement of interested parties in the implementation of the *Baldrige* policy, information was obtained that the school had taken the following steps: 1) informing the school program; 2) socializing the implementation of the *Baldrige* policy; 3) providing direction for the implementation of policies; 4) distributing questionnaires to customers; 5) asking for input from teachers and guardians of students; 6) providing information about school developments; and 7) giving recognition and appreciation to teachers [12], [18], [21], [22].

In the learning aspect, the design of the learning process was arranged with an orientation to quality, efficiency, and effectiveness. Preparing a learning curriculum that was interactive, inspiring, fun, challenging, motivates students to participate actively, and provides sufficient space for initiative, creativity, and independence under the talents, interests, and physical and psychological development of students were some of the steps that had been taken by the school in preparing the learning management sys-

tem and requirements [8], [12]. In addition, the school also planned the learning process, implemented the learning process, assessed learning outcomes, and supervised the learning process to implement an effective and efficient learning process [23], [24].

Related to the professional human resources procurement system, the search and withdrawal of potential workers in the correct number, and the ability to fill certain position statuses would be selected to meet the organization's needs. Withdrawal involved efforts to obtain the correct number of teachers and education personnel with the skills needed to fill available positions. The method used for recruiting workers could be conducted through the school's website, recommendations from teachers and education personnel from other schools, personal applications, and educational institutions inside or outside. The selection was performed to select potential workers to occupy a particular position from the incoming applications. The stages of the selection procedures that could be used include a preliminary interview, collection of personal data (biography), testing, more in-depth interviews, examination of achievement references, health checks, personal decisions, and job orientation [25], [26]. Once selected, teachers and education personnel were placed in a job and introduced to the organization through various orientation forms. The orientation stage introduced and adjusted new teachers and education personnel to the organization. The school then trained and developed teachers and education personnel to improve work effectiveness and achieve predetermined work results. Improving work effectiveness could be done through training and/or development [25]–[27]. The activity of determining the specification of this position began with a job analysis process which consisted of determining the expertise and skills, responsibilities, and knowledge of the work. The authority possessed and the relationships that existed in each position in an organization, in this case, the school organization. The job analysis process also produced job descriptions. The job description resulted from a written statement of position analysis consisting of duties and authorities and organizational line relationships [28], [29].

Concerning efforts to prepare a learning facility management system, schools implemented a school-based management system that focused on independence, partnership, participation, openness, and accountability. The school also conducted needs analysis, took an inventory, conducted selection, cost interpretation calculations, procurement planning (buy, grants/exchanges), appointed staff who were assigned tasks for procurement, storage of Educational Facilities and Infrastructure, duties and responsibilities in storage and distribution, and arrangement of Educational Facilities and Infrastructure. The school has made every effort to prepare and provide various facilities for successfully implementing this *Baldrige* policy [30]–[32]. The management of school infrastructure was complex because of the many items, so the principal must have a representative who specifically took care of school infrastructure, from procurement to maintenance [31]–[33].

Meanwhile, to control school operational costs, schools took the following steps: 1) clarity of objectives and results obtained from monitoring and evaluation; 2) implementation was carried out objectively; 3) conducted by officers who understood concepts, theories, and processes and were experienced in carrying out monitoring and evaluation so that the results were valid and reliable; 4) implementation was carried out in an open (transparent) manner. Therefore, interested parties could know, and the results could be

reported to stakeholders in various ways; 5) involved various parties that were deemed necessary and had an interest in a proactive (participatory) manner; 6) its implementation could be accounted for internally and externally (accountable); 7) covering all objects to fully describe the conditions and situations of the monitoring and evaluation targets (comprehensive); 8) implementation was carried out according to a predetermined schedule and at the right time so as not to lose the momentum that was happening; 9) implemented periodically and continuously; 10) based on performance indicators; and 11) effective and efficient, meaning that the control target was achieved by using resources whose availability was limited and as planned. This is in accordance with several theories that suggest how to control the costs of an organization including schools [6], [15], [34], [35].

Based on the presentation of the data above, it could be concluded that from the implementation aspect, schools implemented the *Baldrige* policy to improve the quality of learning in schools amid increasingly intense educational competition. Schools also obtained benefits from implementing this policy, such as a) helping to improve organizational performance practices, capabilities, and outcomes; b) facilitating communication and sharing of information on best practices among organizations; c) nurturing the development of partnerships involving schools, industry and other organizations; and d) helping understand and managing performance as well as to guide planning and opportunities for learning. The successful implementation of the Baldrige policy could not be separated from the support of interested parties to be actively involved in providing the resources needed for the smooth implementation of the *Baldrige* policy in schools.

3.3 Target Aspect

The target aspect was indicated by parental satisfaction with the overall school service. The indicators of the target aspects used in this study, namely: (1) aspects of satisfaction with educators; (2) aspects of satisfaction with facilities, infrastructure, and management; (3) aspects of satisfaction with content, process, and assessment standards; and (4) aspects of satisfaction with developmental achievement. The following is the acquisition of target aspect data.

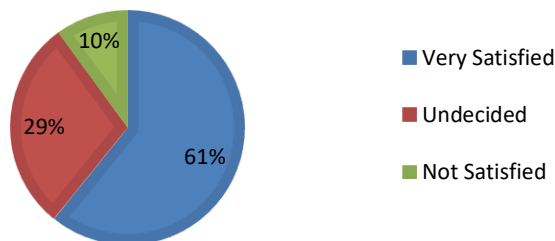


Fig. 1. Level of Parental Satisfaction with Educator Services

In the aspect of parental satisfaction with educators, based on the accumulation of acquisitions, 61% satisfied parents with the services of educators, and only 29% were doubtful, and another 10% were dissatisfied. It could indicate that more than half of the guardians felt the educators' service was good. Teachers had duties, both tied to the institution and outside the institution, in the form of dedication. In addition to educating, teaching, and training, the teachers must also be able to make themselves second parents and attract sympathy so that they become idols for their students. In addition, teachers had duties in the social field where society placed teachers in a more respectable environment because the students were expected to gain knowledge from teachers [17], [29], [36]. Therefore, everyone believes that teachers significantly contribute to the success of learning in schools [37]. Furthermore, the following is data on parental satisfaction with school facilities and infrastructure.

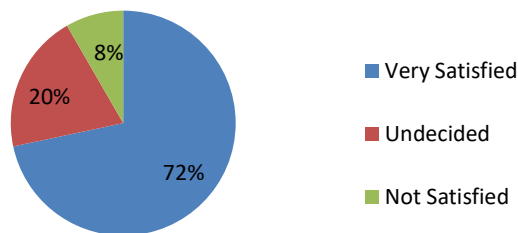


Fig. 2. Parental Satisfaction with Facilities and Infrastructure

In the aspect of parental satisfaction with facilities and infrastructure, based on the accumulated acquisition, there were 72% satisfied parents with the facilities and infrastructure and their management, and only 20% were doubtful, and 8% were dissatisfied. It could indicate that more than half of the guardians were satisfied that the complete facilities, infrastructure, and management were good. Facilities and infrastructure greatly affected student learning abilities. It showed that the role of facilities and infrastructure was vital in supporting the quality of student learning. The existence of facilities and infrastructure could facilitate and accelerate human work so that humans could use time efficiently [30]–[32]. The following is data on parental satisfaction with school content, process, and assessment standards.

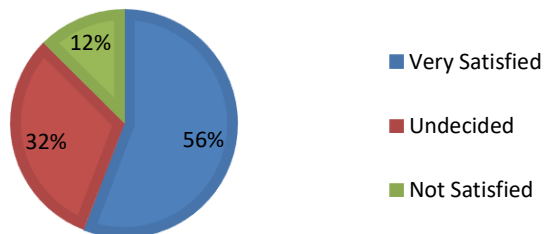


Fig. 3. Parental Satisfaction with Content, Process, and Assessment Standards

In the aspect of parental satisfaction with the standards of content, process, and assessment, based on the accumulated acquisition, 65% satisfied parents with the facilities and infrastructure and their management, and only 24% were doubtful, and 11% were dissatisfied. It might indicate that more than half of the parents were satisfied with the content, process, and assessment standards. The government has issued Regulation Number 13 of 2015 concerning National Education Standards, which included content, process, graduate competency, educators and education personnel, management, financing, and educational assessment standards. Of the eight educational standards, the content, process, and assessment standards played a vital role in improving education quality. The content standard was the minimum material and minimum competency level to achieve minimum graduate competencies. The process standard was a national education standard related to implementing learning in educational units to achieve graduate competence [38], [39]. Furthermore, the assessment standard was a standard for applying various methods and using various assessment tools to obtain information about the extent to which student learning outcomes or the achievement of student competencies [40].

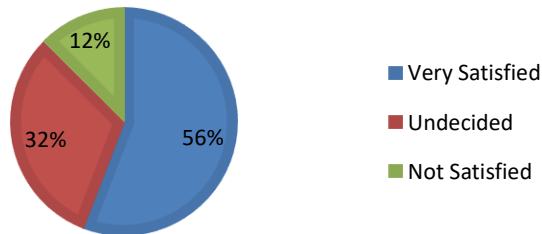


Fig. 4. The Level of Parental Satisfaction with the Student Development Achievement

In the aspect of parental satisfaction with the achievement of student development, based on the accumulation of acquisitions, 56% satisfied parents with the achievement of the development of their students, and only 34% were doubtful, and another 12% were dissatisfied. It could indicate that more than half of the guardians of students were satisfied with the achievement of the development of their students. The importance of parental satisfaction on the development of their students for teachers had an impact on further understanding and sensitivity regarding handling the development of their students in all aspects [36], [41], [42]. Teachers must be able to design learning in such a way according to the achievement of student development. Therefore, the perception of parents as controllers of their development was needed in this study [43], [44].

4 Conclusion

Based on the results and discussion above, it can be concluded that all elements of the Baldrige Assessment had been appropriately implemented. It was indicated by: (1) the driver aspect was realized by the leadership of the principal, who has a strong commitment in every policy setting and evaluation; (2) the system aspect was demonstrated by

competency development and assessment systems, teacher development programs and evaluation programs that focused on students and their parents; and (3) the target aspect was indicated by parental satisfaction which can be categorized as excellent. This study can be used as a reference to implement the Baldrige Assessment for further studies on the same topic. However, this study only examined one private school, so the recommendation for further studies is to expand the subject of the studies, for instance, the coverage of one city, one province, and so on. In addition, further studies could also attempt to examine higher levels from high school to university levels.

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