

**A STUDY OF THE IMPLEMENTATION OF SCHOOL-BASED
MANAGEMENT IN FLORES PRIMARY SCHOOLS IN INDONESIA**

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**A thesis submitted in total fulfilment of the requirements for the degree of
Doctor of Philosophy
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DECLARATION

I hereby certify that the work embodied in this thesis is the result of original research and has not been submitted for a higher degree to any other University or Institution.

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2008

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DEDICATION

*This thesis is dedicated to the improvements of
Flores Basic Education Programs*

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ABSTRACT

School-Based Management (SBM) with devolution has become the most prominent feature of public school management systems in most countries around the world. In Indonesia, the Central Government established a Commission of National Education (*Komisi Nasional Pendidikan*) in February 2001 on the basis of Law 22/1999 by which education was decentralized. The Commission recommended the formation of school councils at the school level to improve quality of national education. The Government then embarked on the formation of school councils in Western Sumatera, Eastern Java, and Bali. On the basis of these trials, the councils were considered strategic in promoting democratic principles in schools, creating higher levels of parental participation in school governance, and improving the quality of national education. For these reasons, in 2002 and 2004, the Government provided a set of guidelines to establish mandatory corporate governing body type school councils in accordance with the Law 22/1999, the Commission and Education Act 20/2003. With the turn of the 21st Century, all Indonesian public schools have implemented SBM.

This study was aimed at examining whether improvements in student achievements have been achieved resulting from the implementation of SBM. The research was conducted in 2007 using both quantitative and qualitative methodologies comprising of an empirical survey with the active participation of 504 respondents who were school council members and semi-structured interviews with 42 participants belonging to all categories of representatives of school councils as well as documentary analyses. The research was conducted at 42 primary schools of Ngada District in the island of Flores.

Data generated from the two phases of the research demonstrate that there have been school improvements and student achievements resulting from the implementation of SBM. SBM policies and programs have created better teaching/learning environments and student achievements. Further, the research suggests that continuous developments and capacity building such as training on school leadership and management, workshops on SBM, and increased funding from governments are needed to affect further improvements in school effectiveness with the implementation of SBM.

CHAPTER ONE

INTRODUCTION

1.1 An Overview of Current Reforms in School-Based Management (SBM)

Public education worldwide has experienced periodic trends where the school management emphasis shifts along a continuum of centralization and decentralization. In this context, many researchers affirm that one of the most significant reforms in the current restructuring of school systems has been the devolution of decision-making authority to school level through a move towards School-Based Management (Gamage, 2008, 2006b, 2003, 1998c; Richardson, 2007; Umansky & Vegas, 2007; Erbes, 2006; Gamage & Zajda, 2005a, 2005b; Gamage & Sooksomchitra, 2004; Zajda, 2004; Briggs & Wohlstetter, 2003; Bardhan, 2002; Stevenson, 2001). More particularly, in the context of Australian movement towards SBM, Gamage (1993a: 134) affirms that since the mid-1970s, the new concept of educational decentralization to regional levels with devolution of power and authority to school level and community participation in school governance has been emerging as a new culture in education systems.

Indeed, research findings demonstrate that through the implementation of SBM, school stakeholders have been empowered in decision-making, leading to create high levels of parental and community participation (Gamage, 2006b, 2003, 1993a; Grauwe, 2005; Briggs & Wohlstetter, 2003; Suwondo, 2002; Stevenson, 2001; Parker & Leithwood, 2000; Chrispeels, Castillo, & Brown, 2000; Sturman, 1989). Some scholars assert that parental and community participation in schools has created more effective schools and improved student achievements (Werf, Creemers, & Guldemon, 2001; Gamage, 1993a). In Indonesian context, for instance, Werf,

Creemers, and Guldenmond (2001: 462) found that parental involvements are related significantly to all kinds of student achievements. They clarify that parental involvement has been the most efficient intervention in improving the quality of education in general and the amount of voluntary work done by parents has a positive effect on academic achievement of students in terms of mathematics and *Bahasa Indonesia* (the official language used as a national means of communication).

Moreover, over the past two decades, scholars found that SBM can empower schools in order to develop a better quality educational process, healthier teaching/learning environments, and improved student outcomes (Gamage, 2008, 2006b, 1998a, 1996a; Caldwell, 2008, 2005; Lam, 2006; Gamage & Zajda, 2005a; Gamage & Sooksomchitra, 2004; Leroy, 2002; Sharpe, 1996; Dimmock, 1993). Gamage (1996a: 21) points out that SBM is primarily concerned with a system of educational decentralization in order to strengthen and empower school communities. In short, the system can empower stakeholders within school communities, increase participation in decision-making, and provide opportunities to share power and authority at the school level through the forum of a school council or board. This has resulted in the creation of healthier teaching/learning environments leading to more efficient and effective schools with quality education (Gamage, 1998a: 313).

However, research in the last ten years has revealed a variety of barriers and challenges to the implementation of SBM. Many researchers report that the barriers include poor resources in schools, lack of professional development on leadership for school leaders, confusion on the part of school councils in relation to new roles and responsibilities, difficulties of coordination, lack of decision-making authority, lack of knowledge, low parental participation, and under funding of education by governments (Grauwe, 2005; Mulyasa, 2004; Gamage & Sooksomchitra, 2004;

Munn, 2000; Schlegel, 2000; Maksymjuk, 2000; Belk, 1998; Hancock, 1998; Oswald, 1995; Herman & Herman, 1993). For example, Schlegel (2000) found that the problems in the North School District of South Central Pennsylvania involved money and time. Insufficient funding had hindered the type of decisions made by the administrators and teachers because the district had limited resources. Similarly, Hancock (1998: 1) states that poor resources are the most common barrier faced by school stakeholders in the Region XII Service Centre, Texas.

It is clear that SBM could provide an alternative model for managing schools in order to achieve autonomy, flexibility, participation, effectiveness, responsiveness, satisfaction, leadership density, productivity and accountability. On the other hand, school stakeholders have confronted problems and challenges in the implementation of SBM. In relation to these considerations and findings, the problems need to be diagnosed in order to explore the contextual barriers appropriately, so that SBM policy can be properly redesigned for implementation. The following section highlights the global trends in SBM.

1.2 Global Trends in School-Based Management

School-Based Management (SBM) has increasingly become a worldwide movement towards autonomy for shared-decision making and a partnership within the school community for the purposes of achieving school improvements (San Antonio & Gamage, 2007b; Cheng & Mok, 2007; Anderson, 2006; Gamage, 2006b, 1996a, 1996d; Caldwell, 2005; Cranston, 2001; Whitty, Power, & Halpin, 1998; Marburger, 1991; Brown, 1990). As a movement, SBM is considered as an effective system for empowering local schools in decision-making by which school stakeholders are given greater power and authority to manage a school. Accordingly, in terms of self-decision making, for instance, the administrators are not the only individuals who are

in charge, but educational specialists, principals, teachers, parents, students, and others who are interested in educational matters are also empowered.

1.2.1 Australia

In the Australian context, education is a constitutional responsibility of the states and territories. This has resulted in creating different education systems with different stages of developments in SBM. In an historical analysis of the community participation in School-Based Governance (SBG), it is evident that the Australian Capital Territory (ACT) played a significant role in the development of the concept of SBM with community participation as currently practiced in many countries around the world (Gamage, 2006a, 1996a; Gamage & Zajda, 2005a). The report on, *An Independent Education Authority for the ACT*, which was released in 1967 by an unofficial committee headed by Sir George Currie, could be viewed as an important milestone on the path to SBM. The report recommended not only the establishment of a representative schools' authority for the ACT but also the formation of school councils/boards, consisting of the principal and representatives of the teachers, parents and community, and in the case of secondary schools, the students.

Decades of research have revealed that school governance with devolving of decision-making authority to school level in the ACT provided greater freedom and autonomy, achieving greater equity among schools as well as creating equality of opportunity for students and flexibility in using school facilities (The ACT Department of Education & Training, 2004; Bush & Gamage, 2001; Abu-Duhou, 1999; Gamage, 1993a). For instance, on the basis of an empirical survey, the ACT Department of Education and Training (2004) reported the overall effectiveness of SBM. The study demonstrates that the major impact of SBM has been the

improvement of local decision-making at the school level and improvements in student outcomes. The report also indicates that SBM policies have led to improved learning environments for students along with giving greater professional development opportunities for staff in key learning areas.

In the State of South Australia, a significant development in SBM occurred with the enactment of the Education Act 1972 (South Australia Department of Education and Children's Services, 2008; Gamage, 1994a). Gamage (1994a: 116) states that it was in 1971 that the Director General of Education (DGE) submitted a memorandum to the Committee of Inquiry, recommending that school councils should be established in all state schools. Subsequently, on the basis of the recommendation of the Committee of Inquiry, the South Australian Education Act was amended in 1972; thus, South Australia becoming the first Australian school system to establish school councils in the form of mandatory, corporate bodies.

Recently, the latest revision of the Education Act 1972, which was released in April 2007, emphasizes the legal basis of South Australian school councils. Part 8 Section 83 (3) of the Education Act provides that a school council:

- is a body corporate with perpetual succession and a common seal;
- has all the powers of a natural person that are capable of being exercised by a body corporate; and
- is not an agency or instrumentality of the Crown.

The role of a governing council is to: (1) set broad directions including school mission, vision, goals, and a set of values that clearly focus on improving student learning; (2) develop broad directional policy statements to facilitate the achievement of the school vision and broad directions; (3) initiate and approve recommendations and strategies which conform with the policies set up by the systemic authorities; (4)

monitor progress including the expenditure of school budget and broad directions and school plans; (5) report progress that occurs with the principal and treasurer who provide data and timely reports that enable the governing council to confidently report to the Minister and community on how well the school is performing (South Australian Department of Education & Children's Service, 2008).

Then, the Education Department mandated that the functions of a school council are to: (1) ascertain the educational needs of the local community and the attitudes of the local community to educational developments within the school and advise the principal on these matters; (2) express to the principal from time to time, its views in relation to the local community's perception of the school; (3) advise the Chief Executive of any improvements that the Council considers are necessary to the accommodation, grounds and equipment of the school; and (4) where the Minister has provided funds, the council determine with the agreement of the principal of the school, the application of those funds (South Australian Department of Education & Children's Services, 2008).

In Victoria, SBM commenced with the enactment of Education (School Council) Act of 1975, while the current stage of implementation is based on Education and Training Reform Act enacted in 2006. The Act has provided objectives, functions, power and authority to the school councils. The objectives of a school council are to: (1) assist in the efficient governance of the school; (2) ensure that its decisions affecting students of the school are made having regard, as a primary consideration, to the best interests of the students at the school; and (3) enhance the educational opportunities of students at the school (Victorian Education & Training Reform Act No.24/2006, Part 2.3, Division 3).

The functions of a school council, are to: (1) establish the broad directions and a vision for the school within the school's community; (2) to arrange for the supply of goods, services, facilities, materials, equipment and other things or matters that are required for the conduct of the school; (3) to raise funds for school related purposes; (4) ensure that all money coming into the hands of the council is expended for proper purposes relating to the school; (5) inform itself and take into account any views of the school community for the purpose of making decisions in regard to the school and the students at the school; and (6) generally stimulate interest in the school within the wider community (Victorian Education & Training Reform Act No.24/2006, Part 2.3, Division 3).

In 1996, Gamage and colleagues found that the Victorian SBM policies have had a positive influence on the teaching/learning environments (Gamage, Sipple & Partridge, 1996: 10). Ten years later, research conducted by Gurr, Drysdale & Mulford (2006) shows that the leadership of principals has created supportive teaching and learning environments in schools, leading to enhance the quality of education for students. With regard to the improvements in student achievements, they point out that all principals in their study were interested in improving student learning outcomes, such as literacy and numeracy, by setting specific goals and continuously raising standards and expectations.

Furthermore, it is necessary to underline that the implementation of SBM in Australia faces certain problems. Chapman (1988) has reported a management crisis at the outset of the implementation of devolution in Victorian school councils. She claims that some principals who lost their legal authority and regulatory powers experienced ambiguity of roles. Even though other principals welcomed the collaboration in decision-making, some Victorian principals claimed that their

councils and teaching staff were inexperienced, incapable, lacked necessary knowledge, and were unprepared. In this case, Gamage (1996b: 63) points out that the implementation of SBM with community participation requires the principals, who were the authority figures in schools and have had total control of school affairs to abdicate their authority and adopt more flexible roles. Thus, it is the principal's role which had to undergo a radical transformation of his/her leadership style to a more collegial style of leadership while maintaining a more open school environment.

1.2.2 New Zealand

Researchers assert that the most dramatic educational change in New Zealand commenced in 1988 when the Government accepted the major recommendations of the Picot Report by enacting the 1989 Education Act replacing the highly centralized and regulated system of administration of schools in New Zealand with SBM (Gamage & Zajda, 2005a; Robinson & Ward, 2005; Whitty, Power, & Halpin, 1998; Caldwell, 1990). The Picot Report called for a transfer of decision-making authority from central government and regional educational boards to the school level (Board of Trustees) along with building partnerships between the teaching staff and school communities, encouraging greater local decision-making, as well as promoting equity and fairness.

Other reform programs were the implementation of a devolution package to schools, involving, staff employment, payment of salaries, determination of salary points, negotiation of industrial agreements, allocation of funds in a way that would most benefit students, and maintenance and improvements to buildings (Gamage & Zajda, 2005a; Robinson & Ward, 2005; Williams, Harold, & Southworth, 1997).

1.2.3 England and Wales

The developments of SBM in England and Wales were based on the Education Reform Act 1988, later revised in 2002 and 2006. The Education Reform Act of 1988 empowered school communities in England and Wales to establish governing bodies comprising of head teachers and governors elected by parents, teachers, and nominees of the Local Education Authorities (LEA). Power and authority were vested in school councils in the areas of school budget, land and other property, employment of teachers and other staff, and even “to do anything which appears to them to be necessary or expedient for the purpose of or in connection with the conduct of the school” (Education Reform Act 1988, Part 1, Chapter 4). Scholars have also reported that governing bodies in England and Wales have been given greater powers to manage their own affairs within clearly defined national frameworks (Ranson, 2008; Bush & Gamage, 2001; Raab, 2000; Gamage, 1996a).

Bush and Gamage (2001: 40) state that the rationale behind the devolution of power and authority in England and Wales was based on the market-led assumptions that parents know what is best for their children and that teachers are more concerned with their own interests than those of the pupils and students. They also clarify that the underpinning assumption of giving authority to school governing bodies is that greater autonomy will lead to improved educational outcomes. For these reasons, the governing bodies in England and Wales have stronger powers and can, in principle, play a significant role in a school’s decision-making and in wider activities (Bush & Gamage, 2001: 40-42)

The research conducted by Rutherford and Jackson (2006) shows that building partnerships for raising standards in the UK schools was one of the major aims of the Labour government. They affirm that a key aim for the government remains the

continuing drive to raise standards in education with an emphasis on collaboration and partnership with others for the benefit of all. In this context, the partnership is seeking the individual school improvements. Other strategy required by the government for the excellence in the schools was by promoting largely autonomous schools that would then compete in the marketplace for students, supported by government grants. In this case, Rutherford and Jackson (2006: 449) state that working in partnerships is not cheap, thus, schools are keen to be involved but need sustainability of funding.

1.2.4 The USA

Scholars affirm that the Chicago model of School-Based Management (SBM) was driven by a coalition of parents and citizens campaigning to establish mandatory corporate body type councils for Chicago schools (Gamage, 2006a; Edge, 2000; Hanson, 1991). They underline that this resulted in enacting the School Reform Act of 1988 by the Chicago, Illinois legislature. The Act mandated that each Chicago public school should have a local school council comprising of eleven voting members: one principal, six parent representatives, two teachers, two community representatives, and in the case of secondary schools, a student representative with no voting rights.

Similarly, a combination of quantitative and qualitative studies by Hess (1999a) involving 14 public schools in Chicago demonstrates that Local School Councils (LSCs) served as the focal points in assuring that critical reform activities that took place in the schools. He found that LSCs have served to facilitate accountability to assure that the principals rethink the school improvement strategies annually and the use of discretionary funds and make those decisions public. He then concludes that the roles of LSCs have ensured that dynamic changes occur in each Chicago school.

Researchers then report that the reforms have contributed to the improvements of teaching and learning, financial and administrative management, professional recruitment standards, and academic performance and school management (Edge, 2000; Wong, 1998). Rodriguez and Slate (2005: 10) state that SBM has become significant since the early 1990s to administrators, teachers, and other stakeholders. They affirm that with sufficient autonomy, flexibility, and ownership of school functions, SBM can provide the needed conditions for achieving multiple goals and maximizing school effectiveness.

Unlike the Chicago SBM model that was mandatory and driven by parents and community members, the Los Angeles SBM model was based on a contract between the United Teachers of Los Angeles (UTLA) and the Board of Education, without involving other school stakeholders (Hanson, 1991). As a consequence, even though genuine power has been devolved to the LSCs, decision-makings are predominantly controlled by the teacher representatives as the LSCs are composed of 50 per cent teachers (Hanson, 1991: 19). Similarly, a survey conducted by Tucker and Slate (2002) indicates that the committees have served as advisory councils to the principals and the ultimate purpose of all decision-making in the schools is to achieve the state's educational goals of equity and excellence for students.

1.2.4 Thailand

Thailand commenced in implementing SBM in the late 1990s. In fact, an empirical survey of 100 primary schools conducted in Thailand by Gamage and Sooksomchitra (2004) shows that the implementation of SBM in such a country faces specific problems, for example, most of the participants expressed uncertainty regarding the roles, responsibilities, and accountabilities of the SBM team members. On the part of the principals, the data from the study revealed that they were facing

new challenges as school leaders, school supervisors, and conflict handlers. The research suggest that the principals need training in school leadership, curriculum design, school planning and strategic development in order to respond to the new challenges.

In addition, Hallinger and Pornkasem (2000) argue that, culturally, Thai people depend too much on orders from higher authorities. As a consequence, it is expected that decisions should be made by those in positions of authority (i.e. Ministry administrators to principals, principals to teachers and parents, teachers to students). Based on the study, the school board members has shown a keen interest in participation but were not sure of their roles, responsibilities, and accountabilities. Most Southeast Asian countries encounter similar problems.

1.3 Developments and Current Trends in Indonesia

1. 3.1 Developments in School-Based Management (SBM)

Indonesia is the largest archipelago in the world, with over 17,000 islands spreading between the continents of Asia and Australia. Among these, approximately 6,000 are inhabited. After China, India, and the United States, Indonesia is the world's fourth most populous country, with a total population of 238.5 million in 2004, up from 205.1 million in 2000 and 147.5 million in 1980 (Indonesian Statistics, 2007; United Nations Population Funds, 2005). It is predicted that the Indonesian total population will increase up to 273.1 million by 2025 (Indonesian Statistic, National Development Planning Board, 2005).

For the purpose of governance, Indonesia is divided into 33 provinces and 439 districts (Departemen Dalam Negeri Republik Indonesia, 2008; The Central Intelligence Agency, 2007; The Jakarta Post, 2007). In the new framework of regional autonomy, authority and responsibilities are transferred to regional

autonomous governments (provinces and districts or city municipalities). Areas of decentralization were enacted in Law No.22/1999, later revised in Law No.32/2004 and Law No.12/2008, including public works, health, education and culture, agriculture, communication, industry and trade, capital investment, environment, land, co-operative and manpower affairs (Article 11). Central government still holds authority in the fields of foreign policies, defence and security, justice, monetary and fiscal policy, religion, national planning and macro national development control, financial balance fund, state administration and state economic institutional systems, human resources development, natural resources utilization, as well as strategic high technology, conservation and national standardization (Article 7).

In terms of the National Formal Education System, it consists of basic education, secondary education, and higher education. The Basic education covers primary schools (six years) and junior secondary schools (three years). The basic education is compulsorily implemented and at the age of seven, children are enrolled. Secondary education can include general secondary education and senior vocational schools. Then, the higher education refers to a level of education after secondary education, including diploma, bachelor, master, and doctorate programs. Prior to the formal education, there is also pre-primary education or kindergarten known as *Taman Kanak-Kanak (TK)* and it is not compulsory. In addition to *TK*, there is an early childhood education, called *Pendidikan Usia Dini* run mostly by private foundations.

In the context of national education system reforms, the implementation of SBM was triggered by the fact that Indonesian educational stakeholders have been struggling with the quality of national education over the past two decades. Therefore, on the basis of a legislative framework enacted in 1999, with Law

No.22/1999 on Regional Governance, education was considered an area for decentralization aimed at encouraging the participation of community members in accommodating local needs.

Furthermore, the Education Act No.20/2003 empowered the local communities by giving opportunities to be involved in developing quality education through planning, supervision, and evaluation of educational programs (Education Act 20/2003, Chapter VI, Article 56). At the district level, responsibilities for education is vested in *Dewan Pendidikan* (Educational Council), which is an independent body at district level comprising of representatives of community members (Education Act No.20/2003, Chapter I, article 24). At the school level, a *Dewan Sekolah* (School Council) has been established with representatives of parents, community members, local authorities, and those with special interests and skills in education (Education Act No.20/2003, Chapter I, article 25).

The Education Law No.20/2003 has required the entire Indonesian public schools system to implement SBM. In view of the fact that both schools and the community members had lack of knowledge and skills for implementing SBM (Mulyasa, 2004; Departemen Pendidikan Nasional, 2001), the central Government issued a set of guidelines in relation to the implementation of SBM in 2004.

1.3.2 The Specific Context of SBM in Flores

Similar to other schools in Indonesia, state primary schools in Flores are supported by the Department of National Education. There are 1,459 primary schools in eight districts of Flores (Departemen Pendidikan Nasional, 2007). Historically, school education development has been long established since 1863 by the Catholic foundations in coordination with parents and local communities (Mali, 2003). Later,

under the Soekarno's government (1945-1965), Education Act No.4/1950 strengthened the participation of parents and community members. On the basis of the Act, associations of parents and teachers were established in all primary schools, known as *Persatuan Orang Tua Murid dan Guru* (POMG). The main responsibility of the POMG was limited to non-instructional matters such as school buildings and school finances, while authority in terms of teaching/learning was vested in school staff (Education Act No.4/1950, Chapter 78, Article 4).

During the period 1970s to 1990s, POMGs were substituted by the *Badan Pembantu Penyelenggara Pendidikan* (BP3). The authority and responsibility of the BP3 was limited to supporting school finances. Authority with regard to deployment and development of staff, curriculum, textbooks, and school facilities were the responsibility of central government, while responsibility in building maintenance and renovations were devolved to district governments (Government Regulation No. 28/1990, Chapter VI, Article 9). On the basis of this regulation, principal was given responsibility in terms of teaching/learning operations in the school, school administration, staff training, and school facilities maintenance. Since 2002, Flores primary schools have implemented SBM. The implementation of SBM in three districts (Ngada, Ende, and Sikka) has been guided by SBM advisors from the Australian Agency of International Development (AusAID) and Indonesian advisors.

Since the implementation of SBM, every state primary school has established a school council. Depending on the school size, the total numbers of school council members vary between schools from 9 to 23. A school council comprises of the principal and representatives of teachers, parents, local government, local communities, and alumni. The community representatives include women

representatives, religious leaders, businessmen, and other representatives who are involved in the Basic Education programs such as NTT-PEP advisors.

With regard to the process of school council formation, the schools are given the opportunity to develop a school council in a democratic manner. However, central government proposed a mechanism for this process. First, a school needs to form a committee. This committee should comprise of a minimum of five members comprising of educational practitioners, i.e. principal and the representatives of teachers, parents, educational foundations, and community (NGOs, local authority, a public figure, religious leaders, and businessmen).

Then, the committee should prepare and facilitate the election of school council members. At this stage, the committee should take the following steps:

- 1) informing community members about the need to form a school council;
- 2) determining the criterion for the election of school council members and identifying candidates based on the inspiration of the community;
- 3) selecting candidates based on the community's aspirations;
- 4) announcing the names of candidates to the community;
- 5) arranging names of the selected school council members;
- 6) facilitating election of council executives, standing committees, and members; and
- 7) reporting the membership of the elected school council to the principal.

1.4 Identification of the Research Problem

Mandating the implementation of SBM in Indonesia has become a starting point for improving the quality of national education and student achievements (Bengoteku & Heyward, 2007; Departemen Pendidikan Nasional, 2004, 2002, 2001; Ministry of National Education, 2002).

Given the circumstances, it became necessary to investigate the implementation of SBM at the regional level to find out whether SBM with devolution of power and authority to school level has resulted in school improvements and student achievements. Moreover, this study examined the problems and challenges confronting the implementation of SBM and remedial strategies and support needed.

1.5 The Purpose and Specific Objectives of the Study

The main purpose of this study was to investigate whether Primary Schools in Flores, in which SBM has been implemented with the guidance of Indonesian and Australian advisors, have achieved the intended empowerment in school decision-making which results in school improvements and student achievements. The specific objectives were to:

- a. Identify the power and authority of the school councils as perceived by the members on the current structures of school councils;
- b. Identify whether there have been improvements in student achievements resulting from the implementation of SBM;
- c. Analyse the challenges and problems hampering the implementation of SBM and seek remedial strategies; and
- d. Examine how the school principals and council members cope with the new challenges and identify the types of assistance and/or support required.

1.6 Key Research Questions

In order to achieve the specific objectives set within the main purpose of this study, an attempt was made to find the answers to the following key research questions:

- a. What are the perceptions of the school council members in relation to the power and authority vested in school councils?
- b. Have there been improvements in the student achievements as a result of the implementation of SBM?
- c. What are the major problems and issues confronting the implementation of SBM and what are the remedial measures that should be taken in the context of primary schools in Flores?
- d. How do the principals and council members cope with the new challenges and what types of assistance and/or support needed to be extended to them?

1.7 Research Methodology and Sample

The research methodology in this study included both quantitative and qualitative dimensions of research, comprising of an extensive empirical survey followed by semi-structured interviews as well as relevant documentary analyses. For the purposes of empirical survey, the questionnaire developed by Gamage (1996a) was adapted with appropriate modification on the basis of an extensive review of literature and in consultation with academic specialists. The questionnaire was then refined further with a trial after the approval by the Human Research Ethics Committee of the University of Newcastle and again refined and finalized after a pilot study.

Furthermore, random-sampling technique was chosen for the purpose of quantitative data collection procedure. A sample of 42 schools was then randomly selected from 287 schools coming within the purview of the Department of National Education. The schools have been guided by the Australian and Indonesian educational experts in the areas of SBM, school leadership, and teaching methodology. With respect to sample size for quantitative analysis, 675

questionnaires were delivered to 42 schools. Seventy-five percent of the questionnaires were returned (N = 504). The data gathered from the survey were then analysed using the SPSS software package.

In addition to the empirical survey, 42 interviews were conducted with the stakeholders along with the examination of relevant documents to seek clarifications and additional information on the issues raised at the empirical survey. Non-random purposive sampling technique was used to select participants who consented to involve in the interviews, including different categories of school council members (principals, teachers, parents, local community, and local government). For the purpose of the qualitative data analyses, NVivo software package was used.

1.8 Theoretical Framework for the Study

This study employed the theoretical framework formulated by Gamage (2006a; 1996b), who has defined SBM as a pragmatic approach to a formal alteration of the bureaucratic model of school administration with a more democratic structure. This framework includes a form of decentralization which identifies the individual school as the primary unit of improvement relying on the redistribution of decision-making authority through which improvements in schools are stimulated and sustained. Gamage (1996a) has also proposed a revised theory of SBM by devising seven assumptions which are the basis of a more realistic application of SBM. The first assumption is that a school council shall consist of all relevant stakeholders such as the principal or the head teacher and the representatives of staff (both teaching and non-teaching), parents, local community, and in the case of secondary schools, students. The representatives of the staff, parents, and students are expected to be elected by the relevant constituencies, whereas the community representatives are to be nominated by the other elected members and the school leader.

The second assumption is that the devolution or transfer of both authority and responsibility needs to be affected by a legislative enactment. This approach shall transform the former advisory body to a democratic governing body. The third assumption is the heavy reliance on the voluntary participation of parents, community, and student representatives in the process of policy formulation in governing the school. It is believed that the school stakeholders are motivated and dedicated in developing quality schools because of the genuine transfer of authority and responsibility to governing bodies.

The fourth assumption is that the lay councillors, with appropriate induction and training, will acquire sufficient knowledge to function as equal partners. The knowledge and experience of the lay-members who come from fields other than education are relevant and useful to the educational enterprise in order that the needs of contemporary schools are met. The fifth assumption is that because of de-zoning, the schools need to function in an interesting and effective mode that can improve the image of the school in a similar way to the business reputation of a private/public enterprise. Such an image will help attract high levels of school enrolments.

The sixth assumption is that SBM would be cost effective because the ownership of the policies and the higher levels of commitment lead to minimization of costs and better utilization of limited resources. More resources would also be available as a result of minimizing the size of the educational bureaucracy, as well as higher-levels of resources coming from the school community.

The last assumption is that stricter controls are needed to be enforced by the centre in ensuring accountability for the finances placed at the disposal of the school in conformity with the Ministerial/Departmental Guidelines relating to the operation of school councils. The principal is made accountable to the governing body and

through it to the state's education authorities, as well as to the school community. Submission of regular progress reports to the governing body and annual reports to other relevant authorities and the school community are required.

1.9 The Significance of the Study

The study could be a very significant one in the absence of similar studies in the Indonesian context. The findings could be helpful in informing the practitioners, the local and national authorities and all those interested in school education on how SBM with devolution of power and authority to school level decision-makers contributes in school improvements and student achievements, as well as problems and challenges confronted by school leaders in the implementation of SBM. Accordingly, educational stakeholders and practitioners are likely to benefit from the findings of this study in the following ways:

- a. School leaders will be able to use the findings as a source of information on SBM, leadership, and managerial practices.
- b. The local and national government authorities will be able to use the findings in identifying the problems and issues confronted when implementing SBM in order to reform, redesign, and formulate relevant policies to tackle the problems.
- c. The findings of this study could also be helpful in guiding the school council members to develop their schools, based on more appropriate SBM policies.
- d. The lessons learned throughout the implementation of SBM in Flores community can also be applied to similar contexts in other Indonesian islands.
- e. Finally, findings of this study will be a significant addition to the existing stock of knowledge and understanding of SBM for the Association of South East Asian Nations (ASEAN) school systems, in particular, and other systems in general.

1.10 Limitation of the Study

The findings of this study are specific to the context of Flores, Indonesia. The possibility for the general applicability of the findings is limited by the scope, the sample, and the cultural context of this study. Accordingly, even though there could be common features, the findings may not have general applicability to other systems.

1.11 Definition of Key Terms

Primary schools in this study refer only to primary schools in Ngada District of Flores. The Department of National Education controls and provides financial support to the schools. Between 2002 and 2008, the Nusa Tenggara Timur Primary Education Partnership (NTT-PEP/AusAID) has guided the schools in implementing effective SBM.

School councils in this study refer to mandatory governing body type school councils operating in primary schools within three large districts of Flores, Indonesia. A school council is an independent body established to provide advice, directions and support on issues relating to personnel, facilities and equipment, and to monitor a unit of education at the school level (Education Act No.20/2003).

School-Based Management is a pragmatic approach to a formal alteration of the bureaucratic model of school administration with a more democratic structure. It identifies the individual school as the primary unit of improvement relying on the redistribution of decision-making authority through which improvements in a school are stimulated and sustained (Gamage, 1996a).

Student achievements in this study refer to both academic (school examinations and assessments) and non-academic (religious life, sports, arts, skills appropriate to school environment such as agricultural skills, weaving skills, and simple technology).

Empowerment means giving authority to others (The Oxford English Dictionary). Empowerment is also the process of enabling organizational members to act freely within known boundaries to attain agreed results (Applegarth & Posner, 1997). In this study, empowerment refers to devolution of power and authority to school councils for decision-making.

Flores is an island within the Republic of Indonesia. It consists of 8 districts and 46 sub-districts. In 2005, this island had a total population of 1.7 million (Departemen Dalam Negeri, 2008; Pemerintah Kabupaten Lembata, 2008; UU No.2/2007). For the purpose of this study, the pilot study was conducted in two districts (Manggarai Barat and Manggarai) and the main research was conducted in Ngada District.

1.12 Scheme of the Study

The first chapter of the thesis presents an overview of the study including the aspects discussed here in. The second chapter provides a comprehensive review of related literature on School-Based Management (SBM) with particular reference to the Association of South East Asian Countries (ASEAN) and other important school systems which influenced the development of SBM in Indonesia. Chapter three describes the research methodology, research design and samples, as well as the major reasons for applying particular research methodologies. Both data collection and analysis procedures are also explained in this chapter. Chapter four presents the analysis of quantitative data from the empirical survey, followed by discussions and interpretation of the findings. Chapter five presents the analysis of qualitative data and discussions thereon. Chapter six provides a triangulation of the quantitative and qualitative data leading to the conclusions, implications and recommendations of the study.

CHAPTER TWO

REVIEW OF LITERATURE

2.1 Chapter Overview

The purpose of this chapter is to provide a review of literature on school reforms focusing primarily on the theoretical concepts and global practices of School-Based Management (SBM). For this purpose, the chapter is divided into five major sections. The first section reviews the theoretical concepts and characteristics of decentralization, with an emphasis on decentralized education systems through delegation and devolution of power and authority. The second section reviews relevant literature on school effectiveness and improvements. The third section examines the relevant concepts and revised theory of effective SBM.

The fourth section is on the global developments towards SBM, particularly in Australia, New Zealand, the UK (England and Wales), the USA, Hong Kong, Thailand, and Indonesia. The next section provides research findings with regard to the links between SBM and high levels of parental and community participation, school culture changes, and partnership through participatory decision-making, followed by examination of current research findings on the contribution of SBM on improvements in teaching/learning environments and student achievements. Lastly, the chapter presents the literature on the relationship between SBM and school leadership with particular reference to the impact of SBM on role changing of school leaders as well as their leadership styles for the purpose of enhancing student achievements, followed by a brief conclusion.

2.2 Decentralization and Delegation

Attempts to strike a right balance between centralization and decentralization of educational provisions has become one of the most significant policy issues in

current education reforms (Gamage, 2008, 2006a, 1996a, 1993a; Ranson, 2008; Bangay, 2005; Gamage & Zajda, 2005b; Hawkins, 2000; Caldwell, 1998d, 1990). In particular, Gamage (1996a) asserts that any comprehensive examination of SBM is incomplete unless the underlying tensions associated with decentralization and centralization which has occurred roughly at the same time is considered together. This can lead to the perception that ultimate aim of decentralization in educational policy issues was to develop an effective teaching and learning environment. It was believed that it is likely to improve academic performance and enhance student outcomes.

Hanson (1998: 2) simply defines decentralization as “the transfer of decision-making authority, responsibility, and tasks from higher to lower organization levels or between organizations”. He categorizes three basic types of decentralization, namely, de-concentration, delegation and devolution. De-concentration typically involves the transfer of tasks and work, but not authority, to other units in the organization. Delegation involves the transfer of decision-making authority from higher to lower level hierarchical units, but that authority can be withdrawn at the discretion of the delegating unit. Devolution refers to the transfer of authority to an autonomous unit that can act independently, or a unit that can act without first asking permission.

However, some scholars affirm that the concept of decentralization, delegation and devolution can be considered as different stages of the development in the same continuum (Gamage, 2006a; Gamage & Zajda, 2005b). They clarify that similar to the concept of democracy, there are no ideal or absolute models of decentralization. It is a matter of degree. Any model of decentralization involves certain elements of centralization. Devolution or transfer of power and authority to the decentralized unit, enabling it to operate as an effective entity in performing certain duties and functions,

can be considered as the next logical step for delegation of authority. The devolution can be to the state, provincial, regional, or institutional levels.

In the context of public school reforms through SBM, decentralization and delegation of authority occurs at the school level, which empower the school community to perform most of the functions performed earlier by the centre, region or the district and to take responsibility and be accountable for those particular functions (Gamage, 2006a, 1996a; Gamage & Zajda, 2005b; Ainley & McKenzie, 2000; Sharpe, 1996; Herman & Herman, 1993; David, 1989). It is believed that the teachers, school administrators, parents and local community who are the closest to the children, are the best placed, to determine the strategies that meet the needs of their particular students. For these reasons, the concept of community participation and partnership in SBM became a major theme in school reforms of several education systems, including Australia, New Zealand, the UK, the USA and this concept became an international phenomenon in the late 1990s (Gamage, 1998a, 1998b).

Furthermore, Gamage (1996a: 7) affirms that delegation and decentralization can also be considered as related concepts. He clarifies that both terms primarily refer to the distribution of formal decision-making authority within an organization. Delegation occurs when a person in authority assigns certain duties and/or decision-making authority to a subordinate. For example, a principal delegates the imposition of minor disciplinary punishments to her/his deputy principal but she or he would be required to obtain principal's approval for the imposition of a major punishment. It is clear that the process of delegation from a higher authority to a subordinate has two distinct aspects: assigning duties and granting decision-making authority.

On the other hand, decentralization represents an organization-wide commitment to delegation. The movement to decentralization occurs when the

delegation of authority takes place throughout the whole organization, especially when it expands to different locations requiring control from a distance. In other words, when the top-level authority assigns formal authority or empowers the organizational sub-units to make operational decisions, decentralization occurs. However, the higher authority usually formulates a mechanism of control and is responsible for the actions of lower level officers or sub-units.

2.3 Devolution

Gamage (2006a: 22) affirms that devolution means a relationship between authorities working at different levels and involves the transfer of authority to perform certain duties and functions by a superior authority to a subordinate or lower level authority. In the political context, the most common example of the principle of devolution is found between the state government and the local government. This occurs, when a state government, for reasons of efficiency and economy, transfers by an Act of State Parliament, the authority and responsibility for the performance of certain duties and functions to local bodies within the state. In such a situation, the local bodies upon which duties and functions are devolved use their own discretion as to the best means of discharging such functions and responsibilities. However, it is usual for the state authorities to set out certain standards and norms in rendering the services in question.

In the school context, Gamage (1994a: 114) points out that it is desirable that devolution have a legislative basis in order to provide a more permanent administrative structure. He highlights that devolution of power to schools has occurred concurrently with the establishment of school councils and if SBM is to be effective, the devolution of adequate decision-making authority to the school level would be a prerequisite. This approval is aimed at increasing the power and influence

of the school stakeholders and encouraging their participation and commitment, which lead to achieve greater innovation, higher morale, greater commitment and productivity.

Furthermore, improving educational outcomes for students would be achieved by increasing the range of decision-making and resource management at the school level. In this case, Kuehn (1996) claims that devolution results in increased student achievements, which happens through more flexible curriculum offerings tailored to the needs of students in a particular school. It is expected that devolution will contribute to greater innovation, higher morale, greater commitment and productivity.

Research findings also show that devolution can increase the level of responsiveness, partnership, and empowerment of relevant school stakeholders which in turn, improves student outcomes, encourages participation of parents and local community and contributes to the development of ownership, commitment, autonomy, and flexibility towards implementing better quality education (Whitty, 2008; Gamage, 2006a, 2003, 1998a, 1998b, 1996a, 1993a; Gamage & Zajda, 2005b; O'Neil, 1995; Wohlstetter, 1995). Moreover, the principal and the school are more accountable to the local community, and in turn, schools tend to be more open-minded, more responsive to parents, more in touch with community concerns, and become much closer, develop cooperative working relationships between staff, parents, and students (O'Neil, 1995, Gamage, 1990). The principals then play more public roles and interact with people in the wider community, thus increasing efficiency, effectiveness, and productivity (Gamage, 1996a, 1996b; Delaney, 1997).

2.4 School Effectiveness and School Improvement Reforms

The effective schools research and developments have evolved from the *Coleman Report* of 1966. The findings of the Report demonstrated how schools had

little effect on student achievements, while family background was considered important for the student achievements (Cuban 1984; Austin, 1979; Coleman, 1966). Following this report, many researchers in the 1970s and early 1980s intensively conducted similar studies and reacted sharply to the report (Cuban, 1984; Edmonds, 1979, Scott & Walberg, 1979; Austin, 1979). Meanwhile, sustainable studies have been conducted to develop effective schools for achieving better student outcomes (Houtveen, Grift & Creemers, 2004; Werf, Creemers & Guldemon, 2001; Purkey & Smith, 1985, 1983; Gamage, 1998a, 1996a), as well as to find the relationship between school effectiveness and school improvement (Sun, Creemers & Jong, 2007; Leithwood, Jantzi, & Hopkins, 2006; Luyten, Visscher, & Witziers, 2005; Houtveen, Grift, & Creemers, 2004; Clark, Lotto, & Astuto, 1984).

In contrast to the Coleman's report, Edmonds (1979: 20) argues that school behaviour is critical in determining the quality of education, while a pupil's family background neither causes nor precludes elementary school instructional effectiveness. He goes on to explain that the school effectiveness study required each school to eliminate the relationship between successful performance and family background. Further, on the basis of his research on instructionally effective schools in Detroit and review of previous studies involving effective schools in New York, California, and Michigan, he concludes that school factors predominantly contribute towards the creation of instructionally effective schools, namely, (1) strong administrative leadership; (2) high level expectations in student achievements; (3) an orderly but not oppressive school climate; (4) a focus on pupil acquisition of basic school skills; (5) conducive atmosphere to the instructional process; and (6) means of students' progress monitoring; and (7) resources that can be focused on the fundamental learning objectives of the school.

However, Scott and Walberg (1979) argue that schools must provide quality instruction to poor children, but the home and the individual student are also important factors. They then affirm that the student, the school, and the home are the most productive factors to bring changes to greater learning. In particular, Austin (1979: 14) suggests that an effective school that can promote student outcomes need to provide a positive school climate that stimulates ideas and facilitate the exchange of ideas with colleagues. Teachers must have opportunities to work together over time to achieve common objectives.

Then, on the basis of a meta analytic study on school effectiveness, Purkey and Smith (1983: 443-445) conclude that two major factors which make schools more effective for the purposes of improving academic achievement are school organization and school culture. The school organization factors, among others, are: (1) School-Based Management; (2) Instructional leadership; (3) Curriculum articulation and organization; (4) School-wide staff development programs; (5) Parental involvement and support; and (6) District (systemic) support. The school culture factors refer to sustaining the characteristics of a productive school culture, including: (1) Collaborative planning and collegial relationship; (2) Sense of community; (3) Clear goals and high expectations commonly shared; and (4) Order and discipline. These four variables are considered dynamic for the schools in providing a positive atmosphere, leading to increased student achievements.

Similarly, for the purpose of seeking the perceptions of school communities on factors which most help schools to be effective, Townsend (1997) conducted a comparative study between the USA and Australian schools. The study employed an empirical survey involving a total of 1000 respondents, 427 from Victoria and 573 from the United States. The respondents comprised of 12% principals, 34.9%

teachers, 31.8% parents, and 21.3% students. Townsend (1997: 324) concludes that the most important factors for the development of an effective school are: elements with regard to the processes developed with the total school environment: 'clear school goals', positive motivational strategies', 'safe and orderly environment', and 'positive school climate'. Similarly, some studies in California, in the USA and Wales in UK affirm that one of the major characteristics of effective schools is the clarity of their mission, vision, and strategic plans for school improvement and student achievements (Smith & Piele, 2006; Ranson, Farrell, Peim, & Smith, 2005; Davies, 2003; Hallinger & Murphy, 1986).

2.5 Revised Theoretical Concepts in School-Based Management

School-Based Management (SBM) is a worldwide education reform strategy that appears under various terms – *site-based management*, *site-based decision making*, *school-based decision making*, and *shared decision making*. However, even though these terms represent the widespread education reform agenda, they vary slightly in meaning, particularly to the extent whether authority and responsibility are devolved to school councils or whether the councils are mandatory or voluntary and advisory or governing bodies.

Based on research conducted in Victoria, the ACT and NSW, and other countries, Gamage (1996b: 65) defines SBM as a pragmatic approach to a formal alteration of the bureaucratic model of school administration with a more democratic structure. It identifies the individual school as the primary unit of improvement relying on the redistribution of decision-making authority through which improvements in a school are stimulated and sustained. In this context, the focus on facilitating improvements in the individual school as the key to successful educational reform strategies has a good deal of public appeal and other research support (Gamage

& Zajda, 2005a; Gamage, 2003, 1998b; Whitty, Power, & Halpin, 1998; Cheng, 1996; Odden & Wohlstetter, 1995; Herman & Herman, 1993; David, 1989).

Marburger (1991: 25-26) considers SBM as an approach in which decisions that are traditionally made by a superintendent are now being made by the school council comprising of the principal, teachers, parents, citizens, and the students. Likewise, Anderson (2006: 223) defines SBM as “the shifting of decision-making authority from the district office to individual schools.” Many scholars also affirm that the movement towards SBM is often assumed as the approach to serve students better by improving the school practices in meeting the diverse expectations of the stakeholders in a changing environment towards increasing student performance and achievements (Cheng & Mok, 2007; Anderson, 2006; Caldwell, 2005; Gamage & Zajda, 2005a; Gamage & Sookshomchitra, 2004; Muijs and Harris, et. al, 2004; Sheldon & Voorhis, 2004; Blank, 2004; Gamage, 1998b, 1994b).

Gamage (1996a: 21-22) has proposed a revised theory of SBM based on twenty years of experience in the Australian SBM systems. In the revised theory, he has devised seven assumptions, on which to base a more realistic application of SBM. The first assumption is that a school council shall consist of all relevant stakeholders such as the principal or the head teacher and the representatives of staff (both teaching and non-teaching), parents, local community, and in the case of secondary schools, students. The representatives of the staff, parents, and students are expected to be elected by the relevant constituencies, whereas the community representatives are to be nominated by the other elected members and the school leader.

The second assumption is that the devolution or transfer of both authority and responsibility needs to be affected by a legislative enactment. This approach will transform the former advisory body to a democratic governing body. The third

assumption is the heavy reliance on the voluntary participation of the parents, community, and student representatives in the process of policy formulation in governing the school. It is believed that the school stakeholders are motivated and dedicated to developing quality schools because of the genuine transfer of authority and responsibility.

The fourth assumption is that the lay councillors, with appropriate induction and training, will acquire sufficient knowledge to function as equal partners. The knowledge and experience of the lay-members who come from fields other than education are relevant and useful to the educational enterprise in order that the needs of contemporary schools are met. The fifth assumption is that because of de-zoning, the schools need to function in an interesting and effective mode that can improve the image of the school in a similar way to the business reputation of a private/public enterprise. Such an image will help attract high levels of school enrolments.

The sixth assumption is that SBM would be cost effective because the ownership of the policies and higher levels of commitment leads to minimization of costs and better utilization of limited resources. More resources would also be available as a result of minimizing the size of the educational bureaucracy, as well as drawing on previously untapped resources from the school community.

The last assumption is that stricter control needs to be enforced by the centre to ensure accountability for the finances placed at the disposal of the school in conformity with the Ministerial/Departmental Guidelines relating to the operation of school councils. The principal is made accountable to the governing body and through it to the state's education authorities, as well as to the school community. Submissions of regular progress reports to the governing body and annual reports to other relevant authorities and the school community are required.

2.6 Global Developments in School-Based Management (SBM)

Models of SBM have become largely accepted as a major reform initiative both in developed nations including Australia, New Zealand, the UK, the USA and developing countries such as Indonesia, Hong Kong, and Thailand. This section examines the literature and research findings with regard to the global practices in SBM.

2.6.1 Australia

Gamage (1994a, 1992) states that the Australian education system from its inception in 1789 showed tendencies for centralization and bureaucratic forms of school management. However, since the mid 1970s, some of the Australian systems took the initiative in moving towards a new concept of decentralization of education to regional levels with devolution of significant power and authority to school level with community participation in school governance (Gamage, 1993a). Other researchers also affirm that in response to having greater democracy, efficiency, and accountability, the Australian public education structures have undergone major reconstruction by creating partnerships between school and community while devolving authority in decision-making to school governing bodies aimed primarily to achieve better teaching and learning (Gamage, 2003, 1996a, 1993a; Sharpe, 1996; Connors & McMorow, 1990). As education is a state responsibility in Australian education systems, SBM has been administered at state levels which are discussed in more detail in the following sub-sections.

2.6.1.1 Victoria

The structure of educational administration in Victoria established under the Act of 1872 resulted in a highly centralized education system until the 1960s, in

which all key functions, both professional and managerial, were under the control of officers of the Education Department, located in Melbourne (Abu-Duhou, 1999; Gamage, 1996a; Chapman, 1988). They clarify that as a consequence, school leaders acted as agents of the Department implementing policies and decisions made by officials in the central office. Moreover, the Government's policies until the mid-1960s led the central authorities, regional directorates, and school leaders to share the total decision-making arena.

However, since the 1970s, a trend towards a decentralized system of school governance with an emphasis on a clear shift of operational decision-making authority to the school as well as building partnerships between school, parents, and community have developed in Victoria (Gamage & Zajda, 2005a; Gamage, 1998b, 1996a; Abu-Duhou, 1999; Chapman, 1988). Gamage (1996a: 36) reveals that with the enactment of the Education School Councils Act of 1975 and the establishment of school councils as mandatory corporate governing bodies in 1976, Victoria followed the move towards SBM. The Act (Section 14, article 1) empowered a school council to:

- advice the principal and staff on general educational policy;
- have general oversight on buildings and grounds;
- make any recommendation on improvements to buildings and grounds;
- provide for cleaning and sanitary services;
- determine the expenditure of funds; and
- help providing accommodation for teachers (Education School Councils of 1975, cited in Gamage & Zajda, 2005a: 40).

Similarly, Chapman (1988: 430) states that the enactment of the Education (School Councils) Act in 1975 provided the devolution of authority from the bureaucracy of the Education Department to the school communities. Gamage (1994a:

117) reveals that in 1983, the Victorian Education Act was amended to transfer more genuine authority to school councils, including school budget decisions, determination of the general education policy of each school, and selection of the principal and deputy principal.

In 1993, the “Schools of the Future” (SOF) reforms package was introduced with the authority for schools to select their own staff and control 90% of the school budget along with the requirement for schools to submit annual reports subject to triennial reviews for external validation (Gamage & Zajda, 2005a: 41). Following the results of SOF program and subsequent developments, many researchers then argue that while all states and territories have varied in their approaches in terms of the process of change and the development of devolution programs, Victoria is currently implementing the most devolved system resulting in the improvements of student outcomes (Gamage, 2006b; Abu-Duhou, 1999; Sharpe, 1996; Chapman, 1988). For instance, Abu-Duhou (1999: 68) claims that the Victorian SBM model through the SOF programs represent one of the most comprehensive strategies at school decentralization for higher student performance attempted by anywhere in the world. He points out that the SOF programs focusing on the concept of schooling quality outcomes can only be assured when decision-making takes place at the school level.

In 2006, Victorian Government enacted the Education and Training Reform Act on school councils, providing objectives, functions, and power to the school councils. On the basis of the Act, the objectives of a school council are to: (1) assist in the efficient governance of the school; (2) ensure that its decisions affecting students of the school are made having regard to the best interests of students at the school; (3) enhance the educational opportunities of students at the school (Victorian

Education & Training Reform Act No.24/2006 Division 3). The functions of a school council are to:

- establish the broad direction and vision of the school within the school's community;
- to arrange for the supply of goods, services, facilities, materials, equipment and other things or matters that are required for the conduct of the school;
- raise funds for school related purposes; (3) ensure that all money coming into the hands of the council is expended for proper purposes relating to the school;
- inform itself and take into account any views of the school community for the purpose of making decisions in regard to the school and the students at the school; and
- generally stimulate interest in the school in the wider community.

Then, for the purpose of meeting its objectives and for performing its duties, a school council is empowered to: (1) enter into contracts, agreements or arrangements; (2) establish trusts and act as trustee of them; (3) do any other thing that is necessary or convenient to be done for, or in connection with, meeting its objectives or performing its functions or duties. The councils are also vested with power and authority to either employ or terminate teachers and other staff in schools (Victorian Education & Training Reform Act No.24/2006 Division 3).

Researchers report that the Victorian SBM policies have had positive influence on the teaching learning environments (Gamage, Sipple, & Partridge, 1996: 10). They report that the majority of the respondents (91%) perceived the composition of school council as good, very good or excellent, while 93% believed that the overall functioning of the councils were either good, very good or excellent. Ten years later, research conducted by Gurr, Drysdale, & Mulford (2006) shows that

the leadership of principals has created supportive teaching and learning environments in schools, leading to enhance the quality of education for students. With regard to the improvements in student achievements, they point out that all principals in their study were interested in improving student learning outcomes, such as literacy and numeracy, by setting specific goals and continuously raising standards and expectations.

2.6.1.2 Australian Capital Territory (ACT)

In a historical analysis of the community participation in School-Based Governance (SBG), it is evident that the ACT played a significant role in the development of the concept of SBM with community participation as currently implemented in many countries (Gamage, 2007, 2006a; Gamage & Zajda, 2005a). They affirm that in the mid-1960s, citizens of the ACT were highly frustrated with the type of education provided through the bureaucratic model imposed by the New South Wales (NSW) Department of Education in managing schools. This frustration led to the search for an alternative model of school management that involve parental and community participation in developing a better education system.

The community initiatives were then followed up by holding a public seminar that involved all those affected and interested in children's education. In this context, Gamage (2006a: 5) reports that the resolutions adopted at the seminar resulted in the establishment of a working party, headed by Sir George Currie. The working party released a report on *An Independent Education Authority for ACT* in 1967, which could be considered as an important milestone on the path to community participation in SBM across the world (Gamage & Zajda, 2005a; Gamage, 1993a). The report recommended the formation of school councils at the individual schools which were

to be comprised of the principal (ex-officio), representatives of the parents, teachers, and community, and in the case of secondary schools, students.

However, being an unofficial citizen initiative, the interest groups of the working party initiated a public debate supported by print media to lobby the governmental support (Gamage, 2006a: 6). In the meantime, the Interim Report of newly established Australian Schools Commission (ASC) threw its enthusiastic support for the implementation of SBM by stating that schools have much to gain from the community participation in school programs (Karmel, 1973, cited in Gamage & Zajda, 2005a: 38). Prompted by the report and an official report commissioned by the Federal Government, the Minister for Education established an ACT Schools Authority, to take over the ACT schools to be effective from 1974. The Schools Authority then directed the establishment of school councils in all public schools in the ACT. Later, with the enactment of the ACT Schools Authority Ordinance of 1976, the school councils were transformed into mandatory, corporate governing bodies, which were empowered to:

- determine the educational policies;
- assess the needs for buildings, facilities, equipment, funds, teachers, and other staff;
- determine the expenditure of funds; and
- make recommendations on the usage of buildings, facilities, and equipment for purposes other than school purposes (Gamage & Zajda, 2005a; Abu-Duhou, 1999; Gamage, 1996a).

With regard to the SBM developments, the ACT Department of Education & Training (2004) affirms that since 1997, SBM has seen the devolution of greater resources and administrative responsibilities to ACT public schools than they

previously held. In this context, the SBM reforms in 1997 were referred officially by the Department as *Enhanced SBM*. A key feature of the *Enhanced SBM* has been the opportunity for schools to manage a wide range of services, such as utilities, maintenance, cleaning and communication from within an overall SBM budget allocation. The schools have also been given greater responsibility in deciding staffing profile, including the interchange of teaching and non-teaching points and even the interchange of staffing points and cash.

Since the introduction of *Enhanced SBM* in 1997, four reviews have been undertaken, namely, (1) *Review of Schools' Funding Trends from 1996 to 1998* (August, 1999); (2) *School-Based Management: Progress Report by the School Resources Group* (July 2000); (3) *Resource Management in ACT Government Schools* (November 2002); and (4) *Report on Evaluation of School-Based Management* (June 2004). The first three reviews addressed the need for improved financial and operational planning, improved financial reporting and accountability measures such as performance indicator, and greater emphasis on training and support.

The fourth review was about the overall SBM effectiveness in the ACT government schools on the basis of documentary analyses, interviews, and empirical survey involving principals, office managers/registrars and school council members. The findings have demonstrated that SBM has improved local decision-making at the school level, teaching/learning environments, and student outcomes. Over half of the respondents believed that SBM had led to improved learning environments for students and almost half of them agreed that SBM has contributed to improved educational outcomes for students. Another 20% of the principals have indicated that SBM has had a slight effect in these areas (The ACT Department of Education & Training, 2004: 25).

Similarly, some researchers found that school governance with devolving decision-making authority to school level enabled the ACT to provide greater freedom and autonomy, achieving greater equity among schools as well as creating equality of opportunity for students and flexibility in using school facilities (Gamage, 2007; Bush & Gamage, 2001; Abu-Duhou, 1999). Abu-Duhou (1999: 4) states that the devolution programs in the ACT have given schools the flexibility to direct funds to their areas of greatest priority and need, leading to improved educational outcomes for students and more effective schooling.

More recently in December 2006, the ACT Parliamentary Counsel released the amendment of Education Act 2004. Accordingly, current implementation of SBM is based on the Education Act 2004. On the basis of the Act, the functions of the school board of a government school are to:

- establish strategic direction and priorities for the school;
- monitor and review school performance and to report on it to the chief executive, parents of students at the school and staff;
- develop, maintain and review curriculum for the school; develop and review education policies at the school;
- establish budgetary policies for the school and approve the school budget;
- establish policies for the efficient and effective use of school assets and the management of financial risk;
- develop relationship between the school and the community and between the school and community organisations;
- make recommendations to the chief executive on issues affecting the school;
- encourage parent participation in their children's learning; and

- exercise any other function given to the board under this Act or any other Territory law (The ACT Education Act 2004, last Amendment December 2006, Part 3.4).

Moreover, according to the Act, the school board of a government school should consist of:

- the principal of the school;
- 1 member (the *appointed member*) appointed by the chief executive as the appointed member;
- 2 members (the *staff members*) elected by staff of the school and appointed by the chief executive;
- 3 members (the *parents and citizens members*) elected by the parents and citizens association of the school and appointed by the chief executive;
- The members (the *board appointed members*) (if any) appointed by the board for a term (not longer than 12 months); and
- for a school prescribed under the regulations – 2 members (the *student members*) elected by the students at the school and appointed by the chief executive.

2.6.1.3 South Australia

Gamage (1994a: 116) explains that in 1971, the Director General of Education (DGE), in a memorandum to the Committee of Inquiry headed by Peter Karmel recommended the establishment of school councils in state schools. The Karmel Committee, who investigated the South Australian Education System, released its report in 1971 recommending the establishment of school councils with fairly extensive powers (Gamage, 1996a: 31). He clarifies that on the basis of this

recommendation, the South Australian Education Act was amended in 1972, leading to the establishment of school councils in the form of mandatory, corporate bodies.

The legislation enacted provided that a council should be a body corporate with perpetual succession and a common seal, capable of holding and dealing with real and personal property, acquiring and incurring any other legal rights or obligations, and capable of suing and being sued, and have such powers, authorities, duties, and obligations as may be conferred, imposed or prescribed by or under the Education Act (Gamage & Zajda, 2005a: 39).

The Keeves Committee of Inquiry of 1981 recommended the gradual and planned extension of the policy of decentralization and devolution with a view to providing the schools greater freedom and autonomy. Accordingly, some of the DGE's authority was delegated to the principals and councils. To make this authority fully effective, the schools were given block grants to cover expenditure on equipment, grounds and teaching materials. However, Gamage (1994a: 118) reveals that even though the devolved system was a little more costly, the quality of decision making in relation to schools was both quicker and markedly superior to a centralized system. Thus, South Australia has become the first Australian state to implement the reform in education by involving community participation in school governance.

The latest version of Education Act 1972, which was released on 1 April 2007, strengthened a legal basis for the South Australian school councils. Part 8 Section 83 of the Act provided that each school council:

- (a) is a body corporate with perpetual succession and a common seal;
- (b) is to operate under a constitution approved by the Minister;
- (c) is to consist of members as prescribed by the Minister;
- (d) has the functions prescribed by or under this Act or its constitution;

- (e) has, subject to this Act and its constitution, all the powers of a natural person that are capable of being exercised by a body corporate; and
- (f) is not an agency or instrumentality of the Crown.

The Act placed limitations on the power and authority of a school council for any specific duties and responsibilities. However, the South Australian Department of Education & Children's Services (2008) stipulates that the role of governing council is to: (a) set broad directions including school's vision, mission, goals, and a set of values that clearly focus on improving student learning; (b) develop a broad directional policy statements to facilitate the achievement of the school vision and broad direction; (c) initiate and approve recommendations and strategies which are in conformity with policies set up by the systemic authorities; (d) monitor progress including the expenditure of school budget and broad directions and school plans; and (e) report progress that occurs with the principal and treasurer who provide data and timely reports that enable the governing council to confidently report to the Minister and community on how well the school is performing.

Then, the functions of a school council are to: (a) ascertain the educational needs of the local community and the attitude of the local community to educational developments within the school and advise the principal on these matters; (b) express to the principal from time to time, its views in relation to the local community's perception of the school; (c) advise the Chief Executive of any improvements that the council considers are necessary to the accommodation, grounds and equipment of the school; and (d) where the Minister has provided funds to the council to determine with the agreement of the principal of the school, the application of those funds (South Australian Department of Education & Children's Services, 2008).

2.6.1.4 Queensland

The government school system in Queensland, like those in other Australian states, has moved towards decentralized education policies through School-Based Management (SBM). Lingard, Hayes, and Mills (2000: 16) report that developments in relation to SBM have been associated with a number of central reports and documents, namely *Focus on Schools* (1990), *Leading Schools* (1997), and *Future Directions for School-Based Management in Queensland State Schools* (1998). They clarify that the *Focus on Schools* Report accommodated a commitment to equity, effectiveness, participation, responsiveness, public accountability, service orientation, encouragement of teacher professionalism, the valuing of people and a vision for the future. Queensland Department of Education (cited in Lingard, Hayes, & Mills, 2000: 17) has stated:

Theoretically, school-based decision-making affords opportunity for schools to provide a better and more appropriate education for students. Such devolution of power has the potential to reduce alienation from schools, increase job satisfaction of employees, promote direct participation of all relevant groups, and raise community understanding. There is now a consensus view that, wherever possible, decisions should be made by those who have access to the best local information, who are responsible for implementing policies, and who have to bear the consequences of the decisions.

Furthermore, the developments in current Queensland School-Based Management (SBM) are based on Education Act 2006. On the basis of the Act, the establishment and operation of a school council is primarily aimed at improving student learning outcomes as well as guiding the broad strategic direction of the State schools for which it is established (Queensland Education Act 2006, Chapter 6, Part 1, article 78). Further, each school council is required to:

- Monitor the school's strategic direction;
- Approve: (a) plans and policies of the school of a strategic nature; or (b) other

documents affecting strategic matters, including the annual estimate of revenue and expenditure for the school.

- Monitor the implementation of the plans, policies and other documents affecting strategic matters; and
- Advise the school's principal about strategic matters.

Despite the above functions, a school council does not have power and authority to: (a) interfere with the management by the school's principal of the day-to-day operations of the school and its curriculum; (b) make operational decisions about the use of teaching or learning resources at the school; (c) make decisions about the individual teaching style used, or to be used, at the school; (d) make a decision that is contrary to law or a written policy of the department; (e) control funds; (f) enter into contracts; and (g) acquire, hold or dispose of property (Queensland Education Act 2006, Chapter 6, Part 3, Article 81, 82).

Scholars have conducted research on how SBM policies and practices in Queensland are associated with enhanced student outcomes (Queensland Department of Education, Training & the Arts, 2008; Nobbs, 2006). The Queensland Education Department commissioned a longitudinal study to be conducted by researchers from the School of Education, the University of Queensland from 1998 to 2000. The study, the Queensland School Reform Longitudinal Study (QSRLS) was aimed at investigating possible relationships between school-based management practices and enhanced student outcomes, both academic and social. For the purpose of the study, data resources were collected from 24 schools, including 11 primary schools, 1 P-10, and 12 secondary schools. Senior non-teaching and supervisory staff were then interviewed, while teachers were involved in completing questionnaires. Key findings of the study demonstrate that levels of intellectual demand and social support both

have significant links with improved productive performance in schools and, hence, with improved student outcomes.

Similarly, Nobbs (2006) focused his PhD dissertation on the relationship between School-Based Management (SBM), student outcomes, and school performance. The major goal of the study was to identify the conditions that exist in self-managed schools which facilitate improved student outcomes and school performance. For the purpose of the study, qualitative case studies were conducted in four Queensland primary schools. On the basis of the qualitative data, the study indicated that the relationship between SBM, student outcomes, and school performance were dependent on the presence of several conditions within SBM schools, including: (1) comprehensive understanding of the powers available within a school-based management; (2) the capacity of the school to implement school-based management in terms of contextual issues such as the size of the school, workforce experience and competency, and geographical location; (3) the requirement of the controlling authority to delegate key powers and resources such as staffing, facilities management and total school budgeting; and (4) school-based processes for managing changes and school improvements. He then concludes that SBM is considered to be a possible means in improving student outcomes and school performance.

2.6.1.5 New South Wales (NSW)

In tracing the historical developments of the education system of New South Wales (NSW), Gamage (2007: 12) states that in 1973, NSW Department of Education released a discussion paper that was designed to open a public debate on community participation and decentralization of NSW schools system. In the same time, a Working Party was appointed comprising of all relevant stakeholders and its report recommended the establishment of representative school councils. However, the

recommendation was rejected by the NSW Teachers Federation (NSWTF), Principals Association and the NSW Federation of Parents and Citizens Associations. A decade later in 1983, the second Working Party was established. It proposed that the Minister should enact legislation that would outline the power and authority of the school councils. Again, the NSWTF maintained its opposition to community participation, resulted in not implementing the SBM reforms.

In 1988, the Minister of Education commissioned a business consultant to review the functions and responsibilities of his Ministry. The report recommended that the school principals should be encouraged to establish school councils with community representation but with no teacher representation (Scott, 1989, cited in Gamage, 2007: 12). The final report of the review released in 1990 provided further details regarding school councils with representatives of parents, teachers, ancillary staff, and community and for secondary schools, the students with the principal as an ex-officio member. As concerns were raised on the inclusion of only one teacher representative, the Minister agreed to include the president of the local Parents and Citizens Association (P & CA) and have up to three teacher representatives.

The advisory school councils in NSW are considered as one way to increase parental and community participation (NSW Department of Education and Training, 2008; Boylan & Bittar, 2001). The NSW Department of Education and Training, DET (2008) describe a council as follows:

A school council is the group responsible for setting the goals and the directions that a school will take in the future. It plays an important role in making sure that the whole community is involved in all the important decisions made by the school.

A school council is responsible for: (1) working out what the school needs and what are the most important matters the school should focus on; (2) assessing the

school's financial needs; (3) giving the principal advice on many matters such as how well the school is reporting the students' achievements to parents or about the welfare of the students in the school (NSW, DET, 2008).

However, school councils have minimal functions in NSW (Pang, 2008; NSW DET, 2008; Gamage, 2002b; Boylan & Bittar, 2001). A school council does not have decision-making authority in terms of teaching learning programs as stated below:

The school council does not employ staff and has no power to hire or fire teachers or other members of the school staff. The school council is not responsible for managing the school or choosing the teaching and learning programs taught in the school. The teaching and learning programs are the responsibility of the principal and the teachers (NSW DET, 2008)

Boylan and Bittar (2001: 5) affirm that the establishment of school councils began slowly and in some schools was met with resistance, and even by 1998, a number of school councils had dissolved or were in recess due to numerous changes to the organisational structure of the Department and changes in key personnel. Similarly, a comparative study of the models of SBM in New South Wales and Hong Kong, Gamage (2002b: 61) states that with regard to the empowerment of school councils, the NSW Government policy did not go beyond the delegation of authority to school principals, leaving the councils voluntary, advisory bodies with no authority of their own. He also noted that in response to his inquiry from the Director General of Education, it was confirmed that the system does not expect the school councils to make managerial decisions.

More recently, some researchers have compared the effectiveness of SBM in NSW and Victoria. On the basis of both quantitative and qualitative methodologies with a sample of 150 NSW and 100 Victorian schools and semi-structured interviews with 41 participants from all categories of school stakeholders, Ible (2007) found that school councils in Victoria were significantly more effective when compared to NSW.

In terms of decision-making authority, Pang (2008: 27) affirms that in contrast to Victoria, where school council can determine education policies, oversee school budget, and make recommendation on the appointment of principal, New South Wales school councils has only minimum functions.

2.6.1.6 Western Australia

Research findings in the mid-1990s have shown that even though Western Australia has undertaken SBM since the late 1980s for the purpose of school improvement, it had little effect on classroom practices at the school level (Cavanagh & Dellar, 1995; Dellar, 1995). For instance, Cavanagh & Dellar (1995: 8) found that the goals of education system restructuring in Western Australia have not been realized and the school changes have not fully occurred due to the lack of understanding by policymakers and senior administrators about the complex nature of schooling. An empirical survey and documentary analysis conducted by Dellar (1995) demonstrated that SBM structures and procedures had little effect on improved teaching and learning. Other findings of the study indicate that the teachers did not perceive that SBM contributed positively to their schools' educational programs.

The implementation of School-Based Management (SBM) in Western Australia is based on the School Education Act 1999. According to the Act, all government schools were required to establish school councils to promote parental and community participation. The membership of a council is to be drawn from (1) parents; (2) community members; (3) school staff; (4) students, but no student under 18 years of age can be a member of an incorporated council. The principal is automatically a member of the council, but can only be a member of the council in his

or her capacity as the principal. Parents and community members must form the majority of members of a council (School Education Act 1999, Part 3, Division 8).

On the basis of the School Education Act, the school councils are empowered to:

- Take part in (a) establishing and reviewing from time to time the school's objectives, priorities, and general policy directions; (b) planning financial arrangements necessary to fund those objectives, priorities, and directions; and (c) evaluate the school's performance in achieving its objectives, priorities, and policies;
- Promote the school in the community;
- Take part in formulating codes of conduct for students at the school; and
- Determine, in consultation with students, their parents and staff of the school, a dress code for students when they are attending or representing the school.

However, the council can not: (1) intervene in the educational instruction of students; (2) exercise authority over teaching staff or other persons employed at the school; and (3) intervene in the management or operation of a school fund. In this context, the School Accountability Framework issued by the Western Australia Department of Education (2008) states that whilst a school council has no role in the day to day management of the school, it is the forum for the school community to have input into the direction of the school. The school council then needs to involve in the planning phase and the principal and school staff are responsible for the operational planning. For the purpose of school accountability, the school plan must contain the school's objectives, priorities, and major initiatives, and the measures to be used in evaluating progress. The evaluation measures need to provide school community members with relevant and meaningful information. In turn, these

measures enable the school council to regularly review the progress towards achievement of the school's objectives and the information gathered using the measures is reported in the annual School Report (Western Australia Department of Education, 2008).

2.6.2 New Zealand

Some academics and researchers assert that the most dramatic educational change in New Zealand commenced in 1988 when the government accepted the major recommendations of the Picot Report by enacting the 1989 Education Act replacing the highly centralized and regulated system of administration of schools in New Zealand with SBM (Gamage & Zajda, 2005a; Robinson & Ward, 2005; Whitty, Power, & Halpin, 1998; Caldwell, 1990). They clarify that the Picot Report called for a transfer of decision-making authority from central government and regional educational boards to the school level (Board of Trustees) along with building partnerships between the teaching staff and school communities, encouraging greater local decision-making, promoting equity and fairness. Other reform programs including the implementation of a devolution package to schools, involving, staff employment, payment of salaries, determination of salary points, negotiation of industrial agreements, allocation of funds in a way that would most benefit students, and maintenance and improvements to buildings were also implemented (Gamage & Zajda, 2005a; Robinson & Ward, 2005; Williams, Harold, Robertson, & Southworth, 1997).

The primary goal of the implementation of SBM in New Zealand was to achieve systemic efficiency, increase local community involvement, and even to provide consumer choice. Each school is now governed by a Board of Trustees, comprising of the principal, staff representatives and elected parent representatives,

one of whom acts as the chair of the board (Gamage & Zajda, 2005a; Robinson & Ward, 2005). Further, the school board has complete discretion to control the effective management of the school as it sees fit, including the hiring and appraisal of the school principal who is the Board's chief executive. Accordingly, the school principals are expected to have four key areas of responsibility, namely, facilitating governance, corporate planning, educational leadership, and managerial services.

In order that the school goals can be achieved, particularly in terms of power sharing and empowerment of others, the principals are required to achieve a new level of professional conduct expertise. Gamage and Zajda (2005a: 46) acknowledge that a three-year study by Cusack in 1993 suggested that the new professional expectations of a school required a shift in the mind-set towards power sharing and an empowerment of others to achieve the school goals. The increased public scrutiny of school performance resulted in a new level of professional conduct expertise for principals. Therefore, every three years, the review agency places each school under review in order to ascertain how well a school is achieving the national and local aims and objectives set out in their individual charters. This also focuses on the principal's role in achieving the national and local educational aspirations.

Gamage and Zajda (2005a: 46) claim that even though the reforms were radical and extensive, four years later, it was abundantly clear that the new system was there to stay and the principles of self-management were clearly established. Murdoch and Puton (1993, cited in Gamage & Zajda, 2005a: 46), have stated that even though pitfalls and problems were evident, SBM has many advantages over the bureaucratic control of the past with the accountability for devolved authority. Within the new SBM model, institutional leaders are being seen in a new light with their positions becoming much more influential, powerful and responsible.

Bennet (1994, cited in Gamage & Zajda, 2005a: 46) refers to the increased workloads of the principals, which leaves them feeling 'stretched and pressured', suggesting that many principals were frustrated because all the extra effort had not resulted in positive outcomes within the teaching/learning environments. However, it has been revealed that no one wants to go back to the old system or argue against the changes. The shock of change has diminished and principals have recognized the challenges facing them to move the system forward, resulting in the emergence of the principal as the key person in the creation of a more efficient and effective education system.

It is clear when the responsibility is devolved to the school level with a high degree of autonomy, the stakeholders are prepared to be accountable as required by the systemic authorities. The four-year longitudinal study on the enhancement of accountability requirements for appraisal of schools undertaken by Piggot-Irvine (2003) has addressed the concerns on increased accountability with the 1996 Draft National Guidelines for Performance Management in Schools (DNGPMS). The study asserts that the assumed negative impacts cannot be supported from the appraisal. However, with the exception of some areas of inconsistent adoption and mixed reception, it is suggested that the imposition of the accountability framework has had a positive impact on almost all aspects of the schools system.

2.6.3 The United Kingdom (England and Wales)

Researchers in the last two decades report that the governance of education in the UK has been strengthened by the 1988 Education Reform Act (ERA) and 1992 Education (Schools) Act (Levacic, 2008; Ranson, 2008; Strain & Simkins, 2008; Whitty, 2008; Caldwell, 2008; Moore, George, & Halpin, 2002; Gamage, 1996a; Vincent, 1993; Chapman, 1990). For instance, Chapman (1990: 10) affirms that the

development of School-Based Management in the United Kingdom, in England and Wales in particular, was redefined by the implementation of the Thatcher Government policies. She points out that the Education Act enacted in 1988 and implemented in England and Wales provided autonomy, power, and accountability to education.

Some reforms included in the Act were (1) a national core curriculum and provision for national testing and reporting; (2) control over school budgets to be given to governing bodies and principals of all secondary schools within five years; (3) increasing parental choice by fostering diversity and increasing access; (4) allowing state schools to opt out of Local Education Authority (LEA) control on a majority vote of parents, with grants from the national government being made directly to the school. Levacic (2008: 221) affirms that in 2006, the term Local Education Authority (LEA) was discontinued as a symbolization of the relocation of power and authority over the years either to the schools or the Department for Education and Skills (DfES).

With the control of budget being devolved to schools, generally described as local financial management (LFM) or local management of schools (LMS), the initiative followed successful trials. Caldwell (1990) asserts that the devolution of authority and responsibility to schools created greater responsiveness. In turn, the effects of policies resulted in the local authorities having less power. Local authority had also been weakening when the changes were applied, particularly because of the shift in budget responsibility to the school level, including wider powers with respect to staff.

Scholars have also reported that school governing bodies in England and Wales have been given greater powers to manage their own affairs within clearly defined national frameworks (Bush & Gamage, 2001; Raab, 2000). They clarify that

the power has been typically devolved to school level governing bodies, comprising of the representatives of relevant stakeholders, while operational management is devolved to the principal. They claim that the transfer of powers to governing bodies can be viewed as a willingness to empower parents and business interests. This model emphasizes the necessity to prioritise the needs of “consumers” rather than the interests of ‘producers’.

Bush and Gamage (2001: 40) state that the rationale behind the devolution of power in England and Wales was based on the market-led assumptions that parents know what is best for their children and that teachers are more concerned with their own interests than those of the pupils and students. They also clarify that the underpinning assumption of giving authority to school governing bodies is that greater autonomy will lead to improved educational outcomes. For these reasons, it is reported that parents have had increased representation on governing boards since 1999 especially in England and Wales (Bush & Gamage, 2001: 40-42). They indicate that the governing bodies in England and Wales have stronger powers and can, in principle, play a significant role in a school’s decision-making and in wider activities.

Moreover, Munn (2000: 99) confirms that the primary goal of the education legislation was to motivate schools to be more responsive to ‘consumers’, in particular parents’ demands. He insists that there are two ways to implement this goal in practice, particularly in the context of England and Wales. Firstly, emphasis should be on the individual parent choice, by giving them the right to choose the school that their children will attend. Provision to this effect was made in the Education Act of 1988 for England and Wales. Thus, as school funding depends on pupil numbers, it was anticipated that schools would be responsive to parental concerns rather than risk declining enrolments and closure. Secondly, in addition to parental choice, there is

provision for parental voice in a collective manner. School governing boards are the mechanisms by which collective efforts could be organized.

Other research conducted by Rutherford and Jackson (2006) shows that building partnerships for raising standards in the UK schools was one of the major aims of the Labour government. They affirm that a key aim for the government remains the continuing drive to raise standards in education with an emphasis on collaboration and partnership with others for the benefit of all. In this context, they underline that the partnership is seeking the individual school's improvements. Other strategy required by the government for the excellence in schools was by promoting largely autonomous schools that would then compete in the marketplace for students, supported by government grants. In this case, Rutherford and Jackson (2006: 449) state that working in partnerships is not cheap, thus, schools are keen to be involved but need sustainability of funding.

Furthermore, Ranson, Farrell, Peim, and Smith (2005) conducted a national study in Wales on how school governance contributes to school improvement. The aims of the study were to describe and understand the different patterns of practices in governance and to analyse which practices contribute to school improvement. They conclude that there is a relationship between the practices of governance and the improvement of schools. In this context, when school governors through their networks help local authorities to understand the needs of the school more adequately and thus achieve a fairer distribution of resources, they add value to the school by enhancing its resources and learning opportunities. Additional resources allow a school to employ more teachers and offer a more extensive curriculum and thus opportunities for learning, or to acquire more books and equipment that enrich the environment and experience of learning. Then, the governing body is able to represent

different school communities taking into account the diverse learning needs of pupils in the teaching strategies and schemes of work.

Ranson, et, al. (2005: 314) clarifies that stronger performing primary schools appear to be associated with school governing bodies that have developed more vigorous practices of scrutiny, accountability, and strategy. Less performing primary schools are associated with weaker practices of governance, perhaps only having developed their governors as a discussion forum or the head and staff perceiving the value of their governors merely as a consultative sounding board.

2.6.4 The Developments in SBM in the USA

Scholars report that policy makers, professional organizations, and academics in the USA encouraged public school systems in the 1980s to delegate decision-making authority from state and district systems to local school sites (Ortiz & Ogawa, 2000; Hess, 1999b; Williams, Harold, Robertson, & Southworth, 1997; Ogawa & White, 1994). They claim that decentralizing decision-making authority from state educational agencies and school districts to local school sites has become one of the solutions in improving the quality of America's public schools. They then affirm that the shift has been recommended in the belief that organizations will perform better if those who must implement and are affected by programs and decisions have a greater voice in decision making.

However, some researchers acknowledge that in reality, with the exception of a few places such as Chicago, the main responsibility for education in the USA still rests with the states, which, in turn, have vested extensive decision-making responsibilities in local school boards (Ortiz & Ogawa, 2000; Abu-Duhou, 1999; Williams, et al., 1997; Gamage, 1996a). In particular, Abu-Duhou (1999: 46) clarifies that responsibility for public education is being vested in the states, while the

responsibility for the delivery of educational services are being placed with local governments in all states except Hawaii. Moreover, in view of the fact that the school districts are considered autonomous political subdivisions, they have power to raise money by taxes for operating schools, to pass bond issues for the construction of school buildings, and to issue laws and regulations in guiding the schools' directions (Abu-Duhou, 1999: 46).

In the context of the American historical developments in public school reforms, some researchers link the nation's SBM movement to the Coleman Report (1966), A Nation at Risk Report (1983), and No Child Left Behind by 2020 (NCLB) Act (2002). The Coleman Report highlighted that student achievements depended mainly on social factors and home background of the child, rather than school characteristics and programs (Smith & Hoy, 2007; Abu-Duhou, 1999; Cuban 1984; Austin, 1979; Coleman, 1966). It took about a decade until educational researchers began systematically to challenge the Coleman's conclusions. In the late 1970s and early 1980s, several scholars opposed the conclusions and promoted school effectiveness research (Cuban, 1984; Purkey & Smith, 1983; Edmonds, 1979, Scott & Walberg, 1979; Austin, 1979). In this case, other researchers assert that the effective school movement sponsored the achievement of academic excellence resulted in allocating increased funds for schools and even priority was given to school improvement processes (Smith & Hoy, 2007; Abu-Duhou, 1999; Gamage, 1996a).

Then, the report on *A Nation at Risk* by the National Commission on Excellence in Education (NCEE, 1983) opened the eyes of many Americans to the low academic achievement of students (Abu-Duhou, 1999; Gamage, 1996a; National Commission on Excellence, 1983). More particularly, the findings of the report demonstrated that student achievements including reading and arithmetic had been

declining for two decades (Abu-Duhou, 1999: 46). He affirms that the report resulted in the transfer of authority relating to budget, staffing, and instruction from the district offices to representative bodies comprising of administrators, teachers, parents, and local community at the school. Later, the No Child Left Behind by 2020 (NCLB) Act, which was signed into law in January 2002, is arguably the most important piece of US educational legislation over the past 30 years (Smith, 2005). The Act was primarily aimed at ensuring accountability, equality, and student learning outcomes in schools, along with providing parental choice in public schools (US Department of Education, 2008; Guskey, 2007; Illinois State Board of Education, 2005; Smith, 2005).

In the current situation, the public school reforms are characterized by the establishment of Charter Schools - individual schools which are *de facto* SBM (see for example, US Department of Education, 2008; Abu-Duhou, 1999; Gamage, 1996a). An effective charter school is characterized by several elements: (1) begins with a mission and stays mission-driven; (2) school stakeholders should understand what the school stands for and believes in its vision; (3) each school engages parents as real partners; (4) each school fosters a culture that is highly collegial and focused on continuous improvement; and (5) each effective charter school has a strong accountability system, not just to please its authorizers but also its "clients," the parents (US Department of Education, 2008). In reality, a study conducted by Gawlik (2007) indicated that although charter school legislation has provided significant autonomy for teachers, the school-based initiatives that have been under way reveal that the autonomy is not always present.

However, even though widespread models of School-Based Management (SBM) or as popularly referred to as Site-Based Management are under way in the

USA, it varies between states and school districts. For the purposes of this study, SBM models implemented in Chicago, California, and Texas are examined.

2.6.4.1 Chicago, Illinois

Some scholars affirm that the Chicago model of SBM was driven by a coalition of parents and citizens campaigning to establish mandatory corporate body type councils for Chicago schools (Gamage, 2006a; Edge, 2000; Hanson, 1991, 1990). They underline that this resulted in enacting the School Reform Act of 1988 by the Chicago, Illinois legislature. The Act mandated that each Chicago public school should have a local school council comprising of eleven voting members comprising of the principal, six parent representatives; two teacher representatives, two community representatives, and in the case of secondary schools, a student representative with no voting rights. Thus, decision-making authority was devolved to the Local School Councils (LSCs), with the power and authority to:

- select the school's principal;
- renew the principal's contract;
- evaluation of the principal's performance;
- approval of school budget;
- approval of the School Improvement Plan for Advancing Academic Achievement (SIPAAA);
- monitoring the implementation of SIP and the budget;
- helping to choose texts and curricular materials; and
- recommend new teacher appointments (Department of Chicago Public Schools, 2008; Gamage & Zajda, 2005a; Edge, 2000; Hess, 1999b; Hanson, 1991).

With regard to the success of the devolution Chicago SBM model, some researchers assert that the decision-making authority devolved to the LSCs was significant, particularly in view of the fact that each council has the authority to hire and fire the principal on the basis of a four-year performance contract (Gamage & Zajda, 2005a; Hanson, 1991). However, Edge (2000: 1) found that after seven years, there was little evidence that the 1988 Reform Act had made a radical impact on schooling quality, management efficiency, and student achievements. As a result, the Chicago School Reform Amendatory Act was enacted in 1995, aimed at creating a more efficient system that would support increased student learning outcomes.

Researchers then report that the reforms have contributed to the improvements of teaching and learning, financial and administrative management, professional recruitment standards, and academic performance and school management (Edge, 2000; Hess, 1999a, 1999b; Wong, 1998; Hanson, 1991). For instance, Leithwood and Manzi (1998) found that SBM contributed to increase both commitment and improve the morale of teachers by participating in school decision-making, as well as resulting in greater collaborative working environments in schools. Hess (1999b: 221) points out that student achievements did improve. He clarifies that these results were considered important because previous research on SBM has reported no significant student achievement gains associated with SBM efforts.

Current research findings also affirm that SBM have resulted in enhancing school performance (Shatkin & Gershberg, 2007; Rodriguez & Slate, 2005). For instance, Rodriguez and Slate (2005: 10) concluded that SBM had become significant since the early 1990s to administrators, teachers, and other stakeholders. They affirm that with sufficient autonomy, flexibility, and ownership of school functions, SBM can provide the needed conditions for achieving multiple goals and maximizing

school effectiveness. Similarly, on the basis of case studies involving school-site council members including parents and community representatives in Chicago, Kentucky, Hawaii, and El Paso, Shatkin and Gershberg (2007: 1) found that improvements in school performance occurred when parents were given meaningful decision-making authority in schools; nongovernmental organizations provide training and advocacy for parents; and principals actively facilitating parent involvement.

2.6.4.2 Los Angeles

Unlike the Chicago SBM model that was mandatory and driven by parents and community members, the Los Angeles SBM model was on the basis of a contract between the United Teachers of Los Angeles (UTLA) and the Los Angeles Unified School District (LAUSD) (Hanson, 1991). Abu-Duhou (1999: 50) categorizes the Los Angeles Model of SBM into two-stage incremental processes. The first stage refers to shared decision-making remaining in the Local School Councils (LSCs). The membership of LSCs was to vary from six to sixteen, depending on the size of the school. One half of the membership was comprised of the principal, parents, community members, a non teaching staff member, and in the case of secondary schools, a student. The other half consisted of the president of the local teachers' union or the United Teachers of Los Angeles (UTLA) and teachers elected by the school faculty. The principal and the local union president were to co-chair the council meetings.

As the LSCs had the main objectives of improving the functioning of the school, devolution of authority and responsibility were vested in the LSCs, including: (1) staff development and training; (2) staff discipline codes; (3) scheduling school activities; (4) use of school equipment; (5) control over specific budget items such as

instructional materials, lottery funds, state textbooks, and school incentive funds (Gamage & Zajda, 2005a; Abu-Duhou, 1999). However, in terms of the process of decision-making, Hanson (1991: 19) argues that even though genuine power has been devolved to the LSCs, decision-making is predominantly controlled by the teacher representatives.

Furthermore, the Los Angeles SBM development was moved to the second stage when the LSCs have to obtain the approval of the central council, comprising of 24 members to include seven representatives of parents and community members, five members appointed by the superintendent, and 12 members appointed by the teachers' union (Abu-Duhou, 1999: 51). In this context, the central council maintains the balance of power. The power and authority of the council are to evaluate and approve the SBM plans and proposals submitted to it by the LSCs. The council is also empowered to provide training developments for the LSCs members enabling them in carrying out their roles and distribution of information as well as studying and recommending more effective operational methods. In turn, the LSCs could have a high degree of opportunity in setting its own directions on administrative and academic issues if approved only by the central council.

2.6.4.3 Texas

In 1991, in a study involving 15 schools in Texas has shown that efforts in developing collaborative decision-making and School-Based Management (SBM) were not accomplished quickly and easily. Obstacles were found, including time constraints of teachers and vague expectations and definitions of SBM (Rutherford, 1991).

Tucker and Slate (2002) state that the Texas Education Agency has directed the school committees to be involved in decision-making. On the basis of their research involving 630 elementary school principals, they explain that the ultimate purpose of all decision-making in the school was to achieve the state's educational goals of equity and excellence for students. The study indicated that the committees have served as advisory councils to the principals. The shared-decision-making committee was to include parents, teachers, administrators, and community representatives. They also found that the respondents had made decisions in schools, including: (1) establishing criteria for hiring and firing teachers; (2) selecting textbooks and other instructional material; (3) setting curricular guidelines and standards; (4) establishing policies and practices for grading and student evaluation; (5) deciding how school discretionary funds will be spent; and (6) planning professional development.

2.6.5 Hong Kong

In 1991, in keeping with the school management initiative (SMI) undertaken by the Hong Kong Education Department, public schools system moved towards SBM (Pang, 2008; Gamage & Pang, 2006; Lam, 2006; Dowson, Bodycott, Walker, & Coniam, 2003; Cheng & Cheung, 2003; Gamage, 2002b; Cheng & Chan, 2000; Abu-Duhou, 1999). Gamage (2002b: 59) affirms that the main purpose of SMI was to introduce SBM and encourage the participation of teachers, parents, and the community in school administration. Later in 1997, the government required all Hong Kong public schools to implement SBM by 2000. Thus, it was only by 2000 that all public schools implemented SBM (Lam, 2006; Yu, 2005).

According to SMI Report (1991, cited in Gamage, 1996a: 61) recommended the following to remedy the situation and improve school effectiveness:

- The Departmental controls in aided sector should be changed to that of support and advice with clear-cut responsibilities and accountabilities;
- Roles relating to delivery of education be defined more clearly;
- Every school management committee (SMC) be required to draw up a constitution including aims and objectives of the school and procedures and practices by which the school is to be managed;
- Clarify the legal and contractual role of the sponsoring body clearly;
- Review the role of supervisor and principal in relation to SMC;
- Allow the participation of teachers, principals, parents, and students within SMI framework;
- Allocation of block grants to schools, with authority to determine its own spending pattern within central guidelines;
- Allowing flexibility to schools in raising additional funds including levying a student fee on top of the government grants;
- Requiring every public sector school (government and aided) to produce an annual report; and
- Preparation of an annual school profile based on previous year's activities, detailing performances in a number of key areas.

In 2004, the Hong Kong Education and Manpower Bureau (2004) clarify the major purposes of the implementation of SBM were to: (1) ensure the quality of teaching and learning; (2) enhance transparency and accountability of school governance; and (3) promote quality education. Dowson, Bodycott, Walker, & Coniam (2003) report that the reforms packages included: school-based curriculum development, school development planning, increased teacher and parent involvement

in decision-making, the formation of school councils and delegation of budgeting and human resources management.

Lam (2006: 172) affirms that changes have been affected in learning attitudes and habits, learning processes, teaching strategies, and changing roles of school principals since the implementation of SBM in Hong Kong in September 2000. With regards to the changing role of the principals, he asserts that the roles of principals in new millennium have changed. Traditionally, principals played fixed roles and had certain recognized status, power, and authority. In contrast, their roles and responsibilities under SBM are not as straightforward as previously. In this case, there has been a paradigm shift in school leadership practices and decision-making has become a participative activity shared among various school constituents, including teachers, parents, and members of the school management committee (SMC).

Cheng & Cheung (2003) conducted a large-scale cross-sectional study to investigate the relationship between SBM and school performance. It involved 2,477 teachers in 82 public schools. On the basis of Pearson correlation test, the study indicated that the implementation of SBM was associated with school performance in terms of organizational effectiveness, culture and higher teacher participation in decision-making. The schools were also perceived as effective in adaptation, flexibility, and productivity. This study implies that SBM has resulted in school effectiveness.

On the basis of a qualitative case study involving six teachers from two secondary SBM schools, Lam (2006: 184) confirms that all the teachers in the study affirmed that under SBM, decision-making had become a participatory activity, shared among school stakeholders and the roles of principals and senior teachers had changed. He then suggests that the principals and teachers need to trust one another,

work collaboratively in an effective manner, and need to develop their own unique culture.

2.6.6 Thailand

Similar to other South East Asian countries in the mid and late 1990s, Thailand was also confronted by the Asian financial crisis, which affected social and economic conditions throughout the country. In response to these and the need to improve extensive nationwide quality education, the National Education Act was enacted in 1999, not just for the purpose of improving the country's competitiveness in the face of globalisation, but also for enhancing quality of human resources (ONEC, 2007; Gamage & Sooksomchitra, 2004; Nenyod, 2002). In particular, chapter 5, section 39 of the Act provided for decentralization of power from Government to schools in the areas of educational administration and management regarding academic matters, budget, personnel and general affairs administration. Moreover, section 40 of the Education Act also required schools to establish a board, comprising of the representatives of parents, teachers, community, local administration organizations, alumni, and scholars (Office of the National Education Commission or ONEC, 2007).

At the school level, each Thai school is required to elect a school board as the mandatory, corporate governing body. The school board members vary from one school to another, comprising 7-15 members, depending on the size of the school. The membership of a school board comprises of representatives of the parents, teachers, local community, local government institutions and alumni with not more than two from each category, together with not more than four special interest representatives and the principal. Currently, a school board is empowered to:

- approve the policy, plans, and budget of the school;
- promote academic matters and the development of teachers and educational personnel;
- mobilize resources for education;
- coordinate and promote relationships between the institution and external organizations;
- provide suggestions and advice to the administrator (principal);
- participate in monitoring, inspection, and evaluation of the administrator; and
- promote and support the performance of the school (ONEC, 2002).

Later, the ONEC conducted a national pilot study on the education reform processes aimed at encouraging and providing support to educational institutions for adoption of a whole-school reform approach. ONEC (2002: 2) reports that the findings of the study, involving 250 pilot schools nationwide, indicates positive outcomes of the decentralisation programs to the improvements of school personnel development, learning process reforms, and community participation. For instance, teachers have indicated their enthusiasm for self-development and have come to enjoy better relationships with parents and students. In addition, the students have been given opportunities to voice their opinions.

However, researchers have also indicated that some challenges confronted by school principals with regard to their roles as school leaders, school managers, school supervisors, public relation officers, and conflict handlers (Gamage & Sooksomchitra, 2004; ONEC, 2002; Nenyod, 2002). For instance, Gamage & Sooksomchitra (2004: 299) have recommended the adoption of some strategies to cope with the challenges,

including the need for training school leaders and board members, and even pre-service training and in-service training for school leaders. ONEC (2002) also requires self-development for teachers through seminars, research and training.

2.6.7 Republic of Indonesia

This section examines the Indonesian geography and demography, structure of governance, national education system, national education reforms, and the implementation of SBM.

2.6.7.1 Geography and Demography

Indonesia is the largest archipelagic nation in the world, with over 17,000 islands spreading between the continents of Asia and Australia. Out of these, approximately 6,000 are inhabited. After China, India, and the United States, Indonesia is the world's fourth most populous country, with a total population of 238.5 million by 2004, up from 205.1 million in 2000 and 147.5 million in 1980 (Indonesian Statistics, 2007; United Nations Population Funds, 2005). It is predicted that the Indonesian population will increase up to 273.1 million by 2025 (Indonesian Statistics, 2007; National Development Planning Board, 2005).

By the year 2004, school-age children (5 to 14 years) were approximately 42.2 million (Division of Educational Policies and Strategies, UNESCO, 2006). This total number is a reduction of one million from the 2000 figure. This data indicates that the total population of school-age children in Indonesia is one of the largest in the world. The primary school students are studying in 170,626 schools across the country (Departemen Pendidikan Nasional, 2007).

2.6.7.2 Governance Structure

For the purpose of governance, Indonesia is divided into 33 provinces and 439 districts (Departemen Dalam Negeri Republik Indonesia, 2008; The Central Intelligence Agency, 2007; The Jakarta Post, 2007). In the new framework of regional autonomy, authority and responsibility are transferred to regional governments (provinces and districts or city municipalities). Municipalities are bureaucratically the same as districts, but municipalities are located in urban areas, while districts are in rural areas. In the lower levels of the Indonesian bureaucratic administrative units, there are sub-districts (*kecamatan*) within the municipalities and districts and each *kecamatan* is divided into villages (*desa* located in rural areas and *kelurahan* in urban areas). Arka (2007: 3) notes the existence of 5,263 sub-districts, and 69,919 villages in Indonesia.

In the system of government, President is the Head of Government. Prior to the 2004 presidential election, president and vice presidents, governors, and district heads were elected by the People's Consultative Assembly (*Majelis Permusyawaratan Rakyat-MPR*) and provincial and district parliaments, called *Dewan Perwakilan Rakyat Daerah (DPRD)*. In contrast, heads of villages both in urban and rural areas are elected directly by village community. However, the heads of sub-districts are appointed by the local district governments.

In the new framework of regional autonomy after the resignation of Soeharto in 1988, several areas of authority and responsibility were transferred from the central government to autonomous regions (provinces and districts or city municipalities). Areas of decentralization were enacted by Law No.22/1999, later revised in Law No.32/2004 and Law No.12/2008, transferring areas such as: public works, health, education and culture, agriculture, communication, industry and trade, capital

investment, environment, land, co-operatives and manpower affairs to local governments (Law No.22/1999, Article 11). Central government still holds authority and responsibility in respect of foreign policy, defence and security, justice, monetary and fiscal policy, religion, national planning and macro national developmental control, state administration and state economic institutions, human resources development, natural resources utilization, strategic high technology, conservation and national standardization (Law No.22/1999, Article 7).

2.6.7.3 Indonesian National Education System

Since proclaiming its independence in 1945, Indonesia is governed by the country's 1945 Constitution and *Pancasila* (five principles of the state's ideology). Other laws and government regulations, including laws and regulations on the national education system are based on the constitution and five principals: (1) Belief in the God the Almighty; (2) Just and civilized humanity; (3) Unity of Indonesia; (4) Democracy which is guided by the inner wisdom of deliberation of representatives, and (5) Social justice for the whole people of Indonesia.

On the basis of the 1945 constitution that mandated the Central Government to organize and run one national education system based on the legal framework; an Education Act on National Education System was enacted. The National Education System is expected to ensure equal opportunity, improvement of quality and relevance and efficiency in management to meet various challenges in the wake of changes of local, national and global lives (Education Act 20/2003). Moreover, the National Education System functions not only to develop the capability, character, and civilization of the nation for enhancing its intellectual capacity, but also to develop learners' potentials so that they become persons imbued with human values who are faithful and pious to one and only God; who posses morals and noble character while

healthy, knowledgeable, competent, creative, independent; and as citizens, are democratic and responsible (Education Act 20/2003, Article 3).

Further, the formal National Education System consists of basic education, secondary education, and higher education. The Basic education covers primary schools (six years) and junior secondary schools (three years). The basic education is compulsorily implemented and at the age of seven, children are enrolled. Secondary education can include general secondary education and senior vocational schools. Then, the higher education refers to the education after secondary education, including diploma, bachelors, masters, and doctoral programs. Prior to the formal education, there is also pre-primary education or kindergarten known as *Taman Kanak-Kanak (TK)* which is not compulsory. In addition to *TK*, there is an early childhood education, called *Pendidikan Usia Dini* run mostly by private foundations. The following sections focus on the Indonesian education reforms since the Reformation Order of 1988 including the implementation of SBM in Indonesia.

2.6.7.4 Indonesian Education Reforms Since 1998

Bjork (2003: 193) notes that by the end of the twentieth century, Indonesia was among the most highly centralized nations in the world. He asserts that the centralization of authority in Indonesia could enforce the dependence of regional leaders on Jakarta (the capital of Indonesia) and even cause them to orient themselves away from their local constituents toward the central authorities. Consequently, the Indonesian regional governments lost autonomy making them politically and administratively dependent, which in turn led Indonesia to a financial crisis in the late 1990s.

However, the real transformation with the concept of decentralization commenced in May 1998, when there was a radical political movement towards

decentralization (Raihani, 2007; Bjork, 2006; Bangay, 2005; Aspinall & Fealy, 2003). In this context, in 1999, the Indonesian decentralization was defined as “the transfer of authority by the Central Government to the Autonomous Regions within the framework of the Unitary State of the Republic of Indonesia (Chapter I, article 3 of Law 22/1999). Law No. 22/1999 was based on democracy, community participation, equitable distribution and justice, as well as consideration of the diversity of Regions (Chapter I, article 1, Law No. 22/1999). Bjork (2006: 135) states that the decision to redistribute to local levels represented a significant departure from previous centralised, top-down nature of government.

In terms of successful movements towards decentralization, Guess (2005: 220) claims that the Indonesian ‘big bang’ devolution program has been described as one of the fastest and most comprehensive decentralization initiatives ever attempted by any country in the region. The decentralized system led to the implementation of educational decentralization which has been considered as a milestone in developing a better quality of national education (Departemen Pendidikan Nasional, 2004, 2002). Moreover, the local assemblies are operating in a more accountable and democratic fashion than ever before (Guess, 2005: 220).

2.6.7.5 The Implementation of SBM in Indonesia

The implementation of SBM in Indonesia was triggered by the fact that Indonesian educational stakeholders have been struggling with the quality of national education over the last two decades leading to the financial crisis in the late 1990s, which created severe economic and social problems (Nurkolis, 2005; Mulyasa, 2004; Departemen Pendidikan Nasional, 2001). For these reasons, the Indonesian Ministry of National Education, appointed a Komisi Nasional Pendidikan (KNP) or Commission of National Education in February 2001. The KNP worked until

December 2001 with responsibilities, among others, to: (1) formulate policy recommendations to have a better quality education; (2) provide inputs to government about educational decentralization. It was expected that the work of this Commission would become a basis from which to comprehensively reform Indonesian education. One of the recommendations of the KNP was to develop educational councils at district level and school councils at school level.

Thus, developing educational and school councils was one of the educational decentralization policies, aimed at devolving power and authority from central government to schools, resulting in improvement of democratic principles, community participation, equity, as well as accommodation of diverse local interests and needs (Departemen Pendidikan Nasional, 2001: 26). It was believed that local communities are the ones who will understand their own problems and needs better and decided to provide them greater roles and responsibilities in terms of operational decision making on national education policies. For this purpose, the central government embarked on the formation of education councils and school councils in each district of Western Sumatera, Bali, and Eastern Java. On the basis of these trials, the councils were considered strategic in coping with improving the Indonesian national education.

Then, Government issued a set of guidelines in relation to the implementation of SBM in 2002 and later revised in 2004 in order to provide mandatory corporate governing body type school councils described as follows:

This concrete one-sidedness requires to be channelled politically to become collective action placed by Educational Council located in the district/city and School Council at the level of educational unit” (Ministry of National Education, 2002: 1).

Further, the Education Act 20/2003 on National Education System strengthened the formation of school councils. In accordance with the involvement

of local communities in achieving better quality education, Article 56 of the Act provides that the community members are required to participate in improving the quality of education. In this case, the educational council and school council represent the community, as stated:

Community shall take part in the quality improvement of educational services, which include planning, monitoring, and evaluation of educational programs through the Educational Council and School Council (Education Act 20/2003, article, 56).

The Act defines a school council as an independent body established to provide advice, directions and support for personnel, facilities and equipment, and monitoring of a school (Article 56). On the basis of the Act, Government regulated power and authority vested in the school councils, as well as characteristics and formation, membership and structure of a school council.

It is clear that authority is devolved to school councils and the councils are empowered to create better quality education in their schools. The following section provides more details about the devolution of authority to the school councils.

2.6.7.5.1 Power and Authority Vested in School Councils

The implementation of SBM in Indonesia has resulted in devolving power and authority to school councils for decision-making. Their power and authority relate to the four major roles of school councils, which are: 1) to determine and/or approve educational policies at the school level; 2) to support both in financial and non-financial matters; 3) to control school for the purpose of transparency and accountability at the school level; 4) to mediate between school, government, and community (Departemen Pendidikan Nasional, 2004, 2002).

Accordingly, in line with the guidelines of the Ministry of National Education issued in 2002 and in terms of Education Act No.20/2003, each Indonesian school council is empowered to:

- Formulate and approve the school policies;
- Formulate and approve the school's mission and vision;
- Formulate and approve annual school programs including annual school budget;
- Design strategic planning for school development;
- Determine learning standards in the school;
- Decide on the provision of incentives to the principal, teachers, and administrative staff.
- Develop school potential factors for increasing student achievements both academic (school examinations) and non-academic (religious life, sports, arts, skills which are appropriate to school environment such as agricultural skills, weaving skills, and simple technology).
- Raise school funds for the purpose of financing the school.
- Mobilize school resources both financial and non-financial (human power for school building and facilities, ideas and recommendations).
- Encourage more participation of school stakeholders in formulating, implementing, and monitoring school policies;
- Create a transparent, accountable, and democratic atmosphere in the school for the purposes of quality education in the school;
- Respond to the national and local curriculum requirements;
- Coordinate networks and partnerships between school and external organizations for improving educational process and outcomes;

- Identify and solve school problems; and
- Evaluate school policies and programs including the control of using school buildings and facilities as well as school grants.

2.6.7.5.2 Characteristics and Formation of a School Council

The main characteristic of an Indonesian school council is its independence. It does not have a hierarchical relationship with the governments, while the principles of forming a school council should be transparent, accountable, and democratic (Departemen Pendidikan Nasional, 2004, 2002).

Many approaches are taken by schools in forming their governing bodies. However, central government proposed a mechanism for this process. First, a school needs to form a committee. This committee should comprise of a minimum of five members comprising of educational practitioners, i.e. principal and the representatives of teachers, parents, educational foundations, and community representatives (NGOs, local authority, a public figure, religious leaders, and businessmen). Then, this committee should prepare and facilitate the election of school council members. At this stage, the committee should take the following steps:

- Informing community members about the need to form a school council;
- Determining the criterion for the election of school council members and identifying candidates based on the inspiration of the community;
- Selecting candidates based on the community's aspirations;
- Announcing the names of candidates to the community;
- Arranging names of the selected school council members;
- Facilitating election of council executives, standing committees, and members;
- Reporting the membership of the elected school council to the principal.

2.6.7.5.3 Membership and Structure of School Councils

When SBM was adopted, the central government decided on the structure and composition of the councils. However, each school itself was given the authority to decide the size of the council based on their school size. On the basis of the Guidelines issued by the Ministry of National Education (2004), each school has to elect a school council with a minimum of nine members depending on the size of the school. The membership of a school council should comprise of principal and the representatives of teachers, students, parents, school foundations, local governments, and community. The community representatives should consist of: (1) public figures, (2) educational experts; (3) industries or businesses; (4) professional organisation of teachers; representatives of alumni; and (5) representatives of students. Apart from electing and/or nominating a maximum of three representatives only from teachers, school foundations, and Advisory Body for the Village Governance (*Badan Pertimbangan Desa/BPD*), there is no limitation of the total number elected from the representatives of the community members.

Each school council has the authority to elect school council executive and standing committees. The council executive of each school council consists of at least the Council President, Secretary, and Treasurer. It is ruled out that a school principal can not be elected as the Council President, while the executive members and standing committees are elected from and by school council members. Depending on the need of the schools, the standing committees of the school councils can be elected for: 1) Finance, 2) School Quality Control, 3) Partnership Networks and Information System, and 4) Buildings and School Facilities.

2.6.7.5.4 Limited Evidence about Indonesian SBM

Research on SBM in Indonesia is very limited. However, Caldwell (2005: 9) reports that the implementation of SBM in Indonesia has led to improvements in student achievements. He clarifies that dramatic improvements in student achievements were evident within twelve months after the implementation of SBM policies, including the provision of a small budget to each of the 79 schools to conduct professional development programs for teachers, and to engage in community development to encourage parents supporting their schools.

Yuwono (2005) also conducted a research on how did SBM policies and programs impact in the teaching of English aiming at linking the SBM and the schools' English language programs. On the basis of perceptions of principals and English language teachers from six secondary schools within Salatiga municipality, she found that SBM was one of the reforms to improve teaching-learning English in Indonesia. However, some problems were confronted by private schools whose school resources were poor, including lack of funding and support from school stakeholders.

More recently, Bengoteku and Hayward (2007) have argued that SBM is working well in Indonesia. They affirm that the Indonesian government's cooperation with the USAID, UNICEF, the World Bank and other bilateral/multilateral organizations and projects demonstrates that SBM approach does improve the quality of education and makes schools better places for children.

2. 7 Decision-Making Processes and Partnerships in SBM Contexts

Educational experts affirm that the aims of SBM are to place maximum authority for educational planning, management of personnel and material resources in the individual school centres with accountability towards the creation of suitable

environments in which stakeholders can participate and develop their schools (Anderson, 2006; Rodriguez & Slate, 2005; Gamage, 2006b; 2003, 1993a; Cheng, 1996; Marburger, 1991). They also point out that for these purposes, first of all, school is considered as the major decision-making unit. Accordingly, school autonomy in relation to finances and management should be increased and control from the central office should be reduced. As effective reforms do not rely on external prescriptions or mandates, the stakeholders become empowered to formulate the required reform packages through participation and claim ownership for decisions and policies.

Gamage and Pang (2003: 139) define decision making as the process through which individuals, groups, and organizations choose courses of action to be acted upon including not only the decisions, but also the implementation of that decision to take a particular course of action. They explain that decision making produces the policies which lead to established values and guidelines for operational decisions. For this reason, they point out that the organizational structures are created for the purpose of empowering them to make decisions, relating to the areas or units that come under the purview of that structure or position. Accordingly, with regard to shared decision-making in SBM, for example, the decision-making criteria should include: (1) The decision making process is open and clear to all concerned; (2) It is consistent with reality; (3) Accurate and adequate information on complex issues is provided for making informed decisions; (4) The leader/manager understands the concerns of others and establishes the conventions of the particular form of decision making.

What is more important in terms of decision-making process in SBM? As SBM has drastically reduced the power and authority of the bureaucrats by devolving power and authority as well as responsibility to school level, a genuine partnership

should be the best choice of any decision-making procedures in a school (Gamage 1996a: 203). In this context, the school council replaces the supreme power of bureaucrats and school leaders, enabling decision-making at the school in a collegial atmosphere. The school council replaces the absolute authority of the principal in decision-making that enables every school council member to have an equal opportunity to contribute to decisions which are relevant to the interests of the school.

Furthermore, Gamage (1998a: 317) affirms that a genuine partnership resulting from participatory decision-making can enable the participants to appreciate each other's point of view and consequently foster increased motivation and commitment enabling the accomplishment of organizational goals. Even, the opportunity for participation in decision-making provides the stakeholders a feeling of empowerment and enables them to claim ownership of the policies which in turn increase their commitment to implement the policies more effectively (Gamage: 1996b: 67). So, it is important to all types of leaders to pay attention to the participatory decision-making process which can build trust and confidence of school stakeholders towards a solid partnership (Gamage and Zajda, 2005a: 53). Accordingly, facilitating a flexible participatory decision-making process should be the most significant responsibility of all school leaders.

Studies on school effectiveness and improvements also indicate that the relationship between home and school through a partnership can enable the creation of healthier teaching and learning environment, leading to the improvements of the children's school performance and student outcomes (Werf, Creemers & Guldmond, 2001; Gamage, 1998b, 1996e). Recent reports also affirm that partnerships in the UK and New Zealand schools have resulted in increased student achievements (Allen, 2007; Robertson and Miller, 2007). Robertson and Miller (2007) demonstrate how

equity has resulted from building partnerships between teachers, students, parents, and school leaders in the case of New Zealand primary schools. On the basis of semi-structured interviews involving school leaders, teachers, and parents, as well as observation and analysing relevant documents in three primary schools which have multicultural students and high ethnic diversity, they assert that there has been an excellent response to improve teaching learning process by involving parents and community members in helping students during the teaching learning-process.

2. 8 SBM as a Step towards Student Achievements

Dempster (2000: 52) claims that it is misleading for assuming that SBM automatically makes school decision-making more responsive to the needs of individual school communities. In fact, as he concludes by raising the issue: “school-based management has increased tensions over whose priorities should have primacy”. With regard to the results of SBM in improving student achievements, he points out there is no clear indication of how SBM directly contributes to the student achievements, apart from school development planning and communication that help in shaping school conditions which indirectly influence classroom practice. In line with this, Sharpe (1996: 6) reports that those who opposed to the benefits of SBM in the improvements of teaching and learning environment along with improving student outcomes argue that the whole movement of SBM is an act of blind faith particularly no one anywhere in the world yet claims to have found any direct or even indirect link between, for instance, devolution and student outcomes.

However, many scholars have reported that when the school authorities are given opportunities for flexible decision-making, student learning has become an area of priority as opposed to how district authorities decide school functional program areas (Gamage, 1998a, 1994c; O’Neil, 1995; Bergman, 1992). For instance, Gamage

(1998a: 313) clarifies that research on effective schools movements has shown that parental involvement in school level decision-making and school activities can motivate both the students and teachers. In this context, a partnership between the school and the community provides opportunities for the community to better understand what is going on in the schools and what teachers are doing for the kids. Such an understanding enables them to create more effective commitments towards school activities with a view to improving student learning (Gamage, 1998a: 320).

O'Neil (1995: 66) report that people in the district office were making decisions for schools without really being aware of the impact of those decisions and even the area of student learning was not included in their area of responsibility. In contrast, when authority is devolved to the schools for decision-making, commitment to achieve students' learning outcomes has significantly increased (O'Neil, 1995: 68). Bergman (1992: 48) confirms that the schools' reputations for academic excellence, creativity, spirited involvement and dedication of staff could be considered as the impact of SBM.

In addition, it is acknowledged that most of the top down reforms have not affected the grass root level or the classroom level (Gamage, 1998a: 316). In fact, classroom is the lowest level where real reforms are needed, to improve the quality of learning. If the system believes that it should do its best for the students, it requires getting the teachers behind the reforms to involve them in the decision-making process. Thus, it is only with an opportunity for participation that a sense of ownership can be created leading to a better commitment to implement the reforms. In turn, this arrangement enables the teachers and school leaders to create a more flexible working environment with a minimum of bureaucratic controls. Then, this would enable the schools to create healthier school climates that provide better

teaching and learning environments, in which teachers would be more committed to improve student achievements.

Research over the past two decades also revealed that SBM has contributed to significant improvements in student achievements (Gamage, 2006b, 2003, 1996e, Sharpe, 1996; Kuehn, 1996; O'Neil, 1995). They affirm that granting authority for decision-making and management of resources to the school can contribute towards the improvements of educational outcomes for the students. In terms of the results of the implementation of SBM particularly when there has been a devolving of decision-making authority from district officials to schools in Edmonton, O'Neil (1995: 68) clarifies that the most obvious result was that people were committed to their work and enjoyed it more, led to create much closer, cooperative working relationship between staff, parents, and students. He then points out that in terms of student achievements, we eventually experienced significant gains. Meanwhile, SBM provides higher participation of the community in school decision-making processes which provide empowerment to those who are at the local school leading to enhance school performance, thus, better teaching and learning and achievements of the students are achieved (Brown & Cooper, 2000 Gamage, 1998a, 1996a; Sharpe, 1996).

How the schools use their decision-making authority to focus on student learning can also determine the impact of SBM in the improvement of student outcomes (Dempster, 2000; Odden & Wohlstetter, 1995). Odden and Wohlstetter (1995: 32) identified the conditions that promote improved school performance through SBM. They discovered that school stakeholders in the schools in which SBM has been effectively implemented to improve school performance have the authority over budget, personnel, and curriculum. These successful schools implementing SBM have used their new power and authority to introduce changes that directly affect

teaching and learning practices. They also found other conditions, including (1) professional development and training opportunities to strengthen teaching, management, and problem-solving skills of teachers and other stakeholders; (2) adequate information to make informed decisions about student performance, parent and community satisfaction, and school resources; (3) systematic and creative in communicating with parents and the community.

Indeed, some studies have also consistently revealed a positive association between parental and/or community involvement and student achievements (Gamage, 2006b, 1998a, 1994c; Sheldon & Voorhis, 2004; Blank, 2004; Brown & Cooper, 2000; Williams, Harold, Robertson, & Southworth, 1997). For instance, on the basis of research conducted in the Victorian state schools system, involving 75 interviews, Gamage (1998a: 313) reports that healthier teaching and learning environments as well as improvements of student achievements could be achieved by the fact that the parents and teachers who are the closest to the students have formed a partnership and both parties are represented in the governing body with accountability. Similarly, Sheldon and Voorhis (2004: 127) affirm that many researchers have supported the idea of how community and parental involvement can improve schools and the quality of education that the children achieved as well as the academic achievements of students.

Blank (2004: 62) asserts that schools can promote improvements in student learning by building relationships between schools and diverse community entities. He then clarifies that building partnerships that link school, family, and community is intimately connected to student achievements because linking schools and community resources leads to providing services and support that address various needs of the

students. Partnership can also provide learning opportunities that enhance young people's social, emotional, and physical development as well as academic skills.

Student achievements are also supported by the changes to the school culture. Pritchard, Morrow, and Marshall (2005) have investigated the relationship between school culture and student achievements. They report that there has been a positive relation between school culture and student achievements. The positive educational culture in their study are: (1) mutual respect and trust in teachers and students; (2) support for student learning; and (3) a collaborative learning and working environments.

2.9 Effective SBM and School Leadership Styles

Many researchers report the impacts of SBM policies and programs on school leadership (Huber, 2004; Blank, 2004; Gamage, 2003; Delaney, 1997; Herman & Herman, 1992; Bergman, 1992). In this perspective, Gamage (2003: 11) asserts that with the implementation of SBM, the representative nature of the school governing body gives rise to the emergence of leaders within all stakeholder categories. He goes on to explain that this would then enable wider participation, tapping the full potential of all school stakeholders as well as empowerment and transformation of a group of people as school leaders. In turn, these are likely to create a healthier school environment leading to more effective teaching and learning environments. In this case, Bergman (1992: 51) states that the process of SBM allows the principal to assume a new level of involvement, viewing the situations from the positive points of others. He then reports that working with a school council in a participatory fashion can help to free principals from the loneliness that often accompanies leadership.

2.9.1 New Roles of Principals under SBM Policies

Gamage (1996a: 193) states that the implementation of SBM requires principals to play new roles, have new responsibilities, and face new challenges. He then affirms that in the past, the principals were the authority figures required to be responsible and accountable only to the systemic authorities. However, in terms of legal and practical procedures introduced in SBM, school leaders are now required to be responsible and accountable to the systemic authorities and, more importantly, to the school community through the governing body. Accordingly, the principal is required to submit an annual report including an audited statement of accounts to the school community and the government authorities through the governing body.

In addition, a policy of community participation and parental choice in education has changed the roles of principals (Rutherford & Jackson, 2006; Hale & Rollins, 2006; Gamage & Zajda, 2005a; Huber, 2004; Gamage, 2003, 1996a). For instance, Gamage and Zajda (2005a: 53) report that the principal is no longer vested with traditional, legal, and functional authority for the total management of a school while the teachers are not expected anymore to just follow the rules and directives and perform their defined roles and duties. Similarly, Gamage (1996a: 193) asserts that as parental choice in schooling has resulted in de-zoning, individual schools no longer have the monopoly over students in the local community. As a consequence, a school principal is responsible for marketing a good image of the school. Marketing requires the school to be competitive with other schools, promoting higher levels of achievements, for example, in the areas of student academic work, sports, and extra-curricular activities.

2.9.2 Leadership Styles in SBM Schools

Many scholars have explained a variety of leadership styles in schools, namely, *transformational leadership* (Adams & Gamage, 2008; Hoy & Miskel, 2008; Yukl, 2006; Huber, 2004; Gamage & Pang, 2003; Bass, 1999; Leithwood & Jantzi, 1999; Ingram, 1997; Gamage, Sipple, & Partridge, 1996; Burns, 1978); *distributed leadership* (Spillane, 2006; Duignan, 2006; Harris, 2005; Day, 2004; Woods, Bennett, Harvey, & Wise, 2004); *ethical leadership* (Yukl, 2006; Duignan, 2006; Starratt, 2005; Burns, 1978); *situational leadership* (Yukl, 2006; Schermerhorn, 2001); and *authentic leadership* (Duignan, 2006).

The widespread literature and current studies on transformational leadership has been strongly influenced by Burns (1978), who contrasted transformational leadership with transactional leadership. Instead of promoting personal and mutual interests between the individuals and the leader in the transactional leadership, transformational leadership primarily seeks common purposes, uniting the group to go beyond individual interests in search of higher goals (Burns, 1978:20). Likewise, Yukl (2006: 271) affirms that the essence of transformational leadership is to inspire commitment of followers to share objectives; to increase their social identification; and even to develop their skills and collective efficacy. Hoy and Miskel (2008: 451) assert that transformational leadership could provide intellectual capital for educational leaders as they confront the challenges of modernizing their school organizations.

Adams and Gamage (2008: 218) state that transformational vs. transactional theory acknowledges that no single person could possibly provide effective leadership and a higher level of leadership effectiveness unless others are empowered and engaged to work towards common goals. Similarly, other scholars found that

transformational leadership along with empowerment of a group of people as school leaders contributes to the development of commitment, which in turn results in extra efforts and greater productivity, ownership, a healthier organizational climate and greater effectiveness (Huber, 2004; Gamage & Pang, 2003; Leithwood & Jantzi, 1999; Gamage, Sipple, & Partridge, 1996). Some searchers also found that transformational leadership has been shown to have greater impact in changing the attitudes of subordinates in both towards school improvement and altered instructional behaviour (Ingram, 1997; Leithwood, Begley & Cousins, 1992).

Meanwhile, distributed leadership recognizes individuals in formal and informal positions to take responsibility for leadership activities by a network of interaction (Spillane, 2006; Harris, 2005, 2004; Woods, et al., 2004). On the basis of empirical studies, Harris (2004: 16) found that distributed leadership contributes to a sustainable improvement of schools in terms of achieving higher levels of both student attainment and achievement. In this context, distributed leadership is characterized by a form of collective leadership in which teachers develop expertise by working together (Harris, 2004: 14). He then concludes that engaging many people in leadership activity is the core of distributed leadership in action. Distributed leadership also can enhance teacher participation and commitment (Day, 2004), transparency and effectiveness of teams management leading to the improvement of process, content, and outcomes of teaching and learning (Duignan, 2006).

In terms of ethical or moral leadership, Yukl (2006: 418) affirms that the great potential for misuse of power along with the declining public trust in business and public leaders have become major reasons why many scholars are interested in ethical leadership. With regard to how educational leaders are to be ethical leaders, Starratt (2005) proposed that he or she needs to:

- enhance humanity of each individual person in school;
- provide service for their school communities in a democratic manner;
- master curriculum material in sufficient depth; and
- secure that every single student have an opportunity to learn.

Situational leadership occurs depending on the context, situation, task involved, time available and the maturity levels of staff involved (Gamage, 2006a; Gamage and Pang, 2003). Authentic leadership is also reported to have a core focus on improved teaching and learning. Duignan (2006: 127) affirms that the ultimate goal of such a leadership is to achieve quality improvement in teaching and learning. In this perspective, the educational authentic leaders in schools are those who pay attention to the quality and impact of teaching and students' learning. In this case, the leaders help creating the conditions within which teachers and students take considerable responsibility for the quality of their own teaching and learning. The following studies report the contributions of particular leadership styles in promoting student learning.

Ross and Gray (2006) conducted a study on how transformational leadership behaviours contribute to increased student achievements by building teachers' professional commitment and beliefs about their collective capacity. They believe that transformational leadership enhances an organization through raising the values of members, motivating them to go beyond self-interest to embrace organizational goals. In school contexts, it is predicted that transformational leadership will influence teachers' professional commitment which is defined as commitment to school values (commitment to school vision, commitment to professional community, including those of school norms of collegiality, collaboration, and joint work), and commitment to community partnerships. Teachers who are more committed to the values of an

organization and to its members are more likely to adopt instructional practices recommended by the organization, assist colleagues, and work harder to organizational goals. Such commitment would contribute to higher student achievements if school goals are focused on academic achievements.

For the purposes of the study, Ross and Gray (2006) involved all elementary teachers in two Ontario districts in Canada with a total of 3042 teachers in 205 schools. Data were collected using teacher responses to Likert scale items with a 6-point scale, responses ranging from strongly disagree to strongly agree. They found that teachers' beliefs in their capacity and their professional commitment mediated the impact of principals on student achievement. In this context, the results indicate that the principals who adopt a transformational leadership style are likely to have a positive impact on teacher beliefs in their collective capacity and on teacher commitment to organizational values.

In response to the recommendation of the School Teacher's Review Body (STRB) to conduct an independent study for examining the roles, responsibilities, structures and reward systems for school leaders in England and Wales, the Department for Education and Skills (DfES) commissioned PricewaterhouseCoopers (PwC) to undertake a study on school leadership. The primary aim of the study was to provide a comprehensive and independent account of existing, emerging and potential models of school headship and the wider leadership team which are effective in raising standards for all pupils.

For the purposes of achieving the objectives of the study, the PwC applied both quantitative and qualitative dimensions of research. Accordingly, an empirical survey was used, involving 3,260 school leaders consisting of head-teachers, members of the governing bodies, and teaching and senior support staff members of the senior

leadership team. In addition to the survey, interviews and meetings involving 50 schools throughout England and Wales were conducted. The participants of the interviews included: the head-teachers and a number of other teaching and non-teaching members of the senior leadership team, teachers, multi-agency staff, governors and parent representatives. In total, seven interviews were undertaken in each school and around 50 meetings were held. In addition, ten focus groups with teachers and support staff with an average of eight participants in each group were also conducted.

One of the key findings of the study indicates that distributed leadership impacts on increased student achievement in schools. In this case, the successes of achieving high student performance and achievements in schools were affected by the behaviours of the school leaders who have distributed their leadership responsibilities effectively throughout the organisation and have a strong strategic focus on developing their people. The findings also suggest that greater capacity through more distributed leadership have impacted on pupil performance.

Moreover, in terms of the success of the distributed leadership in creating better teaching/learning environments, some scholars argue that distributed leadership can enhance teacher participation and commitment leading to achieve sustainable improvements in schools (Day, 2004; Harris, 2004). In particular, Harris (2004: 16) concludes that distributed leadership contributes to a sustainable improvement of schools. The conclusion was based on interviews with parents, pupils, teachers, governors, senior managers, and head teachers in 12 schools.

It is clear with SBM policies there is no monopoly of any single leadership style claiming to be the perfect one in creating better school performances and student achievements. Accordingly, school principals are required to be more flexible in

adapting appropriate leadership styles in schools in creating collaboration, higher-levels of commitment, motivation, trust, ownership, and healthier school climates, leading to greater productivity and increased student achievements.

2.10 Challenges and Problems Confronted in the Implementation of SBM

The new roles and responsibilities have required the principals to face new challenges. Experts and researchers report the challenges facing the school leaders include: the increasing authentic collaboration with school communities, making the SBM work as pedagogy of empowerment and democracy (Pang, 2008; Gamage, 2006b, 1996a; Gamage & Zajda, 2005a; Cranston, 2002; Griffiths, Stout, & Forsyth, 1988). The principals are also challenged to encourage the involvement and participation of community groups, including industry and commerce. He or she needs to convince the other members of the partnership to arrive at particular decision before instructions can be issued. Establishing a committee structure of the school council consisting of experts and those interested in developing programs for school improvement is another step in extending the democratic principal of under participation with opportunities to tap the potential of the wider community (Gamage, 1996a; 1996e).

Regarding the problems and issues that are confronting the implementation of SBM, researchers reveal that the barriers include poor resources in schools, lack of professional development for school leaders and confusion on the part of school councils in relation to new roles and responsibilities. There are also difficulties of coordination, lack of decision-making authority, low parental participation, and under funding of education by governments (Gamage & Sooksomchitra, 2004; Mulyasa, 2004; Munn, 2000; Schlegel, 2000; Maksymjuk, 2000; Belk, 1998; Hancock, 1998; Oswald, 1995; Herman & Herman, 1993).

Based on the analyses of documents obtained from the Hong Kong Legislative Council, the Hong Kong Education and Manpower Bureau, and newspaper editorials, Pang (2008) has demonstrated that recruiting qualified school managers and politically conflict in the incorporated management committees are tough challenges.

To cope with the new challenges confronted by the school leaders within the dramatically changed environments, Gamage (1996a: 197) has proposed a school development model which is shown in **Figure 2.2**:

Figure 2.2 Challenges in School Development

Challenges	participatory decision-making multiple ownership of policies developing loyalty to school
Human Resource Management	orderly student and staff management staff and student development building trust and confidence
Allocation of Resources	developing strategic planning developing global budgeting prioritising
Leadership Styles	transformational instructional situational
Learning Programs	programs to meet student needs programs for the community peer and community support
Empowerment	new participatory structures delegation and empowerment theory Y approach to staff
Non Traditional Roles	collaboration with community commerce and industry relations negotiations for services
Governance	school council/board modified bureaucracy committee structure
Entrepreneurship	competitive school improvement innovative approaches to OD school's image and marketing
Skills	inter-personal and communication negotiation and public relations conflict management and resolution

(Source: Adapted from Gamage, 1996a: 198)

In other words, in coping with the new roles, challenges, and problems, Gamage (1996a: 193) proposes that first of all, the principals need to understand the new situation, in which they are no longer figures of absolute authority, but in a role of partnership with other stakeholders. In other words, the principals need to create a modified bureaucratic structure for collaborative working arrangements with other stakeholders. Accordingly, the school leaders are required to establish an effective network of communication between staff, students, parents, community, and government authorities and to improve their interpersonal and communication skills.

2.11 Conclusion

In conclusion, global practices in reforms in educational decentralization implemented together with SBM could be considered as an alternative model for the development of quality schools. A growing body of research from Australia, New Zealand, England and Wales, the USA, Hong Kong, and Thailand illustrates that SBM policies and programs are evident in improving school effectiveness and student achievements. These in turn encourage responsiveness and autonomy, enabling greater and quality services, lower costs, greater efficiency, effectiveness and flexibility, and greater commitment from the school stakeholders. These impacts could lead most directly to improvements in teaching-learning environments of schools along with improvements of student achievements in terms of both academic and non-academic aspects.

However, the global trends in developing SBM vary from one country to another and even from one state or district to another within the same country, particularly in terms of how power and authority are vested in school councils/boards. In general, the literature shows that authority and responsibility have been shifted from the central and regional government authorities to school level in the areas of

local curriculum, school budgets, deployment of teachers, decision-making on school policies, textbooks, instructional material selection, allocation of resources, professional development planning, selection of principals, development of a shared vision, and encouragement of parents and community members to involve in school improvements.

Moreover, SBM has also influenced the leadership styles of school principals which require them to play new roles and face new challenges. The principal needs to adjust his/her position from the person in charge of the total management of the school to one who creates partnerships with other school stakeholders. It was also underlined that as the schools are considered learning organisations, the stakeholders need to be empowered and collaboratively work together. School leadership is all about empowering others as partners to achieve the school's mission, objectives, and the vision.

The next chapter presents the methodology and research design of the study, which primarily focus on the data collection procedures and instruments to gain both quantitative and qualitative data for the purpose of the study.

CHAPTER THREE

METHODOLOGY AND RESEARCH DESIGN

3.1 Chapter Overview

This chapter presents the research methodology, which primarily relates to the way in which a researcher structures or configures a research project on the basis of objectives of the study. The methodology includes not only theoretical framework for understanding the process of research, but also such aspects as sampling technique, data collection procedures, research instruments, and data analysis. Accordingly, for the purpose of this study, this chapter begins with research questions which guide the data collection of the study. The chapter is then divided into several major sections.

The first section explains the rationale of research methodology and design, particularly the reasons for using both quantitative and qualitative dimensions of research in this study. The second section explains the quantitative data collection techniques for the purpose of empirical survey. This section includes the development of research instruments, pre-testing, pilot study, sampling technique, and statistical data analysis techniques. The third section provides the stages in qualitative data collection, which covers the semi-structured interview design and documentary analyses for the purpose of gathering data from official documentation. The last section is a brief summary of the chapter.

3.2 Research Questions

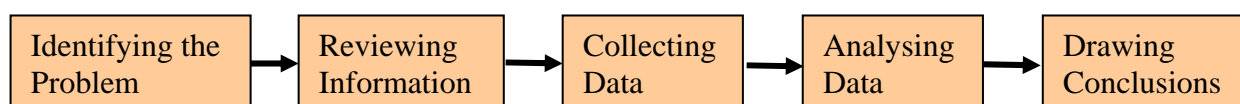
The following research questions were designed on the basis of an extensive literature review, as well as based on the purpose and specific objectives of the study.

The research questions were as follows:

- e. What are the perceptions of the school council members in relation to the power and authority vested in school councils?
- f. Have there been improvements in the student achievements as a result of the implementation of SBM?
- g. What are the major problems and issues confronting the implementation of SBM and what are the remedial measures that should be taken in the context of primary schools in Flores?
- h. How do the principals and council members cope with the new challenges and what types of assistance and/or support needed to be extended to them?

3.3 The Rational of the Methodology and Research Design

Many scholars argue that educational research essentially is a systematic process of collecting and analysing data for particular purposes (Morison, 2007; Wiersma & Jurs, 2005; Nardi, 2003; Wiersma, 2000). The term ‘systematic’ in research implies a sense of order and structure in the process of selecting research approaches, data collection, analyses, and interpretation. In other words, the research inquiry requires an integration of planning, process to research outcomes. In this context, Wiersma and Jurs (2005: 4) describe the characteristics of the systematic nature of the research process as follows:



(Adapted from Wiersma & Jurs, 2005: 4)

In view of the fact that the research is a systematic inquiry, this study employed the dimensions of both quantitative and qualitative approaches. Scholars affirm that although the terms quantitative and qualitative are generally well known in

the society, these types of research are somewhat difficult to define (Wiersma & Jurs, 2005; Wiersma, 2000). According to Krathwohl (1993: 740) the quantitative research refers to research that describes phenomena in numbers and measures, instead of words; whereas qualitative research is research that describes the phenomena in words instead of numbers or measures. Krathwohl's description shows how the data are presented. In this case, Wiersma (2000: 14) clarifies that in regard to the way data are presented, qualitative research relies heavily on narrative description, while quantitative research on statistical results.

However, McMillan and Schumacher (1989: 41) reveal that the distinction between quantitative and qualitative research goes far beyond the distinction between numbers and narrative. He differentiates between the quantitative and qualitative research as shown in the following table.

Table 3.1 Techniques of data collection

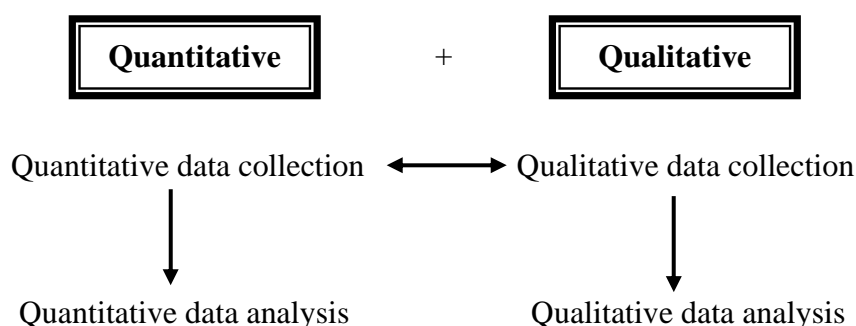
Quantitative	Qualitative
Types Structured observation Standardized interviews Tests Questionnaires	Types Ethnographic Observation Ethnographic Interviews Documents
Characteristics Data appear as numbers <i>A priori</i> decision in data presentation Data takes one form-response as determined by instrument Data are tabulated and described statistically Meaning is derived from statistical procedures employed	Characteristics Data appear as words Not <i>a priori</i> decision on data presentation; depends on data collected Data may take many forms – field notes, documents, interview notes or tapes Tabulation limited to help identify patterns; used to support qualitative meanings Meaning is derived from qualitative strategies employed

(Adapted from McMillan & Schumacher, 1989: 41)

It is clear that both quantitative and qualitative research methods have advantages to attain valid and reliable research outcomes. These methods provide specific techniques and strategies by which the researchers are guided in data collection procedures and data analysis. In line with this, several experts point out that quantitative and qualitative methods are valuable depending on the purpose of the study and have relevance and characteristics for the improvement of education (Wiersma & Jurs, 2005; Creswell, 2005; Ogier, 1998).

In view of the fact that integrating the aspects of quantitative and qualitative methods could result in achieving a systematic, objective, and replicable results, this study employed the concurrent triangulation strategy. This strategy is described by Creswell (2005) as follows:

Table 3.2 Concurrent triangulation strategy



(Adapted from Creswell, 2005: 210)

The concurrent triangulation strategy is primarily aimed at using separate quantitative and qualitative research as a means to offset the weaknesses inherent within one method with the strengths of the other method. In this context, the quantitative and qualitative data collection is concurrent, happening in one phase of the research study. The strategy integrates the results of the two methods during the interpretation phase. In the data collection phase of this study, the empirical survey

was conducted concurrently with interviews and documentary analyses. As the primary goal of conducting interviews was to seek clarifications and deeper understanding on the issues raised in the empirical surveys, the results of quantitative data analysis and qualitative data analysis were combined. This procedure is detailed in **Table 3.3** below:

Table 3.3 Decision choices for determining a mixed methods strategy of inquiry

Implementation	Priority	Integration	Theoretical perspective
Concurrent	Equal	At data collection and data interpretation	Explicit

(Source: Adapted from Creswell, 2005: 210)

The **implementation** described in the table means that the researchers can either collect the quantitative and qualitative data in phases (sequentially) or the data can be collected concurrently. When the data are collected in phases, the researchers can choose either the qualitative or the quantitative data to come first, depending upon the initial intent of the researcher. The **priority** refers to the choice of strategy by which the researchers give higher priority to either quantitative or qualitative approach, especially in terms of using the data. The priority of one or another approach depends on the interest of the researchers and what the investigators seek to emphasize in the study. The **integration** strategy means that the researchers mix the data. In other words, the integration of the two types of data may occur at several stages in the process of research: the data collection, the data analysis, interpretation, or some combination of places. The **theoretical factor** refers to whether the theoretical perspective guides the entire design. The following section provides more details about the specific quantitative research design employed in this study.

3.4 Questionnaire Design

Bourke (2005) simply states that questionnaires are used to obtain two different types of information: (1) background information on students, teachers, or others, such as age, gender, amount of schooling, etc, (2) attitudinal information about some specific events, way of behaving, quality of life, other persons, etc. In the first case, even though the same information could also be gathered in other ways, e.g. from institutional records, a questionnaire is simply a convenient way of obtaining the information. In the second case, a number of items are asked about each attitude or opinion in an attempt to tap various aspects underlying beliefs or feelings which gives rise to the attitudes. Similarly, Oppenheim (1996:174) affirms that the questionnaires are one way of obtaining a measure of attitude. The attitudes have two components: beliefs (cognitive) and feelings (emotional or affective). Responses to questionnaire items are what respondents say their belief or say they would do, which are taken as indicators of their beliefs, attitudes and likely behaviour.

According to Burns (1994: 349) the use of questionnaires in research is based on one basic underlying assumption: that the respondent will be both willing and able to give truthful answers. He explains three kinds of items which are generally used in the construction of questionnaires, namely, closed items, open-ended items, and scale items. The close items allow the respondents to choose from two or more fixed alternatives, for example, the dichotomous items which provide two alternative only: yes or no. The open-ended items simply supply a frame of reference for respondents' answer, couple with a minimum of restraint or command on their expression. Thus, in open-ended items, respondents provide the answers in their own words. The scale is a set of items to which the respondents respond by indicating degrees of agreement or disagreement.

The key instrument applied in this study was the questionnaire which was characterized by the three types of item construction mentioned above, as well as a selected response format of A *Likert scale*. The questionnaire was adapted from Gamage (1996a) for an empirical study in the New South Wales (NSW) state schools system. On the basis of an extensive review of literature, it was found that the research questionnaire which was modified to suit the context of this study was the appropriate one.

Furthermore, the questionnaire in the study consisted of three major parts. The first part began with demographic information. The second part was to be completed by all school council members and the third part was to be completed by school principals only. The questionnaire was then translated into the targeted language (*Bahasa* 'language' Indonesia) by the English language Training International (ELTIE)-*KOMPAS* Gramedia Yogyakarta, Indonesia (Appendix O). For this purpose, the questionnaire was further refined with a pre-testing, pilot study, and test of validity and reliability of variables using SPSS software package. These three points are further explained in the following sections.

3.5 Sampling Design and Sample Size

Mertens (1998: 253) defines sampling as referred to the method used to select a given number of people (or things) from a population. Wiersma and Jurs (2005: 295) affirm as follows:

A sample is a subset of the population to which the researcher intends to generalize the results. To do this, the researcher wants the sample, or the individuals actually involved in the research, to be representative of the larger population.

The population represents any group of individuals, to whom the researcher (s) wishes to generalize his/her research. Best and Kahn (1998: 12) state that a population is any

group of individuals who has one or more characteristics in common those are of interest to the researcher.

Researchers point out that quantitative studies typically use larger samples selected through probability sampling techniques, while qualitative studies typically use smaller samples selected through non-probability (e.g. purposive) techniques (Fink, 2006; Wiersma & Jurs, 2005; Tashakkori & Teddlie, 2003; Nardi, 2003). For instance, Wiersma and Jurs (2005: 220) affirms that quantitative data often involve random sampling, so that each individual has an equal probability of being selected and the sample can be generalized to the larger population. In contrast, purposeful sampling is often used in qualitative data collection so that individuals are selected because they have experience of the central phenomenon providing the most information for the questions under study.

Mertens (1998) proposes five strategies for probability-based sampling, namely, simple random sampling, systematic sampling, stratified sampling, cluster sampling, and multistage sampling. First, the simple random sampling means that each number of the population has an equal and independent chance of being selected. The researcher can choose a simple random sampling by: (1) using table of random numbers; (2) selecting or generating a random list of numbers that correspond to the numbers of the members of population by using SPSS software package. Second, systematic random sampling technique involves selecting every n th of the target population from a randomly ordered list of the population. Third, stratified random sampling is obtained by separating the population elements into groups or strata, such that element belongs to a single stratum, and research them independently, selecting a random sample from each stratum.

Fourth, cluster sampling is most appropriate when the sampling is naturally occurring in the population, such as classrooms and/or neighbourhoods. In this technique, a random sampling of groups is performed, instead of taking a random sample within each group. All members of a selected cluster of a population are included in the sample. Lastly, multistage sampling consist of a combination of sampling strategies, for example, the research uses the cluster sampling for randomly select classrooms and the use of simple random sampling to select a sample within each classroom.

The probability sampling chosen in this study was systematic random sampling and purposive (non-probability) sampling. These sampling techniques were employed based on the requirements of a good sampling design: (1) goal orientation, (2) measurability, (3) practicality, and (4) economy (Kish, 1965, cited in Wiersma & Jurs, 2005: 302). The first criterion, goal orientation, means that the sampling design should be based on the study's goals and objectives. The second criterion means that the sampling design provides the data for the necessary analysis. The third criterion, practicality, means that the actual activities of applying the sampling design have been identified and are feasible in the real situation. The criterion of economy that the sampling design is met with available resources: time, financial, personnel, and any other necessary resources.

For the purposes identified above, the researcher obtained the list of primary schools in Ngada District Department of Education. The school list was categorized by the government officials according to the school names, locations, addresses, and status of each school. The school status refers to the two categories of the school, namely, *sekolah inti* (or core schools) and *sekolah imbas* (satellite schools). A sample of 42 schools was then randomly selected from 287 schools located both in urban

towns and rural areas. With respect to sample size for quantitative analysis, 675 questionnaires were delivered to 42 schools. Seventy-five percent of the questionnaires were returned (N = 504).

3.6 Human Ethics Clearance and Pre-Test

Burns (1994: 359) says that a pre-testing of a questionnaire happens in the planning stage when the questionnaire is constructed. He points out that a pre-test of the questionnaire at this stage is useful in order to reveal confusing and other problematic questions that still exist in the questionnaire. In addition, pre-testing involves administering the questionnaire to a sample of people as similar as possible to those who will ultimately be surveyed.

The development of the questionnaire in this study was based on consultation with academic researchers and related literature review. For instance, Wiersma and Jurs (2005) suggest that the group used for the pre-testing need not be a random sample of prospective respondents, but the members of the group should be familiar with the variables under study and should be in a position to make valid judgements about the items. The result of the pre-testing should identify misunderstanding, ambiguities, and useless or inadequate items.

In line with human ethics procedures established by the University of Newcastle, Australia, the researcher submitted the questionnaire, which was constructed in English and translated into *Bahasa* Indonesia, to the Human Research Ethics Committee (HREC). It was aimed at seeking approval and ensuring the ethical acceptability of the research involving human participants. Accordingly, the pre-testing and pilot study was conducted after obtaining the approval of the HREC, bearing approval No. HREC-H270-0806, dated on 16 August 2006. In regard to the ethical procedures, the principal of every primary school was initially contacted to

seek permission. An Information Statement that guide the respondents in completing the questionnaire, together with an Invitation Letter to School Principal and a Consent Form for School Principals were also submitted for the approval of the University HREC.

In the pre-testing of this study, the questionnaires were distributed to 30 educators, representing school council member categories, including: primary school principals, primary and secondary school teachers and lecturers, and representatives of District Education Department. They were given opportunities to provide general comments and/or input on the clarity, ambiguities and difficulties in understanding the items. For these reasons, the researcher attached a blank document at the end of each questionnaire, in which they could write their comments. There were 26 questionnaires completed with comments received by the researcher.

The results of the pre-testing indicated that the questionnaire has provided clear item constructions. The respondents commented that each item of the questionnaire conveyed a clear meaning so that they were able to answer all questions. However, most of them suggested that some words in the Indonesian translation need to be simplified, for example, the word, *bujet* which was translated from the English word, *budget*. Other word needed to be clarified was *stakeholder sekolah*, translated from English phrase *school stakeholders*. These terms were further refined to remove misunderstanding.

3.7 Pilot Study

The pilot study not only provides an opportunity to identify confusing and ambiguous language, but also to obtain information about possible patterns of results (Mertens, 1998; Wiersma & Jurs, 2005). Similarly, Burns (1994: 282) points out that a pilot study can test many aspects of the proposed study. Pallant (2005: 5) affirms

that validity and reliability of an instrument can influence the quality of the data obtained. She clarifies that no matter how good the reports are concerning the reliability and validity of the scales, it is necessary to pilot-test them with intended sample.

For the purpose of this study, the pilot study was conducted in seven primary schools comprising of urban and rural schools in two districts (Western Manggarai & Manggarai) of Flores in Indonesia. A total of 180 questionnaires were distributed to the schools that agreed to take part in completing the questionnaire and 155 questionnaires were completed and returned to the researcher. Further, the data were analysed using Principal Component Analysis on which minor revisions were incorporated to the final form of the questionnaire.

3.8 Validity and Reliability of the Questionnaire

3.8.1 Validity of the Questionnaire

The Principal Component Analysis (PCA) is a type of Factor Analysis which is used to explore the possibility of a factor structure underlying the variables (Brace, Kemp, & Snelgar, 2006). Manning and Munro (2006: 159) explain the usefulness of PCA to measure the validity of variables. In the context of quantitative research, validity is simply defined as “the degree to which it measures what it claims to measure” (Manning & Munro, 2006; Wiersma & Jurs, 2005; Pallant, 2005; Best & Kahn, 1998).

On the basis of the Principal Component Analysis (PCA), the results of pilot study demonstrate that the factor loadings ranged from .732 to .787. The Kaiser-Meyer-Olkin (KMO) Measure of Sampling Adequacy was .640 with the Barlett’s Test of Sphericity was significant at less than .05, indicating an acceptable factorability.

However, after the revision of item variables, the results of factorability in the main study were higher. The results of data analysis demonstrate that the factor loadings ranged from .779 to .883. The Kaiser-Meyer-Olkin (KMO) of Sampling Adequacy was .682 with Barlett's Test of Sphericity $p = .000$, indicating a good factorability (Brace, Kemp, & Snelgar, 2006: 318).

3.8.2 Reliability of the Scales

Reliability is defined as the consistency of the methods, conditions, and results (Manning & Munro, 2006; Wiersma & Kurs, 2005; Pallant, 2005; Best & Kahn, 1998). There are three common ways of testing reliability in quantitative research, namely, test-retest reliability, split-half reliability, and coefficient (Munning & Munro, 2006; Pallant, 2005). The test-retest approach is applied when a researcher tests the same set of people on two different occasions and the scores from the first test is correlated with the scores from the second test. In the split-half reliability, a researcher administers questionnaires only once and split the items used to create composite variable into two equivalent halves, followed by creating two composite variables from these two sets and correlate them.

For the purpose of this study, the coefficient alpha (also known as Cronbach's alpha) was applied. The coefficient alpha ranges in values from 0 (no reliability) to 1 (perfect reliability). Gregory (2000, cited in Manning & Munro, 2006: 25) claims:

Coefficient alpha is an index of the internal consistency of the items, that is, their tendency to correlate with one another. Insofar as a test or scale with high internal consistency will also tend to show stability of scores in a test-retest approach, coefficient alpha is therefore a useful estimate of reliability.

They then state that the values of coefficient alpha above .70 are considered to represent "acceptable" reliability, above .80 "good reliability", and above .90 to represent "excellent" reliability. However, Pallant (2005: 90) asserts that with short

scales (e.g. scales with fewer than ten items); it is common to find quite low Cronbach values, for example, .50. In this study, the values of coefficient alpha ranged from .75 to .84, indicating an acceptable and good reliability (Gregory cited in Manning & Munro, 2006).

3.9 Validity and Reliability in Qualitative Research

In terms of validity and reliability in qualitative approach, Best and Kahn (1998: 322) affirm that validity is greater when the interview is based on a carefully designed structure, thus ensuring that the significant information is elicited (content validity). They also point out that reliability or the consistency of responses may be evaluated by restating a question in a slightly different form at a later time in the interview. Repeating the interview at another time may provide another estimate of consistency of response. With regard to sustaining validity in this study, a semi-structured interview schedule was designed in order to guide and/or direct the researcher in conducting interviews for eliciting relevant information on the basis of the objectives of the study. In terms of keeping consistent responses of the study, the researcher raised some open-ended questions which covered general contents investigated in the study.

However, the validity in qualitative research is then always confronted by validity threats as particular events or processes that can lead to invalid conclusions such as inaccuracy or incompleteness in the way of describing what was seen and heard (Maxwell, 1996: 89). He assumes that if the description of what the researcher was observing or of the interview conducted is invalid, then any interpretations and conclusions drawn from these descriptions are questionable. Researcher bias and reactivity are two other specific validity threats in qualitative research. Maxwell (1996: 90) points out that a researcher needs to consider the selection of data that fit

the researcher's existing theory or preconceptions and the selection of data that stand out to the researcher. The reactivity refers to the influence of the researcher on the setting or individual studied.

In order to prevent such threats in this study, the researcher selectively applied appropriate instruments as suggested by Maxwell (1996: 91). He has underlined that appropriate choice of using instruments should be considered in order that such threats are prevented. For this purpose, he clarifies that recording tools of interviews and transcription stages of these recordings are important to support valid research. Other strategies are triangulation, feedback, member checks, and comparison (Maxwell, 1996: 93). Triangulation refers to the collection of information from a diverse range of individuals and settings using a variety of methods in order to reduce risk of systematic biases due to specific method.

In the context of this study, a small brand-new audio-tape recording tool was used not just to record the interview properly, but also to easily carry the instrument conveniently. Audiovisual recording was also used to record live events and activities which were relevant to the study, for example, events which showed a higher level of community participation in a school building, selection of school council members, and even school culture changes in schools. Other relevant documents, including guidelines in the implementation of SBM designed by SBM advisors of the Nusa Tenggara Timur Primary Education Partnership (NTT-PEP) and final examination results from 2000 until 2006 were collected.

3.10 Interview Design

There are three general categorisations of the interview designs: (1) unstructured (or in-depth interviewing), (2) structured interviewing, (3) semi-structured interviewing (Wengraf, 2001; Minichiello, 1995; Burns, 1994). Minichiello

(1995: 61) defines in depth interview as “conversation with a specific purpose – a conversation between researcher and informant focusing on the informant’s perception of self, life, experience, and expressed in his or her own words”. He underlines that in-depth interview is a means by which the researcher can gain access to, and subsequently understand, the private interpretations of social reality that individuals hold.

The structured interviews apply close-ended questions that force the respondents to select their answer from a limited set of responses. During the interview, conversational approach can not be maintained as specific questions receive specific answers. Taylor and Bogdan (1984, cited in Burns, 1994) defines semi-structured interviewing as “repeated face-to-face encounters between the researcher and informants directed towards understanding informants’ perspectives on their lives, experiences or situations as expressed in their own words’ (p.279). In this form of interview, the researcher needs to develop an interview guide which is used as a direction so that the content of interview focuses on the crucial issues of the study.

For the purpose of gathering qualitative data in the study, which was based on the purposive (non-probability) sampling, semi-structured interview schedule was employed. Accordingly, the researcher set up two major steps. The first step dealt with selecting the informants. In this case, 42 interviews were conducted with the selected categories of principals and other council members who consented to take part at the interviews. The selection was made to represent all categories of stakeholders both located in urban and rural schools. The second step correlates to the interview guide. In this context, the researcher prepared a combination of open-ended questions and some close-ended questions. The first type questions are typically

aimed at providing more chances to the informants in explaining an issue, while the second type was to promote accuracy and content validity of the information.

3.11 The Main Research and Data Analyses

For the purpose of integrating quantitative and qualitative dimensions of this study, the data analysis of the study applied the concurrent triangulation strategy in which the empirical survey was conducted concurrently with interviews and documentary analyses, followed by conclusions with an emphasis on integrating both quantitative and qualitative data findings. The main research was conducted from October 2006 to March 2007. In the case of quantitative data analysis, the data were organized, synthesized, and analysed with the Statistical Packages, Service and Solutions (SPSS) package. According to Pallant (2005) it provides a powerful statistical analysis and data management system in a graphical environment by using descriptive menus and simple dialog boxes.

N-Vivo software package was used to group, identify and even evaluate the qualitative data. In regard to address thematic and analytic coding categories, N-vivo has three key interactive systems, namely, system part, the document system, and the node system. The document system refers to the location where the new documents (like transcripts) are added, grouped, and edited into sets. The node system was employed for making coding analysis. In the system, each coding is appeared hierarchical which group the data into related themes. The last tool system allows the researcher to search through either documents or nodes when doing the analysis. In short, the document system is used to store and manage the raw data, which are then hierarchically and thematically grouped in the node system. The tool system is a means of storing data sets by which the researcher can analyse or evaluate the data.

It is necessary to note that every data analysis tool is just a means to help in

interpreting and analysing the research findings. Oppenheim (1992: 285) affirms that the statistical techniques are tools to help us digging into the data and mining them for precious findings, and composing the findings into meaningful structure. However, depending on the nature and characteristics of the data, different statistical tools have to be used for different purposes.

3.12 Conclusion

This chapter examined the research methodology and design focusing on the quantitative and qualitative research approaches. Firstly, the chapter commenced by stating the key research questions based on general and specific objectives of the study. Secondly, the rationale of the research methodology, including theoretical concepts and reasons of using quantitative and qualitative approaches were provided. Third, the sampling design and sample size were identified, followed by the development of questionnaire design, pre-testing, and pilot study.

Moreover, the chapter provided discussions on interview types, including semi-structured interviews, which was a specific model of interview applied in the study. Lastly, analysis design of the analyses of the study was identified, which was focused on the power of using SPSS and N-vivo for the purpose of statistical and narrative data analyses of the study.

The next chapter presents the quantitative data results and analyses of the study. The quantitative data results and analyses were based on the four major questions.

CHAPTER FOUR

QUANTITATIVE DATA ANALYSIS: RESULTS AND DISCUSSIONS

4.1 Chapter Overview

This chapter presents the results and discussions of quantitative data analysis of the study. It is divided into five major sections. The first section begins with a brief review of the statistical approaches used in the quantitative data analysis of the study, with an emphasis on reasons for choosing the particular statistical techniques. The second section describes the demographic results of the empirical survey, covering the ages and gender of the respondents, their school locations, membership categories, and positions of the members on school councils.

The third section of the chapter provides results and discussions which were based on the four major research questions of the study. The fourth section explains the current development of school councils, including the respondents' opinion on the elected school council members, the process of school council formation, current composition of school councils, and overall functioning and/or operation of the school councils. The last section is a conclusion aimed primarily at providing a brief summary of the chapter.

4.2 Statistical Approaches Used in Quantitative Data Analysis

Some researchers report that there are two broad categories of statistical approaches in quantitative research, namely, descriptive and inferential statistics (Creswell, 2005; Spatz, 2005; Salkind, 2004; McMillan & Schumacher, 2001). Descriptive statistics are used to summarize, organize, and describe the characteristics of a data collection, while inferential statistics are used to make inferences and/or predictions from a smaller group of data (sample) to a possibly larger one

(population). Descriptive statistics is the most fundamental way to summarize data and it is a prerequisite for interpreting the results of quantitative research, while inferential statistics are commonly used in reporting results (McMillan & Schumacher, 2001). Similarly, in the context of analysing quantitative data using statistical techniques, Creswell (2005: 181) explains that descriptive statistics summarize a single variable in a data set or compare how one score relates to all others, while inferential statistical tests are used to assess the differences, relationships, and correlations among variables in the data set. The following section provides a detailed description of the descriptive statistics, which have been used in this study.

4.2.1 Descriptive Statistics for Demographic Data Analysis

In SPSS, descriptive statistics are obtained in a number of different ways, using **Frequencies**, **Descriptives** or **Explores**, depending on the variable types of the data (Manning & Munro, 2006; Pallant, 2005; Salkind, 2004; McMillan & Schumacher, 2001). For instance, Pallant (2005: 49) explains that **Frequencies** are used to obtain descriptive statistics for categorical variables. **Descriptive** is used to present continuous variables, providing summary statistics such as means, medians, and standard deviations, as well as some information in relation to the distribution of scores. This information may be needed if these variables are used in parametric statistical techniques, for example, **T-test** and **Analysis of Variances (ANOVA)**. In addition, **Explore** is commonly used to assess the normality of the distribution of scores.

For the purpose of preliminary analyses of demographic data in this study, **frequencies** were the most common technique used. **Frequencies** were used to summarize the demographic data in terms of the gender and age groups of the

respondents, school location, membership category, and their position in school councils.

4.2.2 Inferential Statistics for the Quantitative Data Analysis

For the purposes of this study, combination of both quantitative and qualitative dimensions of research was used aiming at obtaining the best understanding of the research problems of the study. In particular, the quantitative research design of the study is basically a cross-sectional survey. The survey was aimed at examining the opinions of school council members on the implementation of School Based Management (SBM) in the primary schools of Flores, Eastern Indonesia. The survey was also used to compare the membership categories of two or more school councils in terms of their opinions, as well as to examine gender and school locations.

Given the quantitative research design of the study, **Contingency Table Analysis (Cross-Tabs)** was used. Some experts state that contingency table analysis is used to examine whether two variables which are both categorical (i.e. on nominal or ordinal scales) are related (Manning & Munro, 2006; Pallant, 2005; Diamond & Jefferies, 2001). In this test, the significant relationships are calculated by **chi-squared analysis**. In a more specific explanation, Pallant (2005: 287) categorizes two different types of chi-squared tests, both involving categorical data. Firstly, one-sample of chi-squares, which explores the proportion of cases falling into the various categories of a single variable and compares these with the hypothesized values. Secondly, the chi-squared test determines whether two categorical variables are related. This test compares the frequency of cases found in the various categories of one variable across different categories of another variable.

For the purposes of the study, the chi-squared test was used to determine whether the opinions of school council members by their membership categories on

school councils differed significantly from one another with regard to (1) general decision-making process in school councils; (2) improvements in student achievements resulting from the implementation of SBM; (3) improvements in teaching-learning environments resulting from the SBM implementation.

4.3 Demographic Data Findings

For the purposes of this preliminary analysis, descriptive statistics (**frequencies**) were frequently used to describe the general characteristics of the data collection. The demographic information of the empirical survey of this study includes: the age of respondents, gender, school location, membership category, and position on school councils. The demographic data of the study are shown in Appendix 1 (a codebook of the demographic data).

4.3.1 Age Group

Age groups of the respondents in the study were coded on an ordinal scale, which was categorized into four groups. Figure 4.1 presents the age group categories of the respondents.

Figure 4.1 Age groups of the respondents

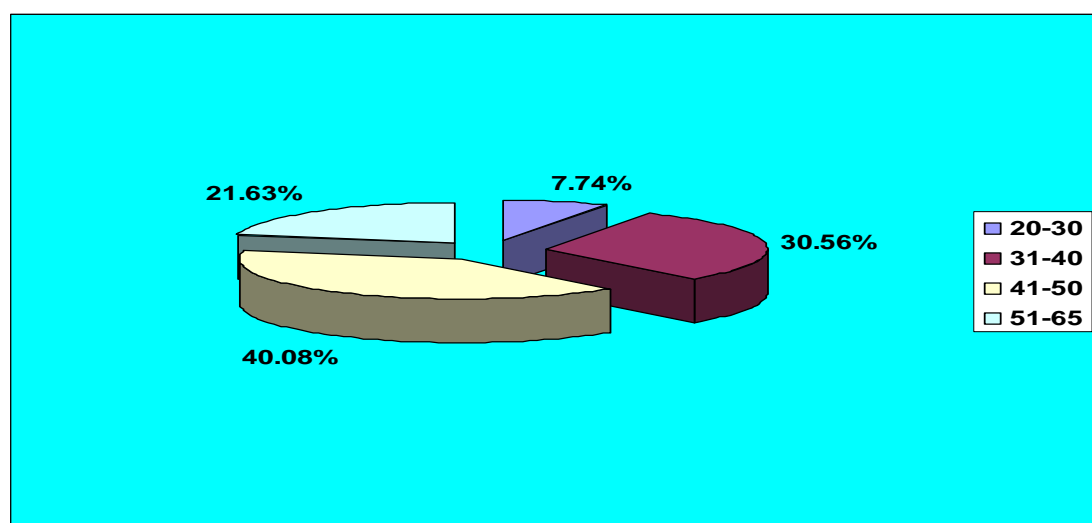
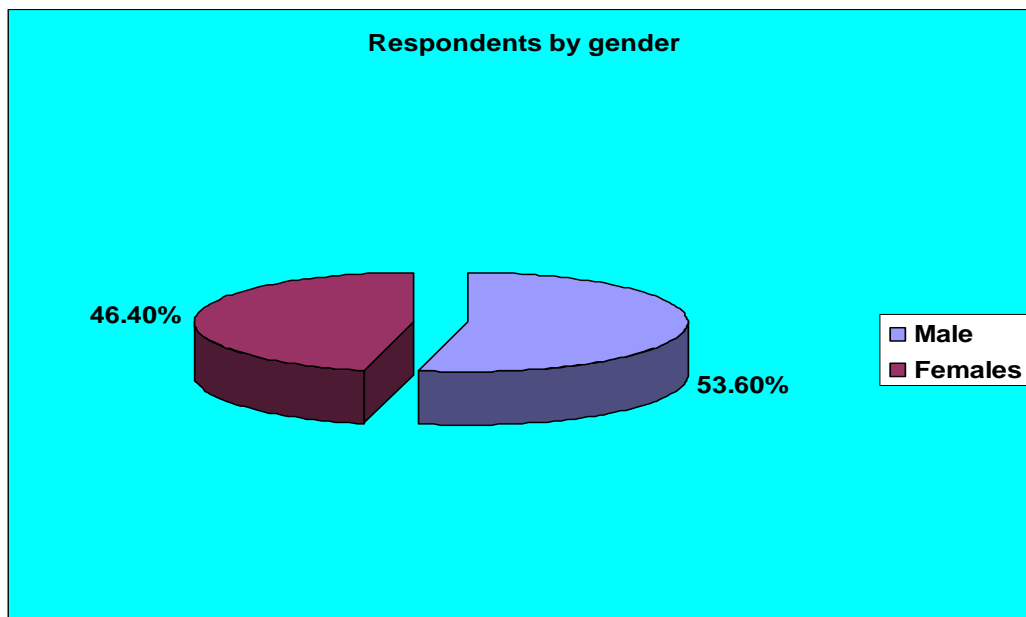


Figure 4.1 shows that 40.08% of the respondents were between 41 to 50 years old and 30.56% were between 31 to 40 years old. Of the others 21.63% were 51 years or above, while only 7.74% were between 20 to 30 years.

4.3.2 Gender

Figure 4.2 Respondents by gender

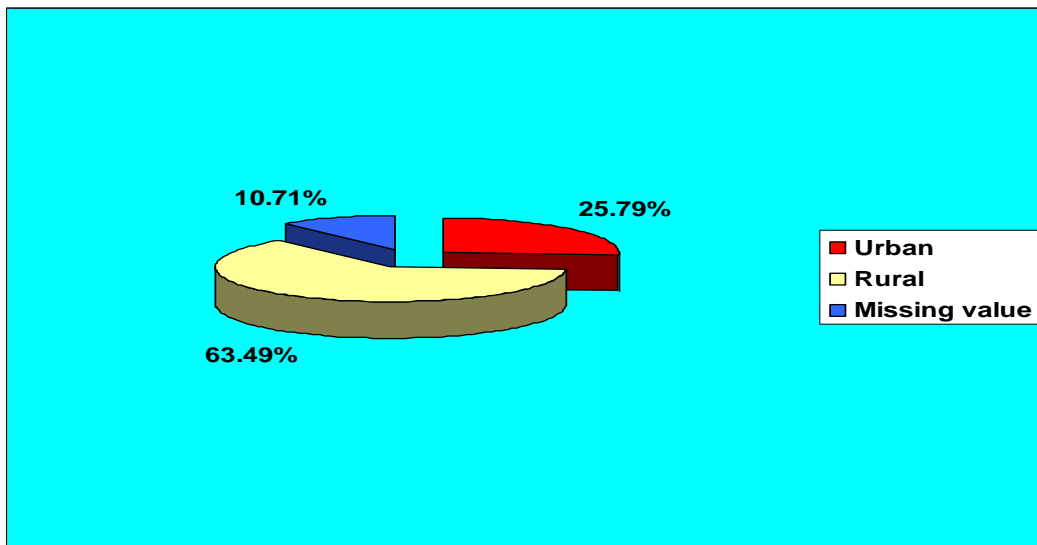


As shown in **Table 4.2** above, 53.6% of the school council members in the empirical survey were males, while 46.4% were females.

4.3.3 School Location

The school locations of the respondents were coded on a nominal scale, presented in **Figure 4.3**.

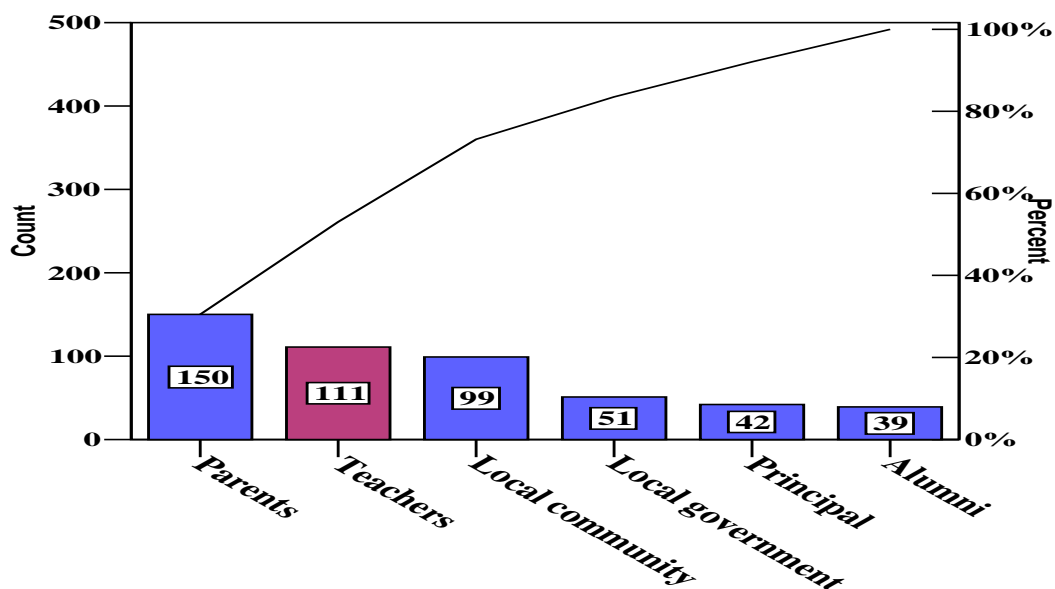
Figure 4.3 School locations of the respondents



A large number of respondents (63.49%) were located in rural areas, while 25.79% were in urban areas. Of those participated, 10.71% have failed to respond to the question.

4.3.4 School Council Membership

Figure 4.4 School council membership categories

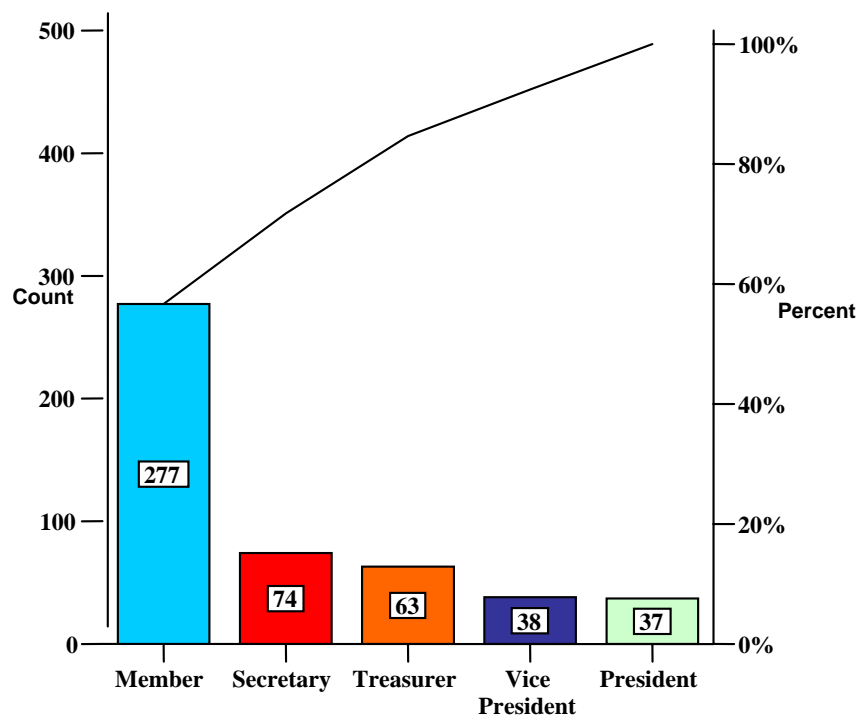


Even though 22.0% of the respondents were teachers, the largest group of respondents (29.8%) was parents. Respondents who represented their local

communities accounted for 19.6% of the total and local government representatives, accounted for 10.1%. Other membership categories of the respondents were principals and alumni, accounting for 8.3% and 7.7% respectively.

4.3.5 Position on School Councils

Figure 4.5 Position of the respondents on school councils



Most of the respondents (56.6%) were school council members. Other respondents held positions such as president (7.6%), vice president (7.8%), secretary (15.1%), and treasurer (12.9%).

4.4 Results of the Data Analyses and Discussions

This section provides the results of data analyses and discussions on the basis of the research questions. This section then demonstrates four key issues, namely, (1) degree of power and authority vested in the school councils; (2) improvements in student achievements resulting from the implementation of SBM, which are correlated

to major factors that influence the improvements in student achievements and improvements in teaching-learning environments; (3) problems and issues confronted with the implementation of SBM and measures needed to minimize the problems; (4) new challenges faced by school leaders in implementing SBM and how they are coping with the challenges.

4.4.1 Degree of Power and Authority Vested in School Councils

The results of data analysis with regard to the power and authority vested in the school councils were based on the objectives and a key research question of this study. One of the objectives of the study was to identify the power and authority of the school councils as perceived by the current members of the school councils. This objective primarily dealt with how school councils are empowered in decision-making for the purposes of improving teaching-learning environment and student achievements. For these purposes, one of the research questions of this study was: **What are the perceptions of the council members in relation to the power and authority vested in school councils?** Specific questions were constructed in the research instrument (refer to Appendix A, question numbers 10, 11a-q, 12, 13, 14, and 15).

In the framework of national education reform, a decentralized education package was introduced in 1999 with the enactment of Law 22/1999 on regional autonomy. Later, on the basis of Education Act 20/2003, as well as guidelines for implementing SBM provided by the Central Government, power and authority for decision-making have been shared with school councils. **Table 4.6** demonstrates the respondents' opinions in terms of the power and authority vested in the school councils.

Table 4.6 Opinions on the power and authority vested in school councils

Items		N	Percent
Valid	Absolutely inadequate	3	0.6
	Inadequate	10	2.0
	Barely adequate	103	20.4
	Adequate	311	61.7
	More than adequate	64	12.7
	Total	491	97.4
Missing	9	13	2.6
Total		504	100.0

As **Table 4.6** shows, 61.7% of the respondents considered the power and authority vested in school councils as adequate, while 12.7% considered it more than adequate whereas 20.4% considered it as barely adequate. A tiny minority of school council members considered the power and authority of the school council as either inadequate (2.0%) or absolutely inadequate (0.6%).

In addition, it was necessary to find out whether male and female respondents differ in their opinions with regard to power and authority vested in school councils.

Table 4.7 Opinion on the power and authority vested in school councils**by gender**

	Absolutely inadequate or Inadequate	Barely adequate	Adequate	More than adequate	Chi-sq	<i>p</i>	N
Gender Male	3.4%	20.7%	66.2%	9.8%	6.67	.08	491
Female	1.8%	21.3%	60.0%	16.9%			

The findings demonstrate that there was no statistically significant difference between gender of respondents and their opinions, (Chi-Sq = 6.67, N = 491, $p = .08$), with 76.0% of male respondents who stated that the power and authority vested in a school council is either more than adequate (9.8%) or adequate (66.2%), compared with 76.9% of female respondents who considered it either more than adequate (16.9%) or adequate (60.0%). Approximately 21% of male and female respondents stated that the power and authority vested in school councils was barely adequate. Less than four per cent of male and female respondents stated that the power and authority vested in school councils were either absolutely inadequate or inadequate.

These findings indicate that the implementation of SBM in Indonesia has resulted in shifting adequate power and authority from central government to school councils. In line with these results, some scholars affirm that traditionally, principals were vested with full authority for the total management of the school. However, under SBM, principals have become partners of other formally constituted school decision-making groups, consisting of teaching and non-teaching staff, parents, community, government, and alumni representatives, and in the case of secondary schools, students (Lam, 2006; Gamage & Hansson, 2006; Gamage, 2006a, 2003, 1996a; Lingard, Hayes, & Mills, 2002).

4.4.1.1 Areas of Power and Authority in Decision-Making

On the basis of opinions of the respondents with regard to the degree of power and authority vested in school councils, a further question arose as to what types of authority were vested in school councils.

Table 4.8 Areas on which school councils were involved in decision-making

Item	N	Yes
School mission	504	96.8%
School vision	504	96.2%
School goals	504	95.8%
School building renovation	504	91.5%
School budget	504	90.7%
New school buildings	504	88.1%
Teaching-learning programs and activities	504	86.7%
School building maintenance	504	77.0%
Students' discipline policy	504	76.8%
Managing canteen	504	73.6%
Managing fundraising	504	57.4%
Selecting teachers	504	46.1%
Selecting school principal	504	44.3%
Selecting administrative staff	504	43.6%
Selecting textbooks	504	41.6%
Curriculum development	504	22.2%

More than 95% of the respondents stated that they had been empowered in the areas of school mission (96.8%), school vision (96.2%), and school goals (95.8%). The vast majority of respondents (more than 85%) also stated that they had been empowered in decision-making in the areas of school building renovation (91.5%), school budget (90.7%), new school buildings 88.1%), and teaching-learning programs and activities (86.7%). A majority of the other respondents (more than 50%) argued

that they had been given power and authority in decision-making in terms of school building maintenance (77.0%), student discipline policy (76.8%), canteen management 73.6%), and fund-raising management (57.4%).

However, less than half of the respondents stated that they had been empowered in the selection of teachers (46.1%), selection of principals (44.3%), selection of administrative staff (43.6%), textbooks (41.6%), and curriculum development (22.2%).

These results of data analysis presented in **Table 4.8** clearly shows that SBM policy and programs in Indonesia has impacted on transferring authority for decision-making on key areas from the central government to school level. In particular, with regard to the authority in managing school funds, the findings of this study contradict some of the prevailing practices in other countries. For instance, Heystek (2007) conducted a study on the relationship between school governing bodies and school principals in the South African context. For the purpose of the study, an empirical survey has been employed, followed by interviews. The survey involved 500 respondents, consisting of 50 educators, who were the members of school governing bodies (SGB) and non-SGB members, 150 learners from all over the country who attended a training course on the SGB, and 300 principals from both Afrikaans-speaking and Afrikaans-English speaking schools (dual-medium schools). In addition to the survey, interviews were carried out, involving 6 principals who were selected purposively from low, medium, and high socio-economic schools.

Based on the study, Heystek (2007: 483) has concluded that still there is no good working relationship between principals and parental governors serving on school governing bodies. In well-equipped schools, the School Governing Bodies are responsible for the administration, planning and management of everything related to

school funds, assets, and the school budget, while the principal is not involved in the daily management of these activities. In schools whose parents were not skilled in financial management, the finances are managed by the principal or a staff member. It is reported that principals and staff in these schools run the risk of legal action against them by the department of education if and when they misuse the funds.

4.4.1.2 Decision-Making Authority and Teaching/Learning Environment

As power sharing can be seen as a means of achieving better quality education in schools, it is necessary to explore the benefits of giving power and authority to the school level decision-makers. Therefore, an attempt was made in this study to find out whether the devolution of power and authority to school councils was related to improvements in teaching/learning environments in schools. For this purpose, an analysis was carried out using **Pearson product-moment correlation co-efficient** to investigate the correlation between granting power and authority to school level decision-makers and improvements in teaching and learning environments as perceived by the school council members. Results of data analysis are presented in **Table 4.9** below.

Table 4.9 Correlations between power and authority vested in school councils and its impact on improvements in teaching-learning environments

Pearson correlation (<i>r</i>)	Level of significance (<i>p</i>)	Total respondents (N)
.098	.032	485

The relationship between devolution of power and authority to school councils and improvements in teaching and learning environments was investigated using Pearson product-moment correlation coefficient. The result of data analysis presented

in **Table 4.9** indicates that there was a positive correlation between the two variables ($r = .098$, $N = 485$, $p < .05$). This finding demonstrates that SBM policies with regard to empowering school level policy and decision-makers with authority and responsibility in decision-making have resulted in improvements of teaching and learning environments in schools.

4.4.1.3 Decision-Making Styles of the School Councils

Other related crucial element that needed to be investigated in this study was the opinions of school council members on how the decisions were made (styles of decision-making). It was considered important to find out how the decisions were made in schools in order to know whether decisions have been made in a democratic manner or remained stable in a dictatorial fashion. The results of data analysis are presented in **Table 4.10** below.

Table 4.10 Opinions on how decisions were generally made in schools

Items		N	Percent
Valid	By consensus	415	82.3
	By majority vote	7	1.4
	On principal's recommendations	72	14.3
	By secret ballot	9	1.8
	Total	503	99.8
Missing	9	1	.2
Total		504	100.0

The above table shows that 82.3% of the school council members participated in the survey considered consensus to be the way decisions were made in school councils. However, some respondents have indicated that principals also generally initiated decision-making by making recommendations before involving other school council members (14.3% of the respondents stated that this was one of the approaches to decision-making. Decision-making processes such as the majority vote and secret

ballot, were indicated only by a very small percentage of respondents (1.4% and 1.8%, respectively). The findings presented in **Table 4.10** simply indicate the viability of participatory decision-making of the school councils. This implies that the school principals are no longer the domineering figures, who were responsible for the total management of schools as were in the past. In contrast, decision-making processes have been shared with other school stakeholders through the school governing body.

4.4.1.4 Usual Procedures in Decision-Making Processes of School Councils

In line with the styles of decision-making, an attempt was also made in this study to find out the usual procedures in decision-making processes of school councils. Accordingly, the usual procedures leading up to the decision-making process of the councils was also investigated in the survey. The results of data analysis are presented in **Table 4.11** below.

Table 4.11 Opinions on the usual procedure leading up to the decision-making processes of the councils

Items	N	Percent
The council work as a true partnership of all stakeholders	276	54.8
Every member gets a fair chance to express views	206	40.9
Members receive working papers on complex issues	8	1.6
On the recommendation of the principal	14	2.8
Total	504	100.0

As **Table 4.11** shows, 54.8% of the council members revealed that the council work as a true partnership of all stakeholders and 40.9% considered that every member gets a fair chance to express their views. However, 1.6% stated that members had received working papers on complex issues, while 2.8% stated that the decision-making process had been based on the principal's recommendation. The

findings clearly indicate that the SBM model, which modifies the old bureaucratic type of school management, comes with shared decision-making and genuine partnerships on the part of school stakeholders.

With regard to the findings in **Table 4.10 (Opinions on how decisions are generally made in school councils)** and **Table 4.11 (Opinions on the usual procedure leading up to the decision-making process of the councils)**, this study shows that consultative and co-determinate decision-making styles have been mostly used by the Flores primary school councils. Theoretically, scholars divide decision-making styles into four groups: (1) autocratic decision-making; (2) persuasive decision-making; (3) consultative decision-making; and (4) co-determinate decision-making (Gamage, 2006a; Everard, Morris, & Wilson, 2004). Autocratic style of decision-making refers to how decisions are taken by a leader without input or consultation from those affected. The staff is then informed of what, how and when the decisions are to be implemented and what is expected of them.

Persuasive style in decision-making deals with how a leader takes decisions with no consultation with those affected. Then, the leader convinces the subordinates or followers that the decisions taken were the right ones and expect them to conform to the decisions. Consultative decision-making style means that a leader seeks the opinions and suggestions of others who are affected by the decisions. Their views are accommodated through many ways (e.g. group meetings, personal consultation) prior to making decisions. In this context, these views are believed to be useful for the purposes of arriving at the final decisions for the good of all.

Co-determinate style of decision-making refers to how decisions are made by leaders with the staff, either by consensus or majority vote. For this purpose, it is important to facilitate meetings for taking co-determinate decisions. In this case,

Gamage (2006a: 228) underlines that the co-determinate decision-making is appropriate in the context of school councils which have authority to make decisions collectively.

With regard to the ways in which decisions were made, findings in **Table 4.11** clearly demonstrate how partnership has become the predominant characteristic in the decision-making processes. In the context of effective SBM development for the purposes of enhancing the quality of school atmosphere in supporting effective teaching and learning, as well as improvements in student performances, Gamage (1998a: 313) reveals that a genuine partnership leads to participatory decision-making in which the participants are able to appreciate each other's point of view. Later, Gamage (2006a: 228) confirms that whenever decision-making styles are adopted, it is necessary to consider several criteria in the procedures of decision-making, among others are: (a) the decision-making process is open and clear to all concerned; (b) it is consistent with reality; and (c) the leader and/or manager understand the concerns of others and establish the conventions of the particular form of decision-making.

4.4.1.5 Perceptions on the Quality of the Decision-Making Processes

Table 4.12 Opinions on the quality of decision-making processes

Items		N	Percent
Valid	Unsatisfactory	9	1.8
	Poor	11	2.2
	Good	44	8.7
	Very good	370	73.4
	Excellent	66	13.1
	Total	500	99.2
Missing	9	4	.8
Total		504	100.0

Within the group of the responding school council members who represented all school stakeholder categories, 73.4% rated the decision-making processes as very good, 13.1% considered it as excellent, while another 8.7% considered it as good. Only 2.2% of the respondents considered it either poor or unsatisfactory.

These data were further explored to find out whether the male and female school council members differed in their opinions in terms of the quality of decision-making processes at the school councils. **Table 4.13** below presents the opinions of respondents by gender with regard to the quality of decision-making processes at school councils.

Table 4.13 Chi-Square test to seek the opinions of respondents by gender on the quality of decision-making process at school councils

Gender	Poor or Unsatisfactory	Good	Very Good	Excellent	Chi-sq	<i>p</i>	N
Male	4.1%	10.1%	70.0%	15.7%	.513	.16	500
Female	4.0%	8.8%	74.0%	13.2%			

A Chi-Square test was conducted to establish whether the male and female respondents differ significantly in terms of their opinions on the general decision-making process at the school councils. The result demonstrates that there was no statistically significant differences in terms of their opinions about the quality of the decision-making process at the school councils (Chi-sq=5.13, N=500, $p = .16$), with 95.8% of male respondents stating that the quality of decision-making was either good (10.1%), very good (70%) or excellent (15.7%), compared to 96.0% of female respondents, considering it was either good (8.8%), very good (74.0%) or excellent (13.2%). Less than 5% of male and female respondents (4.1% and 4.0%,

respectively) have stated that the quality of decision-making processes of the school councils was either poor or unsatisfactory. Then, how the quality of decision-making processes related to improvements in student achievements are presented in the following section.

4.4.1.6 Quality of Decision-Making Processes and Student Achievements

Table 4.14 below presents the results of data analysis with regard to the relationship between the quality of decision-making processes at school councils and its impact on improvements in student achievements, as perceived by the school council members.

Table 4.14 Correlations between opinions of respondents on general decision-making process of the school council and improvement in student achievements

Pearson correlation (<i>r</i>)	Level of significance (<i>p</i>)	Total respondents (N)
.144	.001	490

The results of data analysis presented in **Table 4.14** demonstrate that there was a positive correlation between the quality of decision-making processes and improvements in student achievements ($r = .14$, $N = 490$, $p = .001$). This means that decision-making processes were strongly related to the improvements in student achievements. It implies that school-based decision making through partnerships is associated with improvements in student achievements. It is clear that devolving power and authority to school level decision-makers have resulted in improvements of teaching/learning environments in schools.

Similarly, previous studies also demonstrate that shifting authority for decision-making from higher levels of government to school councils is fundamental to encourage improvements in schools (Lam, 2006; Lingard, Hayes, & Mills, 2002;

Gamage, 1996a). For instance, on the basis of research conducted in Australia, Gamage (1996a: 22) states that devolving authority to school councils can create flexibility in decision-making. It can also encourage ownership, higher levels of motivation and commitment to the process of implementation, as well as greater responsibility on the part of school stakeholders. Other researchers also assert that SBM with the devolution of authority leads to more effective decision-making which results in achieving increased autonomy, effectiveness, productivity, trust, and accountability of the school (Muller & Thorn, 2007; Lam, 2006; Grauwe, 2004; Walker, 2002; Brown & Cooper, 2000; Gamage, Sipple, & Partridge, 1996; O'Neil, 1995; Odden & Wohlstetter, 1995).

Furthermore, the next section presents more details on the results of data analysis on improvements in student achievements resulting from the implementation of SBM. Accordingly, the following section presents the opinions of respondents on improvements in student achievements resulting from the implementation of SBM by membership and age categories. Then, it describes several factors which contributed to the improvements in student achievements: (1) participation of school stakeholders; (2) school policies and actions; and (3) changes in school culture. Lastly, the section provides findings in terms of the improvements in teaching and learning environments, followed by providing a correlation between improvements in teaching/learning environments and improvements in student achievements resulting from the implementation of SBM.

4.4.2 Improvement in Student Achievements Resulting from Implementing SBM

One of the objectives of this study was to identify how SBM has contributed to improvements in student achievements. The research question was: **Have there been improvements in student achievements resulting from the implementation**

of SBM? To gather the data, questions 16, 17, and 18a-e were formulated (refer to Appendix A). The results of data analysis are presented in **Table 4.15**.

**Table 4.15 Opinions on the improvements in student achievements
resulting from the implementation of SBM**

Items		N	Percent
Valid	Unsatisfactory	17	3.4
	Poor	64	12.7
	Good	136	27.0
	Very good	186	36.9
	Excellent	90	17.9
	Total	493	97.8
Missing	9	11	2.2
Total		504	100.0

Table 4.15 shows that 17.9% of the council members viewed the improvements in of student achievements resulting from the implementation of SBM as excellent, while another 36.9% viewed this as very good and 27.0% as good. Thus, 81.8% of the respondents were very positive on the impact of SBM on student achievements. The minority of respondents (16.1%) viewed the improvements in student achievements resulting from the implementation of SBM as either poor (12.7%) or unsatisfactory (3.4%). This indicates that the implementation of SBM policies and programs in primary schools was considered as one of the reform initiatives that have resulted in improving student achievements.

Furthermore, it was necessary to find out the opinions of school council members who were the employees of schools (principals, teachers, and administrative staff) or whose children were in the school (parents) and council members whose jobs were outside schools (local community, local government, and alumni representatives). This was an attempt to investigate whether the two major categories of school council members (internal and external constituencies) differed in their

opinions about the improvements in student achievements resulting from the implementation of SBM. According to the analysis, the following data provide opinions of each category of school council members on the improvements of student achievements.

Table 4.16 Opinions on improvements in student achievements resulting from the implementation of SBM by school council membership categories

Membership Categories	Unsatisfactory or Poor	Good	Very Good	Excellent	Chi-sq	<i>p</i>	N
1	14.0%	29.7%	37.7%	18.7%	5.50	.23	481
2	20.4%	24.3%	38.1%	17.1%			

1 = Principal, Teachers, and Parents Representatives

2 = Local Community, Local Government, and alumni representatives

A Chi-Square Test ascertained whether the school council representatives depending on internal or external differed in their responses in relation to the improvements in student achievements resulting from the implementation of SBM. **Table 4.16** shows that there is no statistically significant difference in terms of their opinions (Chi-sq = 5.50, N = 481, $p = .23$). A vast majority of respondents (86.1%) who are employees of the schools (principals and teachers) and parents considered the improvements in student achievements as either good (29.7%), very good (37.7%) or excellent (18.7%), whereas only 14.0% considered it as either unsatisfactory or poor. In comparison with the external constituencies (local community, local government, and alumni), 80.2% of them viewed the improvements in student achievements as either good (24.3%), very good (37.8%) or excellent (18.1%), whereas only 20.4% considered it as either unsatisfactory or poor. These results simply indicate that all

school council members of both internal and external categories considered the improvements in student achievements as one of the major results of implementing SBM.

In addition, an attempt was made to find out whether school council members by age categories differ in their opinions with regard to improvements in student achievements resulting from the implementation of SBM.

4.4.2.1 Opinions on Improvements in Student Achievements by Age Categories

Table 4.17 shows the opinions on improvements in student achievements by age of the respondents.

Table 4.17 Opinion on improvements in student achievements by age

Age	Unsatisfactory or Poor	Good	Very Good	Excellent	Chi-Sq	<i>p</i>	N
20-30	23.7%	23.7%	34.2%	18.4%	4.64	.86	493
31-40	13.2%	25.8%	41.1%	19.9%			
41-50	17.9%	29.6%	34.7%	17.9%			
51-60	15.7%	27.8%	39.8%	16.7%			

Table 4.17 shows that there was no statistically significant difference of opinion of the respondents because of their age on improvements in student achievements resulting from the implementation of SBM (Chi-Sq = 4.64, N = 493, $p = .86$). Seventy-six percent of school council members aged 20-30 years old viewed the improvements of student achievements as either good (23.7%), very good (34.2%) or excellent (18.4%), compared to 87% of members aged between 31 and 40 years old considering the improvements in student achievements as either good (25.8%), very good (41.1%) or excellent (19.9%). Similarly, Eighty-two percent of council members aged 41-50 years old viewed the improvements in student achievements as either good (29.6%), very good (34.7%) or excellent (17.9%), compared to 84% those

who were between 51 and 60 years old considering it as either good (27.8%), very good (39.8%) or excellent (16.7%). Less than 24% of all the age groups of respondents considered it as either poor or unsatisfactory.

The findings in this study with regard to how SBM contributed to the improvements in student achievements contradict the findings by some other researchers. For instance, Dempster (2000: 55) argues that SBM does not lead to improved student learning outcomes. However, the findings of this study closely relate to other previous studies. Some scholars show how SBM could impact on the devolution of power and authority at the school level, leading to an increase in participation and commitment on the part of parents and local communities. In turn, significant improvements in teaching-learning environments and student achievements have occurred (Gamage, 2006b, 1998a, 1994c; Muijs, Harris, Chapman, & Stoll, 2004; Sheldon & Voorhis, 2004; Blank, 2004; Brown & Cooper, 2000; O'Neil, 1995).

In the context of Indonesia, the implementation of SBM was primarily aimed at increasing the quality of national education (Departemen Pendidikan Nasional, 2004, 2002, 2001). In this context, SBM was implemented in order to improve educational outcomes. Caldwell (2005: 9) reports that the implementation of SBM in Indonesia has led to improvements in student achievements. He then clarifies that dramatic improvements in student achievements were evident within twelve months after the implementation of SBM policies, including the provision of a small budget to each of the 79 schools to conduct professional development programs for teachers, and to engage in community developments to encourage parents to support their schools.

Another issue needed to be examined was linking to improvements in student achievements with some key elements which were also considered to be the results of implementing SBM: (1) parental and community participation; (2) school policies, programs and actions; (3) changes in school culture; and even (4) improvements in teaching/learning environments. The following findings present the correlation between these variables and improvements in student achievement as perceived by the respondents.

4.4.2.2 Participation and Improvements in Student Achievements

As revealed in this study, there were several indicators of parental and community participation in schools, including: (a) financial contributions to the schools; (b) contribution of materials for new school buildings and school building renovations; (c) voluntary labour for new school buildings and school building renovations; (e) voluntary work for building houses for teachers; (f) participation in school decision-making; (g) parental groups who actively involved in helping teachers in literacy activities in classrooms; and even (h) facilitating teaching-learning activities outside classrooms (in the houses of parents).

**Table 4.18 Opinions on the participation of school stakeholders
in improving student achievements**

Items		N	Percent
Valid	Strongly disagree	6	1.2
	Disagree	6	1.0
	Agree	257	51.0
	Strongly agree	233	46.2
	Total	501	99.4
Missing	9	3	.6
Total		504	100.0

Fifty-one per cent of respondents agreed and 46.2% strongly agreed with the statement that *SBM has created higher participation of other stakeholders leading to improve student achievements in schools*. Less than 2 per cent of respondents either disagreed or strongly disagreed. This indicates that the school council members considered the participation of school stakeholders in school activities have resulted in positive outcomes in terms of improving student achievements.

Results of this data analysis were similar to previous research in Indonesia. For instance, prior to the implementation of SBM Indonesia, Werf, Creemers and Guldemon (2001) conducted a study in Aceh and North Sulawesi to find out how parental and community participation contributed to the improvements in student outcomes. The research project was on the basis of the Primary Education Quality Improvement Project (PEQIP) from 1992 until 1997, in coordination with the Central Project Management Unit at the Ministry of Education and Culture (now Department of National Education). The PEQIP project took place in six provinces: Aceh, Sulawesi, Sulawesi Barat, Yogyakarta, Bali, and Nusa Tenggara [Timor].

For the purpose of the study, an experimental study was conducted, followed by interviewing parents and principals, and observing parents' meetings. The experimental study involved 27 PEQIP primary schools in the two provinces (9 *sekolah inti* or core schools and 18 *sekolah imbas* or satellite schools), while 14 control schools in each province were also selected by the PEQIP officials. In total, there were 81 schools and 1,854 pupils involved in the study.

On the basis of their findings, Werf, Creemers and Guldemon (2001: 462) have concluded that parental involvement related positively with student achievements, even though not all indicators of parental involvement were related significantly to all aspects of achievements. They clarify that the voluntary work

provided by parents has a positive effect on student achievement in Bahasa Indonesia (the official Indonesian language), while parental help for students' homework also had a positive effect on mathematics achievements.

In contrast, similar findings have been contradicted in other countries. In Flanders, Belgium, for example, contacting and gathering parents together have been very difficult, and even the parents were thinking that they do not need such meetings as they can have direct contact with teachers and school leaders outside the participation council (Verhoeven & Heddegem, 1999: 415). Similarly, with regards to the parental participation in South Africa, Heystek (2007: 482) reports that: (1) principals in South Africa do not allow active parental participation in the School Governing Bodies (SGB), as they are under the misconception that the parents may take over; (2) the parents' actual contribution is minimal; and even (3) the parents do not know why or how they can be involved in the SGB because they cannot read and interpret the legislation and policies.

Furthermore, another related analysis was made to explore whether the opinions of respondents with regard to participation of stakeholders that resulted in improving student achievements is associated with improvements in student achievements. The following table presents the correlation between these two variables.

Table 4.19 Correlation between opinions of respondents on the participation of school stakeholders that has improved student achievements and improvements in student achievements resulting from implementing SBM

Pearson correlation (r)	Level of significance (p)	Total respondents (N)
.106	.018	490

Pearson correlation coefficient was used in the data analysis to find out whether there is a relationship between improvements in student achievements resulting from the implementation of SBM and participation of school stakeholders has improved student achievements. **Table 4.19** demonstrates that there was a positive correlation between the two variables ($r = .10$, $N = 490$, $p = .01$). This finding indicates that improvements in achievements in schools resulting from participation of school stakeholders are moving in the same direction with the improvements in student achievements.

4.4.2.3 School Policies and Actions and Improvements in Student Achievements

Apart from the impact of parental and community participation in improving student achievements, the literature review shows how SBM influences school policies and actions, leading to improvements in student achievements. In this study, the school policies, programs and actions refer to the areas of decision-making authority vested by Central Government to school stakeholders.

Table 4.20 Opinions on whether school council policies, programs and actions have improved student achievements

Items		N	Percent
Valid	Strongly disagree	8	1.6
	Disagree	7	1.4
	Agree	340	67.5
	Strongly agree	137	27.2
	Total	492	97.6
Missing	9	12	2.4
Total		504	100.0

Table 4.20 above shows that 95% of the respondents either strongly agreed or agreed (27.2% and 67.5%, respectively) that school council policies, programs and action have improved student achievements. Only three per cent (1.4% and 1.6%, respectively) of respondents either disagreed or strongly disagreed with the statement.

Moreover, for the purposes of finding out the association between improvements in student achievements resulting from implementing SBM and the SBM policies, programs and action which have significantly improved student achievements, **Table 4.21** below present the findings:

Table 4.21 Correlation between improvements in student achievements resulting from implementing SBM and SBM policies, programs and action that have significantly improved student achievements

Pearson correlation (<i>r</i>)	Level of significance (<i>p</i>)	Total respondents (N)
.209	.000	481

Pearson correlation coefficient was used in the data analysis to find out whether there was an association between improvements in student achievements resulting from the implementation of SBM and SBM policies, programs and actions which were considered to be significant in improving student achievements. **Table 4.21** demonstrates that there was positive correlation between the two variables ($r = .20$, $N = 481$, $p = .000$). This finding indicates that improvements in achievements in schools resulting from SBM policies, programs and action were moving in the same direction with the improvements in student achievements.

4.4.2.4 Changes in School Culture and Improvements in Student Achievements

**Table 4.22 Opinions on whether changes in school culture
have improved student performances**

Items		N	Percent
Valid	Strongly disagree	1	.2
	Disagree	7	1.4
	Agree	307	60.9
	Strongly agree	94	18.7
	Total	409	81.2
Missing	9	95	18.8
Total		504	100.0

Table 4.22 shows that 80% of the respondents either agreed (60.9%) or strongly agreed (18.7%) that there were improvements in student performances resulting from the changes in school culture, as against 1.6% who disagreed (1.4%) or strongly disagreed (.2%) that there were improvements in student performance resulting from the implementation of SBM. The findings indicate that changes in school culture have supported the improvements in student achievements which could have included both academic and non-academic achievements.

In addition, it was important to find out whether there was an association between improvements in student achievements resulting from implementing SBM and changes in school culture. The analysis of data in **Table 4.23** below presents the findings:

**Table 4.23 Correlation between improvements in student achievements
resulting from implementing SBM and changes in school culture**

Pearson correlation (<i>r</i>)	Level of significance (<i>p</i>)	Total respondents (N)
.173	.001	399

Pearson correlation coefficient was used to investigate whether there was a relationship between improvements in student achievements and SBM policies, programs and action which are considered to be significant in improving student achievements. **Table 4.23** demonstrates that there was a positive correlation between the two variables ($r = .17$, $N = 399$, $p = .001$). This finding indicates that improvements in student achievements resulting from SBM were supported by school culture changes in schools. It is clear that to this end, the implementation of SBM has had a direct impact on students-related improvements.

4.4.2.5 Opinions on the Improvements in Teaching/Learning Environments

At this point, it was important to clarify whether improvements stemming from the implementation of SBM are student-related. The following table indicates the extent to which respondents perceived that the implementation of SBM had improved the teaching-learning environment of schools.

Table 4.24 Opinions on the extent to which the implementation of SBM has improved the teaching-learning environments of the schools

Items		N	Percent
Valid	It has deteriorated	1	.2
	It has made no difference	9	1.8
	It is insignificant	66	13.1
	It has improved little	205	40.7
	It has improved significantly	215	42.7
	Total	496	98.4
Missing	9	8	1.6
Total		504	100.0

Forty-three per cent of the respondents stated that there had been significant improvement in the teaching-learning environments as an impact of the

implementation of SBM. In addition, 40.7 per cent of the respondents considered that there had been little improvement in teaching/learning environments resulting from implementing SBM. Only a minority of respondents (2.0%) revealed that the implementation of SBM had made no difference (1.8%) or had even deteriorated (.2) the teaching-learning environment.

4.4.2.6 Improvements in Teaching/Learning Environments by Membership

Categories

Table 4.25 Opinions on improvements of teaching/learning environment resulting from SBM by school council membership categories

Membership Categories	No difference or Insignificant	Improved little	Improved significantly	Chi-sq	<i>P</i>	N
1	16.0%	42.0%	42.0%	.449	.799	484
2	14.1%	41.3%	44.6%			

1 = Principal, Teachers, and Parents Representatives

2 = Local Community, Local Government, alumni representatives

A Chi-Square Test was used to establish whether school council representatives differed in their responses with regard to whether improvements in the teaching-learning environments resulted from SBM. **Table 4.25** shows that there was no statistically significant difference in terms of their opinions (Chi-sq = .44, N = 484, $p = .79$). Membership categories who were employed at the school (principal and teachers) and parents considered the improvements in the teaching-learning environments as either improved significantly (42.0%) or improved little (42.0%). Other school council membership categories (local community, local government, and

alumni) viewed the improvements in the teaching-learning environment resulting from SBM as either improved significantly (44.6%) or improved little (41.3%). Less than one-fifth (1/5%) of all membership categories (16% and 15.1% respectively) stated that the improvements were either insignificant or no difference after the implementation of SBM.

4.4.2.7 Improvements in Student Achievements and Teaching/Learning

Environments

The following table presents a correlation between opinions of the respondents in terms of improvements of student achievements and improvements of teaching-learning environments resulting from the implementation of SBM.

Table 4.26 Correlations between improvements in student achievements and teaching-learning environments resulting from the implementation of SBM

Pearson correlation (<i>r</i>)	Level of significance (<i>p</i>)	Total respondents (N)
.105	.021	487

Table 4.26 shows that there was a significant positive correlation between improvements in student achievements and improvements in the teaching-learning environments in schools, which resulted from the implementation of SBM ($r = .10$, $p = .02$). This result indicates that there was a significant relationship between the two variables. This means that improvements related to teaching/learning environments resulting from the implementation of SBM are moving in the same direction with improvements in student achievements.

Next, the following section emphasizes on the major problems and issues that confronted the school principals and school council members in the process of implementation of SBM.

4.4.3 Problems and Issues that Confronted the Implementation of SBM

This study also focused on identifying the problems and issues confronted by principals and the school council members in the process of implementing SBM. For this purpose, the main research question formulated was: **What were the major problems and issues faced when implementing SBM and what remedial measures should be taken in the context of primary schools in Flores?** In order to gather the data, several questions were included in the research instrument (**shown in Appendix A, Questions 21a-21i**). Accordingly, first of all, this section presents the opinions of school council members on the problems which are mostly reported by researchers in the literature review. This section describes the opinions of school council members by their location, which are mostly similar to those faced by school principals and council members in district towns and by principals and council members in sub-district and rural areas.

4.4.3.1 Major Problems Confronted in the Implementation of SBM

Researchers have indicated many problems and issues confronted by school leaders and school councils in the implementation of SBM. These included poor resources in schools, lack of school textbooks, lack of professional development in leadership for school leaders and confusion on the part of school councils in relation to new roles and responsibilities, difficulties of coordination, lack of decision-making authority, lack of knowledge, low parental participation, under funding of education by governments, dependency on central government, and even lack of time (Gamage

& Sooksomchitra, 2004; Mulyasa, 2004; Indriyanto, 2004; Cotton, 2003; Munn, 2000; Schlegel, 2000; Maksymjuk, 2000; Banicky, Rodney & Foss, 2000; Belk, 1998; Hancock, 1998; Oswald, 1995; Herman & Herman, 1993).

The following table presents the responses of Indonesian principals and other representatives of school councils (teachers, school administrative staff, parents, community members, local government, and alumni). The following problems were listed on the basis of literature reviews.

Table 4.27 Opinions of respondents with regard to problems confronted in the process of implementation of SBM

Problems	SD		D		A		SA	
	N	%	N	%	N	%	N	%
Inadequate parental participation	43	8.5	272	54.0	115	22.8	65	12.9
Lack of adequate authority for decision-making	34	6.7	332	65.9	106	21.0	24	4.8
Difficulties of coordination	24	4.8	294	58.3	143	28.4	34	6.7
Lack of clarity in roles between principals and school councils	15	3.0	288	57.1	144	28.6	49	9.7
Lack of appropriate professional development for school leaders	18	3.6	188	37.3	210	41.7	75	14.9
Lack of school facilities	13	2.6	177	35.1	186	36.9	119	23.6
Lack of knowledge about SBM	10	2.0	140	27.8	259	51.4	85	16.9
Inadequate school finances	7	1.4	163	32.3	205	40.7	118	23.4

SD: Strongly Disagree

D: Disagree

A: Agree

SA: Strongly Agree

Table 4.27 shows that 55.6% of respondents either agreed (41.7%) or strongly agreed (14.9%) that lack of appropriate professional development for school leaders was a problem. Lack of school facilities was another problem, identified by 60.5% of the respondents who either agreed (36.9%) or strongly agreed (23.6%). Sixty-eight per cent of respondents either agreed (51.4%) or strongly agreed (16.9%) that lack of knowledge about SBM was a problem, while 64% of them either agreed (40.7%) or

strongly agreed (23.4%) that inadequate finances was a problem confronted in the implementation of SBM.

However, 62.5% of respondents either disagreed (54.0%) or strongly disagreed (8.5%) that inadequate parental participation is a problem confronted by the implementation of SBM. The vast majority of respondents (72.6%) either disagreed (65.9%) or strongly disagreed (6.7%) that lack of adequate authority for decision-making was a problem in the implementation of SBM. In addition, 63.1% of the respondents either disagreed (58.3%) or strongly disagreed (4.8%) that difficulties in coordination was a problem, while 60.1% either disagreed (57.1%) or strongly disagreed (3.0%) that lack of clarity of roles between principals and school councils was a problem confronted by them.

4.4.3.2 Major Problems According to School Location

This section discusses how the findings of the study related to the problems confronted by schools in urban and rural areas.

Table 4.28 Problems confronted in the implementation of SBM by school location

Problems	Urban% Agree and strongly agree	Rural% Agree and strongly agree	Total% Agree and strongly agree	Chi- Square	Asymp. Sig. (2- sided)
Lack of knowledge in SBM	68.7%	71.2%	70.4	.96	.80
Inadequate trained teachers	71.3%	64.9%	66.7%	3.70	.29
Inadequate finance	64.7%	65.5%	65.2%	5.76	.12
Lack of school facilities	53.3%	59.1%	60.3%	5.51	.13
Lack of appropriate professional development for school leaders	57.9%	56.5%	57.0%	5.13	.16
Lack of clarity of roles between principal and school council	35.9%	39.7%	39.4%	3.76	.28
Difficulties of coordination	44.2%	34.3%	37.2%	8.61	.03
Inadequate parental participation	34.9%	38.1%	37.2%	4.15	.24
Lack of adequate decision- making authority	27.1%	27.2%	27.1%	2.83	.41

Chi-Square Test was used to find out whether school council members located in urban areas differ in their opinions in terms of problems confronted in the implementation of SBM from council members in rural areas. Table 4.28 demonstrates that there was no statistically significant difference in terms of their opinion on lack of knowledge in SBM (Chi-Sq = .96, N = 440, $p = .80$), inadequate trained teachers (Chi-Sq = 3.70, N = 439, $p = .29$), inadequate finances (Chi-Sq = 5.76, N = 440, $p = .12$), lack of school facilities (Chi-Sq = 5.51, N = 441, $p = .13$), lack of appropriate professional development for school leaders (Chi-Sq = 5.13, N = 437, $p = .16$), lack of clarity of roles between principals and school councils (Chi-Sq = 3.76, N = 442, $p = .28$), inadequate parental participation (Chi-Sq = 4.15, N = 441, $p = .24$), and lack of adequate decision-making authority (Chi-Sq = 2.83, N = 442, $p = .41$).

The findings in Table 4.28 also indicate that the majority of respondents stated either agree or strongly agree that problems confronted in the implementation of SBM due to lack of knowledge in SBM (70.4% of respondents stated either agree or strongly agree), inadequate finances (66.7% of respondents stated either agree or strongly agree), inadequate trained teachers (65.2% of respondents stated either agree or strongly agree), lack of school facilities (60.3% of respondents stated either agree or strongly agree), and lack of appropriate professional development for school leaders (57.0% of respondents stated either agree or strongly agree).

However, there was a statistically significant difference in terms of opinions of the respondents on the problem related to difficulties of coordination (Chi-Sq = 8.61, N = 441, $p = .03$), as shown in Table 4.29.

Table 4.29 Problems in terms of coordination difficulties by school location

School location	Strongly disagree	Disagree	Agree	Strongly agree	Chi-Sq	<i>p</i>	N
Urban	1.6%	54.3%	38.0%	6.2%	8.61	.035	441
Rural	6.7%	59.0%	27.2%	7.1%			

Table 4.29 demonstrates that 44.2% of the respondents in urban areas either agreed (38.0%) or strongly agreed (6.2%) that difficulties of coordination is one of the problems confronted in the implementation of SBM, compared with 34.3% of respondents from schools in rural areas either agreed (27.2%) or strongly agreed (7.1%) with the statement. This indicates that problem with regard to difficulties of coordination is more likely faced by school council members in the urban areas rather than council members in the rural areas. The section below is about the discussions related to the problems confronted by school principals and school councils.

It can be affirmed that the problems found in this study are similar to the problems revealed by many researchers in other studies. For instance, Cotton (2003) conducted a meta-analysis study in an attempt to evaluate the concept and practice of SBM in the context of the USA. She reports that problems were confronted by site councils particularly because of the fact that the councils were given responsibilities, but they lacked confidence or were not competent to carry out these responsibilities. As a consequence, major problems were confronted by the site councils. First, major problem was related to the lack of knowledge of school operations on the part of newly formed councils because of non-certified staff, and even parents and students who generally had limited knowledge of school budgets, facilities, personnel, policy

issues and other matters on which they were expected to give input and/or make decisions.

Second, problem was the lack of group process skills such as skills for the purpose of group decision-making, conflict resolution, problem solving which were required in developing effective work groups. Thirdly, the problem related to the lack of clarity of their roles. In this case, it was not clear on the part of the site councils whether their roles were to function as decision-making bodies or advisory bodies and even whether they had decision making authority on all aspects of school management or only on some aspects.

Moreover, for the purpose of seeking whether the school council members were happy to spend their time on school council business, an analysis was made. The data in the table below present the degree of happiness felt by school council members in terms of time spend on school council business.

Table 4.30 How happy the respondents were to spend time on council businesses

Items		Frequency	Percent
Valid	Not very happy	2	.4
	Not happy	1	.2
	Not sure	2	.4
	Happy	417	82.7
	Very happy	81	16.1
	Total	503	99.8
Missing	9	1	.2
Total		504	100

Table 4.30 above shows that almost all of the respondents (98.9%) felt either happy (82.8%) or very happy (16.1%) to spend their time on school council business. Less than 1% of the respondents felt unsure, not happy, or not very happy in spending their time on school council business. This result indicates that the school council members were happy to devote their time for council business.

Some researchers have reported that time has become one of the major problems in the implementation of SBM (Grauwe, 2004; Schlegel, 2000; Cotton, 1992). In particular, Cotton (1992) clarifies that time was the problem faced by teacher representatives as they were required to devote additional hours for school council business. In contrast to these findings, the respondents in this study were happy to spend additional hours for school council businesses.

The following section presents how the school leaders coped with their roles and/or challenges in the implementation of SBM, as well as support they needed in implementing SBM effectively.

4.4.4 How did the Principals Cope with the New Roles and Challenges?

In this study, the primary focus was emphasized on the roles of principals and challenges faced by them in the implementation of SBM, as well as the support they need. Therefore, another specific objective of this study was to analyse the problems and challenges hampering the implementation of SBM and seek remedial strategies, as well as to examine how the school principals coped with the new challenges and identify the types of assistance and/or support required. The research question was: **How did principals cope with the new challenges and what types of assistance and/or support needed to effectively implement SBM?** Some questions were formulated specifically for school principals in the research instrument in order to gather quantitative data (**Refer to Appendix A, Question 24a-24f, 25a-25g, and 26a-26f**). The following section provides the results of some of the quantitative data analysis.

In keeping with the objectives of this study, the results of data analysis are divided into three sections, namely, (1) responses of the principals on the common roles and/or challenges faced by the principals in their diverse and multiple roles such

as leader, supervisor, public relation officer, and conflict handler; (2) how the principals perceive their roles and/or challenges; and (3) what types of assistance and/or support needed in coping with the new roles and/or challenges. The following section presents the analysis of the responses of school principal on their roles in current education reform initiatives.

4.4.4.1 Roles of the School Principals

Table 4.31 below presents the challenges faced by the school principals in the implementation of SBM.

Table 4.31 Roles and/or challenges confronted by the principals in the implementation of SBM

Roles and challenges of principals	Strongly disagree	Disagree	Agree	Strongly agree
	%	%	%	%
School leader	-	-	39.5	60.5
School manager	4.8	9.5	35.7	50.0
Instructional leader	-	-	42.9	57.1
Supervisor	2.4	2.4	40.5	54.8
Public relation officer	7.1	2.4	42.9	47.6
Conflict handler	3.8	9.5	50.0	36.7

Table 4.31 demonstrates that all school principals in this study either agreed (39.5%) or strongly agreed (60.5%) that being a school leader is one of their primary roles. Eighty-six per cent of the principals either agreed (35.7%) or strongly agreed (50.0%) that one of their roles in the school is to function as the school manager, while a small number of principals either disagreed (9.5%) or strongly disagreed (4.8%). Then, all principals either agreed (42.9%) or strongly agreed (57.1) that functioning as the instructional leader is one of their major roles. In addition, a vast majority of the principals were in agreement with the roles of a principal as supervisor, public relations officer, and conflict handler with 95.3%; 90.5%; and 85.7% respectively

agreeing either strongly or otherwise. These data illustrates that in accordance with SBM policies and programs prescribed by the government, the school principals in this study have played their leadership and managerial roles.

The results of data analysis above indicate that the implementation of mandatory SBM in Indonesia has impacted on the role changes of school principals. In the past, the principals were the agents of government who followed the instructions of government officials. In other words, during the period of the centralized education system, the principals were the followers of government bureaucrats who determined and/or decided on school policies and programs. In this context, Indriyanto (2004: 1) asserts that even though decentralization was introduced in 1974 with the enactment of Law No. 5/1974 on Local Government, the New Order regime still held a strong political control over the local government and the central government a played dominant role in establishing planning and strategies of education programs.

In the new Indonesian SBM scheme, however, the principals are required to be the school leader, school manager, supervisor, instructional leader, administrative leader, motivator, innovator, public relation officer, conflict handler, and even school accountant (Peraturan Mendiknas No.13/2007). Thus, the implementation of Indonesian SBM with devolution of authority and responsibility to school councils requires the principals to plan, implement, and evaluate school policies and programs with wider school communities. This means that being a principal means to become a person who needs to work with others in providing directions and guidance for the purposes of achieving the school's mission, vision, and goals.

Similarly, some researchers report that the movement towards SBM which places the responsibility and accountability for the provision of services at school

level have impacted on changing the roles of school principals (Catano & Stronge, 2007; Gamage, 2006b, 1996b, 1990; Caldwell, 2004b; Moore, George, & Halpin, 2002; Dempster & Logan, 1998; Chapman, 1990). For instance, Gamage (1996b: 68) affirms that in the past traditionally, legally and functionally, the principal was the person entrusted with the total management of the school while being accountable only to the higher level bureaucrats in the State Department/Ministry of Education. However, the formation of school councils has reduced the position of school principal from the total authority figure to one among several in managing school policies and programs.

In addition, Moore, George, and Halpin (2002: 175) state that on the basis of the Education Act of 1988 the devolution of power and authority over finances and resources to school has contributed to profound changes in the role of principal as a managing director, a school leader, a marketer, and an agent between the school and its customers, rather than acting as mediators between government policy and staff in schools. Thus, the principals are required to be accountable to the government, wider school community, as well as meeting the needs and expectations of students, teachers, and parents. Accordingly, Catano and Stronge (2007: 394) affirm that the political pressure of high accountability requires principals to improve instruction and student achievement while balancing the need to maintain facilities, supervise student conduct, and manage budgets.

Moreover, in response to the changing role of principal, Caldwell (2004b) considers training and development for school principals is significant. However, Gamage (2006a: 32) points out that the foremost challenge that a school principal faces is to understand this situation of changes and improve his or her interpersonal and communication skills to meet the changing environment. It is important to

understand that the principal is no longer the authority figure but is a partnership with other stakeholders. He or she would not be in a position to issue instructions and expect the staff and students to obey the instructions. In contrast, the altered role of principal requires him or her to articulate views for a shared vision while expressing his/her views on policy issues to convince the other members of the partnership in arriving at decisions before instructions could be issued in the capacity of the Chief Executive Officer (CEO) of the school.

Furthermore, **Table 4.32** presents the analysis of the opinions of the principals on how school principals perceived their new roles in SBM schools.

Table 4.32 How principals perceived their roles and challenges

Items	SD	D	A	SA
	%	%	%	%
Being a principal under SBM, I have the opportunity to seek advice and support from other school stakeholders.	2.4	7.1	31.0	59.5
It is essential for the principal and staff to discuss and agree with the strategies to implement the changes collaboratively.	-	-	33.3	66.7
I consider myself as a team member, not just as a leader	-	-	39.5	60.5
The ability to delegate authority is an essential skill for a principal.	-	-	42.9	57.1
My workload has increased significantly since the implementation of SBM	4.8	21.4	45.2	28.6
There are adequate provisions for me to seek help to reduce my workload.	2.4	9.5	61.9	26.2

Table 4.32 shows that more than 90% of the respondents either agreed (31.0%) or strongly agreed (59.5%) that they have opportunity to seek advice and

support from other school stakeholders. All principals in this study either agreed (33.3%) or strongly agreed (66.7%) that principal and staff need to discuss and agree with the strategies to implement the changes in a collaborative manner, as well as the principal considering himself/herself a team member, not just a leader. Similarly, all principals either agreed (42.9%) or strongly agreed (57.1%) that the ability to delegate authority is an essential skill for a principal. Then, even though the workload has been increased significantly since the implementation of SBM (as perceived by 73.8% of respondents), most of the respondents (88.1%) either agreed (61.9%) or strongly agreed (26.2%) that there are adequate provision for seeking help in order to reduce their workload.

4.4.4.2 Support Needed by School Leaders to Cope with the Roles and Challenges

Table 4.33 Responses of principals on support needed in implementing SBM

Items	Yes	No
	%	%
Training in educational leadership and management	100	-
Workshops on SBM	100	-
Training on computer literacy and typing	85.7	14.3
Training on strategic planning	100	-
Training in participatory decision-making	78.6	21.4
Regular professional development sessions	100	-

Table 4.33 demonstrates that training in educational leadership and management, workshops on SBM, training on strategic planning, and regular professional development sessions are needed by all school principals with 100% agreement expressed in these four areas. Moreover, training related to computer literacy and typing (85.7%) as well as training in participatory decision-making

(78.6%) are needed by a vast majority of school principals. These findings indicate that there is a very high demand for training in the areas school leadership for the school principals.

Many scholars also affirm that in order to perform the roles of principals operating within the SBM environments he or she needs to follow training and professional development programs (Heystek, 2007; Gamage, 2006a, 1996b, 1990; Gamage & Sooksomchitra, 2004; Caldwell, 2004b; Earley, 2003; Verhoeven & Heddegem, 1999). For instance, Gamage (2006a: 34) points out that it is desirable that a principal acquires generic skills in the management of human, material, and financial resources and information technology, as well as in strategic planning, program management, marketing, conflict resolution, and negotiations.

In the context of this study, all principals need training in educational leadership and management, workshops on SBM, training in strategic planning, and regular professional development sessions. The large number of principals also needed training support in the areas of participatory decision-making and computer literacy and typing.

4.4.5 Other Relevant Results of Data Analysis

It is necessary to point out that the results of data analysis presented in this section are relevant in terms of their connection with the results and analysis presented previously. In this context, the presentation of the following results is primarily aimed at investigating the responses and/or opinions of the school council members regarding the formation of school councils, the composition, how the members were elected, and the overall functioning of the school councils. Even though these results are not solely to answer the four research questions of this study,

they are still closely related to this study. Therefore, it is still relevant to present the results to provide a comprehensive picture on Indonesian school councils.

First, the results related to the responses on how the members were elected to the school councils are presented. Then, the opinions on the processes of school councils' formation, the opinions on the current composition, the opinions on the overall functioning of the school councils and lastly, the responses of the respondents' opinions in relation to the type of reforms needed in Flores Primary Schools.

4.4.5.1 The processes of school councils formation

Table 4.34 Opinions on the processes of school council formation

Items		N	Percent
Valid	Unsatisfactory	3	.6
	Poor	1	.2
	Good	33	6.5
	Very good	342	67.9
	Excellent	121	24.0
	Total	500	99.2
Missing	9	4	.8
Total		504	100.0

Table 4.34 shows that 98.4% of the respondents considered the process of council formation as either good (6.5%), very good (67.9%) or excellent (24.0%). Only less than 1% viewed the processes either poor or unsatisfactory.

4.4.5.2 How did they elect the school council members?

Table 4.35 Responses on how the school council members were elected

Items		N	Percent
Valid	By secret ballot	232	46.0
	By show of hands	9	1.8
	Elected unopposed	1	.2
	By consensus	261	51.8
	Total	503	99.8
Missing	9	1	.2
Total		504	100.0

Table 4.35 shows that 51.8% of the respondents stated that they were elected by consensus and 46.0% stated that they were elected by secret ballot, whereas less than 2% stated that they were elected either by show of hands or elected unopposed.

4.4.5.3 Current composition of the school councils

Table 4.36 Opinions on the current composition of the school councils

Items		N	Percent
Valid	Unsatisfactory	4	.8
	Poor	4	.8
	Good	54	10.7
	Very good	381	75.6
	Excellent	58	11.5
	Total	501	99.4
Missing	9	3	.6
Total		504	100.0

Table 4.36 shows that 97.8% of the respondents considered the current composition of the school council as either good (10.7%), very good (75.6%) or excellent (11.5%). Only less than 1% of them considered it either poor or unsatisfactory.

4.4.5.4 The overall functioning of the school councils

Table 4.37 Opinions on the overall functioning/operation of the school councils

Items		N	Percent
Valid	Unsatisfactory	7	1.4
	Poor	7	1.4
	Good	91	18.1
	Very good	349	69.2
	Excellent	49	9.7
	Total	503	99.8
Missing	9	1	.2
Total		504	100.0

Table 4.37 above shows that 97% of the respondents rated the overall functioning of the school council as either good (18.1%), very good (69.2%) or excellent (9.7%), whereas only 2.8% considered it either poor or unsatisfactory.

4.4.5.5 The type of reform needed in Flores Primary Schools

Table 4.38 Opinion on the type of reforms needed by Flores primary schools to improve student achievements

Items		N	Percent
Valid	Strongly disagree	1	.2
	Disagree	1	.2
	Agree	166	32.9
	Strongly agree	334	66.3
	Total	502	99.6
Missing	9	2	.4
Total		504	100.0

Of the population (N = 504) involved in the survey 66.3% strongly agreed, while 32.9% agreed that SBM was the type of reforms needed by the Flores primary education to improve the quality of education and student achievements. This means that only less than 1 per cent of respondents disagreed or strongly disagreed.

4.5 Conclusions

This chapter examined the results of the quantitative data analyses on the basis of empirical survey designed to investigate the current implementation of SBM in Flores primary schools as perceived by the school council members.

Overall, the quantitative data results indicate that most of the Flores primary school council members are happy with the new SBM reforms. They believe that SBM is an educational reform needed by Flores primary schools to achieve better

educational outcomes. In particular, there have been a number of reforms in school settings. First of all, as perceived by school council members, there has been adequate power and authority for decision-making vested in school councils. However, only less than half of respondents have acknowledged that they are empowered in the areas of staff selection, curriculum development and determination, and school textbook selection.

The findings suggest that with a high level of participation of parents has resulted in changes in school cultures leading to significant improvements in teaching/learning environments and student achievements. Moreover, there is a significant positive correlation between improvements in student achievements and improvements in the teaching-learning environments resulting from the implementation of SBM.

Even though more time and effort may be needed to achieve more effective implementation of SBM in Indonesia and more specifically in Flores, this study demonstrates that school leaders have coped with the new roles and challenges confronted with SBM by adjusting their roles to meet the changing demands. They affirm that even though their workloads have increased significantly since the implementation of SBM, they find adequate provision to seek help in reducing their workload along with the delegation of authority to teachers and non-teaching staff including collaborative discussions and agreements on strategies.

In addition to the empirical survey, it was necessary to collect qualitative data in order to seek clarifications and additional information on the issues raised at the empirical survey. For this purpose, 42 interviews with a representative group of school stakeholders and documentary analyses were undertaken. The analysis of these data is presented in the next chapter.

CHAPTER FIVE

QUALITATIVE DATA ANALYSIS: RESULTS AND DISCUSSIONS

5.1 Chapter Overview

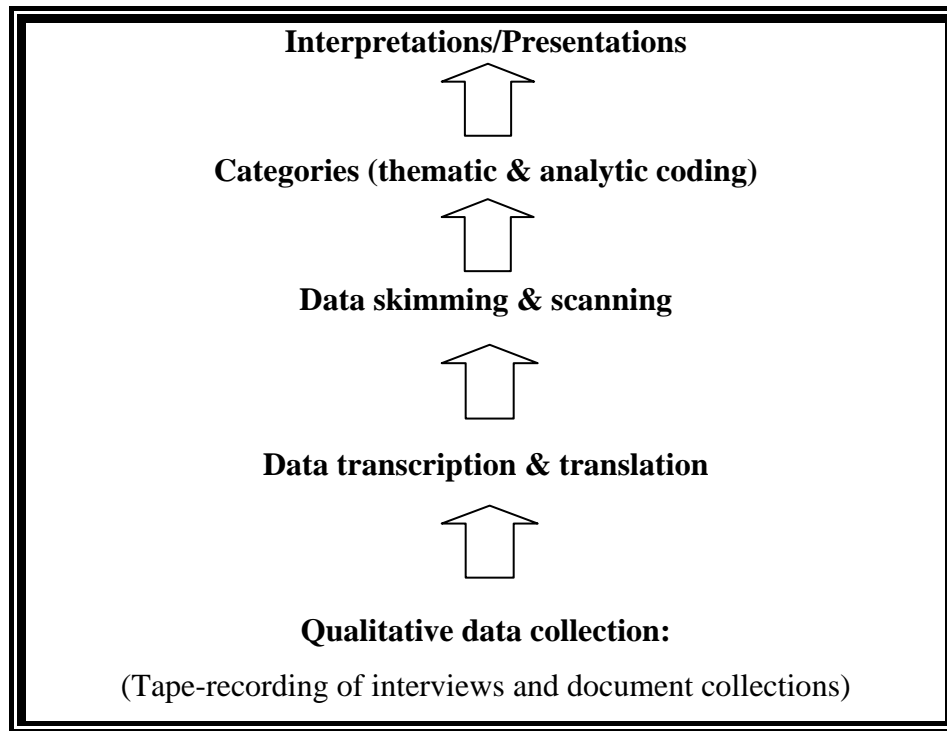
This chapter provides the results of qualitative data analysis of the study. It is divided into three major sections. The first section describes the rationale for conducting qualitative data analysis in the study followed by a general explanation of using qualitative research design and instruments utilised for the purpose of this study. The second section presents the background information of the respondents involved in the interviews and the reasons for including them in the study. The third section presents the results and the discussions which are based on the objectives and the four major research questions of the study.

5.2 Qualitative Data Analysis in the Study

McMillan and Schumacher (2001) assert that qualitative data analysis is primarily an inductive process of organising the data into categories and identifying relationships between the categories. They explain that inductive analysis means that categories and relationships emerge from the data, rather than being imposed on the data prior to data collection. The analytic styles among researchers in organising numerous data (field notes, interview transcripts, documents, etc.) vary in terms of the structure and narration, depending on the mode of the qualitative inquiry of the study, focus, objectives, and even data collection strategies of the study. However, in general, qualitative data analysis is a systematic procedure of selecting, categorizing, comparing, synthesizing, and interpreting, in order to provide explanations about the single phenomenon being studied (McMillan, 2008).

For the purposes of this study, the process of the qualitative data analysis is described in the following figure.

Figure 5.1 Data analysis procedure of the study



Firstly, on the basis of the semi-structured interview schedule, the data were gathered from selected respondents who represented all categories of school stakeholders in the research sample. The researcher conducted 42 interviews, representing the membership categories of principals, teachers, parents, local community members, local governments, and alumni. Amongst the interviewees, there were presidents, vice presidents, secretaries, treasurers, and members of school councils. At times the researcher observed the processes of electing school council members and collected the minutes of meetings. Data relating to the final examination reports of students were also obtained from school principals and administrators.

The interviews were then transcribed and translated into English by the English Language Training International (ELTI), Yogyakarta, Indonesia before they

were imported into the N-Vivo software program for the purpose of topics and analytical coding analysis. These data codes were derived from the research questions as well as the topics underlined in the semi-structured interview guide. The data were then interpreted and presented.

5.3 Data Coding and Analysis with NVivo

The interview transcripts were coded in terms of NVivo software for several reasons. Firstly, the data could be easily and quickly identified through the software package. In this context, the folders in NVivo could be used for the purpose of organizing, storing, and/or managing the interviews. For these purposes, the textual data in Microsoft Word were directly imported into the program.

Secondly, as the purpose of conducting qualitative research in the study was to provide an in-depth understanding of the research problems, the software helps the researcher to provide precise analysis, along with linking the qualitative data with the quantitative data of the study. This implies that data analysis was commenced as soon as the data were imported into the program using different tools of NVivo such as *nodes*. The nodes of NVivo are places where the data categories and coding are stored for the purposes of providing valid and reliable qualitative research (Richards, 2005; QSR International, 2006). In this case, Richards (2005) states that in the context of good qualitative research, a valid conclusion is determined by showing convincingly what are studied and how it is studied.

Further, the coding process in qualitative data analysis using Nvivo involves bringing together the data and ideas (QSR, 2006). It is clarified that prior to the invention of qualitative software, coding might have been achieved by marking up transcripts in margins. Nowadays, researchers can code with NVivo by placing

references to source contents at the nodes in which the researcher can review, reflect, and even refine the themes of the coding (analytical coding) for the purpose of providing an in-depth picture of the data.

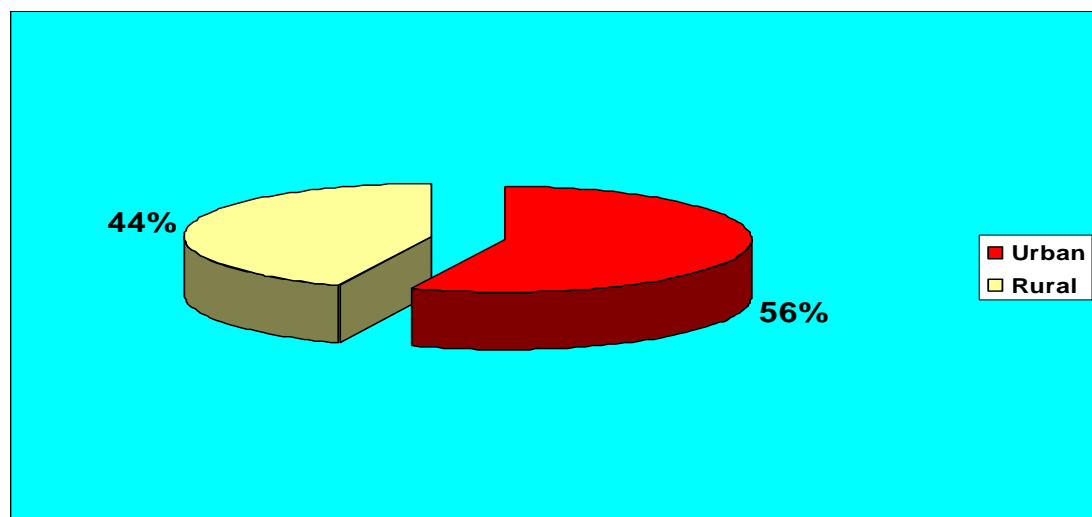
5.4 Background Information of the Qualitative Data

The purposive (non-probability) sampling in this study with the semi-structured interview design was aimed at gathering qualitative data. Above all, the design was characterized by both open-ended and close-ended questions conducted in order to provide more opportunities for informants to explain the issues being explored, as well as to promote the accuracy and content validity of the information provided. Therefore, the study involved selected schools that represented study sample, involving all categories of school council members. The following table provides the demographic data of the qualitative data analysis.

5.4.1 School Location

The locations of respondents in this study were categorized in two main locations: schools located in urban town of Bajawa and rural areas including sub-districts and villages.

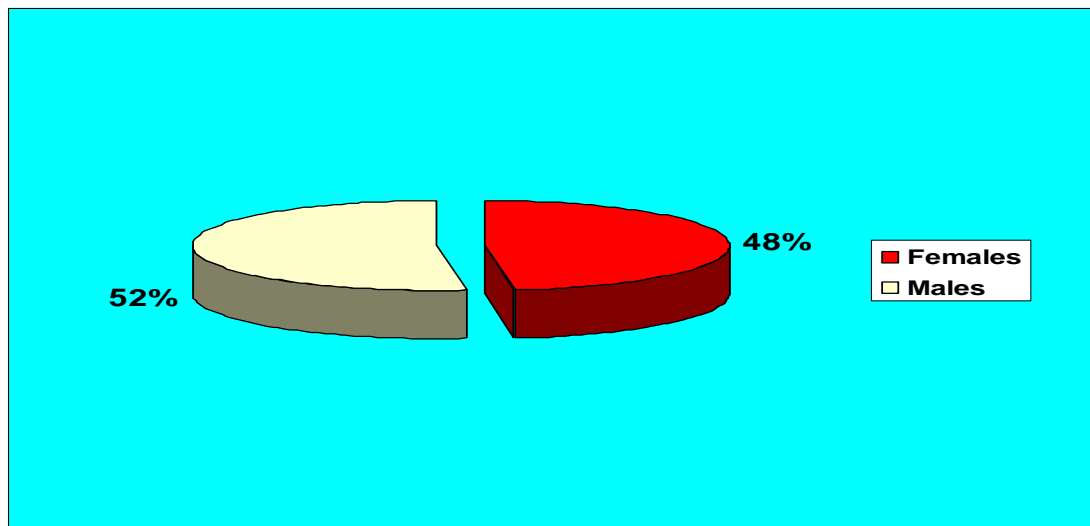
Figure 5.2 Total respondents by school location



Fifty-six percent (56%) of the respondents were located at rural schools, while 44% of them were located in district town of Bajawa.

5.4.2 Gender

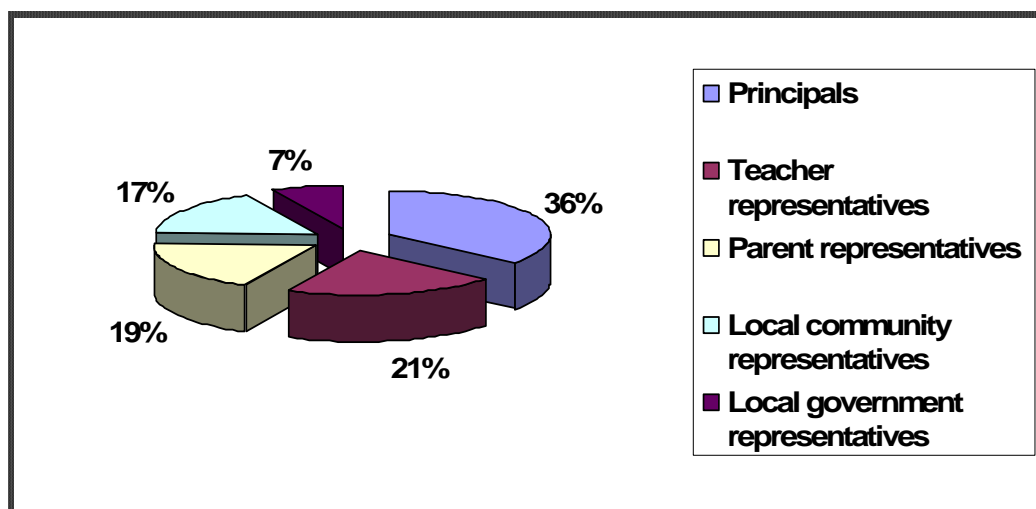
Figure 5.3 Total respondents by gender



Fifty-two percent of the respondents were males, while 48% of them were females.

5.4.3 School Council Membership

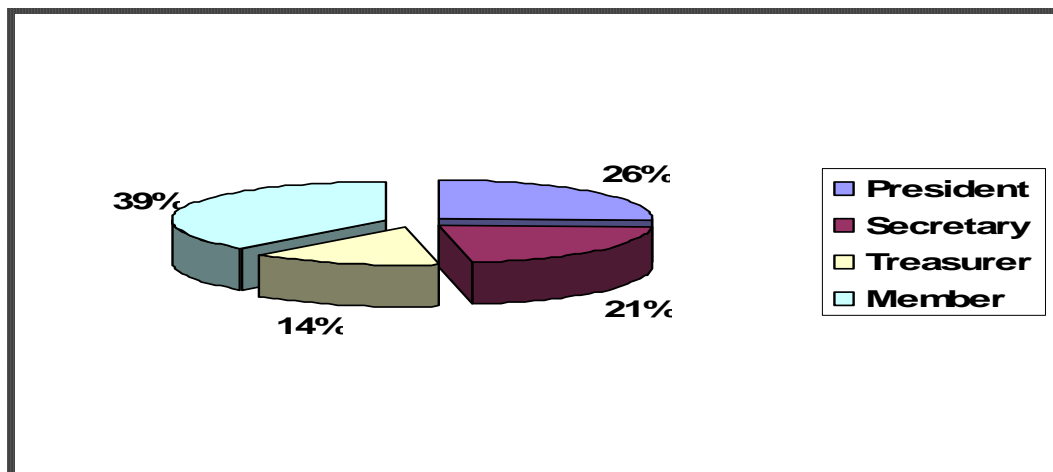
Figure 5.4 Total respondents by membership categories on school councils



As shown in **Figure 5.4** above, 36% of the respondents were school principals, while 21% of them were teachers. Amongst other respondents 19%, 17%, and 7% were the representatives of parents, local community, and local government.

5.4.5 Positions on School Councils

Figure 5.5 Total respondents by their positions on school councils



Thirty-nine percent of the respondents were council members, while 26% of them were presidents of councils. Approximately 21% of the respondents were secretaries and the balance of 14% of them was treasurers of the school councils.

5.5 Results of Data Analyses and Discussions

In this section, the results of qualitative data analyses are categorized into four major sections on the basis of specific objectives of the study. Therefore, it provides: (1) identification of the power and authority in decision-making; (2) identification of the improvements in student achievements; (3) identification of the problems and issues confronted in the implementation of SBM; and (4) identification of the support and/or assistance needed.

5.5.1 Identification of the Power and Authority in Decision-Making

In the context of global developments in School-Based Management (SBM), Erbes (2006: 827) asserts that SBM had become a school reform movement of the 1980s and 1990s to ensure that schools should have autonomy at the local level. He argues that SBM has attempted to dissolve bureaucratic decision-making authority by establishing school site-based councils. He then asserts that instead of the unilateral decisions made by the school administrator or the principal only, democratic decision-making is important to be made by school communities, including teachers, parents, staff, and students.

In Indonesia, educational decentralization policy through SBM at the turn of 21st Century has given greater decision-making authority to school level for the purpose of improving national education quality (Departemen Pendidikan Nasional, 2004: 19). It is believed that people in schools are those who understand their problems and their own needs better so that they need to play vital roles in the determination of operational policies in schools in conformity with the management of the national education quality in general (Departemen Pendidikan Nasional, 2004: 5).

The results of data analyses of this study are presented on the basis of one of the objectives of the study, i.e. **to identify the power and authority of the school councils as perceived by the members on the current structures of school councils**. In this section, the results are categorized into two main sections: (1) overall responses of the total respondents about the power and authority in decision-making; and (2) responses of each category of council members involved in this study, including principals and the representatives of teachers, parents, community members, and local government.

5.5.1.1 Overall Responses

In the qualitative phase of this study, 42 school council members were interviewed. Overall, 95.2% of the respondents stated explicitly that school decision-making authority has been vested in schools during the implementation of SBM. On the basis of guidelines issued by the central government, school decision makers comprising of principals and representatives of teachers and community members including parents, wider community, local government, and alumni have made the decisions in relation to school's mission, vision, goals, annual budget, school text books, new buildings and renovations, teachers' houses, and even the deployment of teachers who are paid by the schools.

In discussions on how the decisions were made, 37 respondents (88.1%) stated that decisions were made on the basis of consensus. This implies that decisions in schools have been made in a spirit of partnership among the school stakeholders. Prior to the implementation of SBM, decision-making authority with regard to deployment and development of staff, curriculum, textbooks, and school facilities were the responsibility of central government, while the responsibility for new school buildings, school renovations, and school building maintenance was devolved to district governments (Peraturan Pemerintah No. 28/1990, article 9). These areas of authority have been devolved legally to school level since the implementation of SBM (Departemen Pendidikan Nasional, 2004, 2002, and 2001).

Furthermore, the following are the results of data analyses and discussions as perceived by each category of the school council members.

5.5.1.2 Responses of the School Principals

In this study, fifteen school principals were interviewed to represent male and female principals from schools located in district town and sub-district areas. Thirteen

principals reported that SBM policies have resulted in transferring decision-making authority to the school level.

The responses were elicited from question A.3 in the semi-structured interview schedule, i.e. **On the basis of your experience, what are the benefits of having authority and responsibility for decision-making at school level?** A principal, who was participant 11 stated:

It is very clear that since SBM was implemented, our school established a mission and created a vision and goals. All of these were made with my colleagues, the teachers, parents, and other representatives on the school council. Prior to the introduction of SBM, we did not have a mission, vision, and goals. But now, on the basis of the school vision and goals, we design school development planning. In practice, we have long term (4 year) planning but it is flexible to change the programs if necessary in accordance with the new developments (Principal, W11).

A female principal found the usefulness of transferring power and authority to the school council has led to the creation of a partnership at the school, which provides evaluation of school programs and teaching-learning processes and stated:

Yes, our school council has coordinated well with the school in the form of a partnership. They have monitored and evaluated school programs which were decided and planned together. They also have provided input to improve the performance of teachers in the process of teaching-learning process in the school (Principal, W13).

Nine principals affirmed that currently, decision-making authority is shared between the principal and school council. Two principals typically said:

As we know, with the formation of school council in this school, I need to share the authority in decision-making. I cannot make and approve decisions anymore. Everything has to be referred to the school council (Principal, W12).

In our old style, the principal was the only person who had absolute power and authority in school decision-making. Such a situation does not happen anymore in this school at the moment (Principal, W14).

However, 57.12% of the principals complained that the District and Provincial Departments of Education intervened in the process of decision-making at the school.

Three principals stated:

With the decision-making authority we have now, we are less dependent on governments. However, in some cases, it seems that we have been granted authority, but in the process of implementation, I experienced that 'dinas' (District Department of Education) has interfered with the decisions. For example, in the determination of school textbooks, on the basis of our decisions with school council, we wanted the school textbooks published by Erlangga Publishing Company because the quality of the books were better, but when we proposed to the 'dinas', they have arranged differently so that we were ordered to receive the books that they've ordered and finally we just received the books. So the books were distributed and given to us without our agreement and we were asked to pay for the books through 'dinas'. We were forced to buy such books (Principal, W17)

All principals, whose schools received block grants, were asked to attend an information session in Kupang (capital/centre of the provincial government). At this session, we were informed that the grants were allocated directly to schools, 200 million rupiah. The allocation was done, but then we were asked to pay four million Rupiah to a consultant in Kupang. As we considered that the RAP (Rencana Anggaran Pembangunan - Development Grant Planning) was made by the school, only two and a half million Rupiah were given (Principal, W21).

When asked to clarify what the principal meant by a consultant, she replied:

It might be for the school building project consultant, but in fact, there were no improvements or corrections in terms of the proposal we made in the school and in reality, the consultant appointed by the school was the one who helped the school, so the school building was still on the basis of school plan. We then questioned about their contribution and gave only a sum of 2.5 million Rupiah (Principal, W21).

The principals' responses clearly indicate that power-sharing has occurred in schools. The process of this power-sharing has occurred since the introduction of decentralized education policy through SBM, particularly when the central government transferred the legitimate power and legal authority to school councils to make school level decisions. At the school level, decisions have been made in the form of *kemitraan* (partnership) between principals, teachers, parents, community,

local government, and alumni through their representatives on the school councils. In line with this, Starratt (1996: 107) states that in New York, the move towards SBM has been linked to shared decision-making. Similarly, other scholars found that SBM has encouraged shared decision-making among the school community (Erbes, 2006; Gamage, 2006b, 2003; Anderson, 2006; Gamage & Zajda, 2005b; Cranston, 2001). In particular, Erbes (2006: 830) has stated that the proponents of School/Community-Based Management (SCBM) believe that decision-making procedures that took into account community concerns and involved those who are responsible for implementing the decisions would produce better and longer lasting decisions, and ultimately, better education for students.

However, principals' complaints clearly indicate that power and authority for school level decision-making has been interfered by the conflicting interests on the part of district and provincial governments. Particular officials of the District Education Department have tried to intervene in terms of school textbook selection, while the provincial government has required school principals to share the school building renovation block grants.

5.5.1.3 Responses of the Teacher Representatives

In this study, nine teachers were selected to be interviewed. Eight teachers explicitly confirmed that authority for decision-making has been granted to the school level. There were positive responses from the school council members in regard to the question, i.e. **What do you think about the power and authority vested in the school councils for decision-making?** A teacher representative confirmed how school council members had worked in a collegial working environment with school

principals to make decisions in terms of school programs and budget allocated by central and district governments. He stated:

Well, it is good that in coordination with the school principal, we are empowered to plan school programs. School council members have regular meetings every three months and an annual meeting. At the meetings, we make school programs and evaluate the programs which have been developed. Besides, we try to find out the reasons why other programs do not run successfully. We also decide on the priorities during the school year. In the context of financial support, the government has allocated grants. In the past, they decided what was to be done and even the government and contractors themselves built the schools without involving the school, but now we are vested with authority to set up the school budget (Teacher representative, W02).

The teacher representatives were also asked about the benefits of having authority and responsibility at school level for decision-making: i.e. **Based on your experience, what are the benefits of having authority and responsibility for school level decision-making?** A teacher representative whose position was a treasurer, stated that the benefits of having authority in her school were to create collaboration, transparency, and accountability. She stated:

Most of the decisions we made in schools were based on consensus. Even though I work as a treasurer, I cannot make decisions by myself because there is a practice for collaborative decision-making that needs to involve other school council members and the principal. So, with the higher control of parents and community members during the meetings and consensus, there has been a transparency between the school, parents, and community in managing the school. In the context of grant allocations from the government, for example, we have received a total grant of 220 million Rupiah. The grant was not just allocated for building renovation, but also for textbooks. To spend the grant, school council has approved the school budget. As the treasurer, I have to be transparent and accountable to all people around me who are still watching (Teacher representative, W01).

The teachers' responses indicate how the devolution of power and authority to school level has resulted in creating transparency in managing school resources. These results imply that the primary goals of implementing SBM in Indonesian

context have been achieved by those who participated in this study, including democratization, transparency, and accountability (Departemen Pendidikan Nasional 2004, 2001; Education Act 20/2003). In this context, Caldwell (2002: 35) points out that SBM schools have been decentralized with a significant amount of authority and responsibility to make decisions related to the allocation of resources within centrally determined goals, policies, standards, and accountabilities.

It is then clear as affirmed by Gamage (1998c: 446) that devolution of authority to local communities lead to autonomy, democratization, flexibility, productivity, accountability, more effective and less bureaucratic decision-making. Similarly, on the basis of a qualitative case study involving principals/head-teachers, vice/assistant-principals, a deputy head-teacher and a chair of a governing body from five schools in Leicester, England; Gamage (2000: 212) concludes that devolution of authority and responsibilities to school governing bodies or what is so called Local School Councils (LSCs) have resulted in creating well-managed schools with a collaborative and close working environments between the governing body and the principals. He also states that accountability has occurred on the part of head-teachers to the governing body.

5.5.1.4 Responses of the Parent Representatives

In this study, eight parent representatives on school councils were interviewed. All of them affirmed that parents have been given more opportunities in school improvement processes. In this connection, a parent representative stated:

I think the authority vested in the school council has opened the gate for wider participation of parents and community members to coordinate with the school. The school council which was formed in 2002 with 19 members has democratically decided the best programs for the school in coordination with our school principal particularly in terms of annual budget and school building improvements. We are also given authority to propose candidates for the

position of principal to enable local education government and NTT-PEP to select and approve the appointment (Representative of parents, W25).

In the context of creating higher levels of participation of parents, three parent representatives on the school councils acknowledged that school principals play a significant role to make it happen. A parent representative stated:

With the formation of the school council in this school, parents and community members are given more opportunity to make progress in the school. However, sometimes it depends on the principal to encourage everyone to make decisions in a participative manner particularly in terms of programs related to school buildings renovations and annual budget (Representative of parents, W31).

The response of participant 25, who was a parent representative, indicates that the processes of decision-making in formulating school policies and programs have increased the involvement of parents. This implies that authority on the part of bureaucratic governments particularly at provincial and district levels have decreased gradually. Theoretically, SBM is considered by many scholars to be the reform tool by which decision-making authority is shifted to school level (Anderson, 2006; Erbes, 2006; Gamage, 1996a; Odden & Wohlstetter, 1995).

Indeed, as pointed out by participant 31, a parent representative, school principal has played a significant role in decision-making process at the school. In fact, most of the principals in this study have developed school development planning (or *Rencana Pengembangan Sekolah/RPS*) together with school council members guided by the Nusa Tenggara Timur Primary Education Partnership (NTT-PEP) advisors. With regard to the benefits of establishing RPS, five principals agreed that school development planning has guided the school principals and teachers in focusing on school concerns, creating a greater responsibility, and increasing their interactions with the school council. Three parent representatives stated:

Our principal and teachers are very active and their administration is well maintained now. We have regular meetings and the principal always shows her school development planning (Parent representative, W26).

Well, parents feel closer to the teachers and the principal. There is no gap anymore and all school annual budgets for school renovation are transparent (Parent representative, W28).

I think our principal is the key player. She always encourages the school council members not to sleep and approve any school policies, but be more active. Most of the emergency meetings (without planning) were initiated by the principal (Parent representative, W30).

5.5.1.5 Responses of the Local Community Representatives

Six of the seven community representatives interviewed in this study indicated positive responses on the question, i.e. **On the basis of your experience, what are the benefits of having authority and responsibility at the school level for decision-making?** The area which was concerned more by these respondents was block grant management. A community representative affirmed:

Authority for managing annual budget can lead to responsibility and accountability on the part of the school as this relates to money. At the moment, the issue of corruption could be shifted to schools as the grants are allocated directly to schools. So, with the functions mandated to school council to control the school, a transparent management is required. For example, the principal has no individual authority anymore to arrange money himself. It's good, isn't it? (Local community representative, W32).

Another community representative stated:

Apart from taking time to produce a decision, by having authority and responsibility, we are empowered to set up some priorities done in schools to do our best for the children (Local community representative, W33).

These responses demonstrate that the authority on the part of school councils has introduced changes in schools. According to Odden and Wohlstetter (1995: 33) effective SBM schools break up the power throughout the schools so that many stakeholders participate in making decisions. In a rural primary school in this study, a

parent representative stated that the principal of the school always involved the council members in decision-making. One of the cases was related to students' behaviours in classrooms which were influenced by movies. A local community representative stated:

On one occasion, the principal invited the school council members to seek for the best solution to reduce inappropriate behaviours of students in the school (fighting each other and sleeping during teaching/learning process) resulting from what they have just watched, not at home but in a particular house around this school. We then reached a consensus to provide spiritual movies to the owner of the CD-player, as well as some programs for students. Watching schedule was also regulated, not until 7 p.m. Other council members proposed to have a CD-player at the school in the future. As the decision was made together, everyone is committed to watching the students not to stop on their way to school and watch other movies in that house (Local community representative, W30).

This demonstrates that the presence of a school council at the school has resulted in creating participatory decision-making supported by the school principal. In turn, it leads to higher levels of participation of the parents and wider community through their representatives on the school council, leading to feel ownership of the decisions, take responsibility, and be committed to the actual implementation of the decisions. In this context, many researchers and government policy-makers point out that one of the primary goals of the implementation of SBM is to raise the level of involvement of stakeholders in the governance and school management, leading to increasing ownership and commitment (Brown & Cooper, 2000; Wohlstetter, 1995; Odden & Wohlstetter, 1995; Gamage, 1998a, 1993a, 1990). In particular, on the basis of more than ten years of qualitative studies involving more than 500 participants at interviews in the United States, Canada, and Australia, Wohlstetter (1995: 25) asserts that most of the successful SBM schools were systematic and creative in their efforts to communicate with parents and the community. He then underlines that these schools relied as much on face-to-face communication as on formal documents.

5.5.1.6 Responses of the Local Government Representatives

There were three representatives of local governments selected for interviews in this study. They all agreed that there has been a rapid change in school management since the implementation of SBM with the devolution of decision-making authority along with direct financial allocations to schools. A government representative stated:

The council members with our limitations in capability and knowledge are given responsibilities to manage big things at the school. The government budget for education can be shared with school leaders. In the past, the district governments managed everything. But now, with increased authority and responsibilities, more opportunities are given to us for managing the school ourselves based on the guidelines of the governments (Government representative, W41).

Another representative of local government explained the way of making decisions as follows:

As I said, most of the decisions in this school are made on consensus. It is impossible for the principal to decide by himself anymore. He should involve everyone and consult the school council (Government representative, W42).

As identified in the findings above, SBM policies and programs have brought changes in the nature of decision-making processes in Ngada primary schools of Flores. The processes of changes have created collegial and collaborative working environments particularly between the school principals, teachers, and parents. Automatically, the processes have tailored the transparency in decision-making especially in terms of annual budget and new school buildings and renovations, as well as high parental and community participation in these areas. The following section reports the findings with regard to improvements in student achievements as perceived by the school council members.

5.5.2 Identification of the Improvements in Student Achievements

Brown & Cooper (2000: 78) assert that SBM should enhance school performance and, thus, the achievement of the students. They then conducted an empirical survey and focus group interviews involving school administrators, teachers, and parents at Illinois metropolitan district schools. One of their major findings demonstrated that SBM programs have positive influence on school improvements. They underline that school leadership, school climate, student achievements, and community involvement can all be the beneficiaries of a SBM initiative. This section discusses the results of qualitative data analyses on the basis of one of the objectives of the study: **to identify whether there have been improvements in student achievements because of the implementation of SBM.**

5.5.2.1 Overall Responses

Of the total respondents involved at the interviews (N = 42), 92.8% of them stated convincingly that there have been improvements both in academic and non-academic life at the schools since the implementation of SBM policies and programs. However, it is necessary to point out that student achievements were achieved after the process of changes in schools. During the interviews, the respondents always related the student achievements to other factors, including teaching/learning environments which have been dramatically improved along with the block grants allocated by governments and direct financial and material contributions from parents and community members. Other respondents have also emphasized the changes in terms of good and friendly interactions between teachers, students, and whenever needed with parents both inside and outside classrooms. On the basis of coordination

with parents and community members, teaching/learning activities and other extra-instructional programs have been conducted outside classrooms.

Moreover, 88.1% of the respondents agreed that the role of principals in keeping healthier environments at schools by building harmonious collegial working environments have influenced teachers' behaviour in teaching/learning processes. Three principals claimed themselves as conflict handlers at their schools. The collegiality built by the principals can be observed and documented during any occasion such as regular meetings, school council elections, and training sessions. Besides, 57% of the respondents considered the role of principals as instructional leader contributed to student outcomes. Seven out of 15 principals interviewed showed their schedule for class supervisions. They pointed out that their role was not only to check teachers' lesson plans and passively observe teaching/learning process, but also actively discuss with teachers better ways of teaching and motivating students.

As indicated by all respondents at the interviews and considering the academic attainments reached by each single student through *Bantuan Operational Sekolah* (School Operational Assistance) Program of 2005, school attendance has increased. Approximately 97.6% of the respondents reported that drop-out rates of students have decreased. However, some principals confirmed that on a particular day, few parents have tried to approach school principals to ask for permission for their children not to come to school for helping parents taking care of babies at home, while their parents were working in the rice field. In general, however, as stated by all respondents during interview phase, most of the students preferred schools to homes as school facilities have been gradually improved along with extra-food support provided by schools.

Other non-academic achievements which were mentioned by 85.7% of the respondents were sports. Meanwhile, 80.1% of the respondents reported that SBM has encouraged schools to develop students' life skills, whose daily life is influenced by agriculture. In 14 schools, students have been encouraged to learn how to grow teak, coconut, vanillas, cloves, coffee, and even best plants for live stocks. In all schools, students have studied local cultural values revealed from rituals and festivals, as well as skills in playing traditional instruments. In this context, 78.5% of the respondents found that their students have shown an interest and deeper understanding on their own cultures. The following sections present the detailed findings in terms of student achievements as perceived by the school principals, teacher representatives, parent representatives, community representatives, and local government representatives.

5.5.2.2 Responses of the School Principals

All principals (N = 15) in this study affirmed that with the implementation of SBM policies and programs, there have been improvements both in academic and in non-academic aspects of students. In terms of improvements in academic achievement, two principals stated:

With the emergence of SBM, there has been an improvement in terms of student achievements on the part of our students in this school particularly when we notice their academic progress from the first year until they graduate from this school. The most valid measurement is by looking at their passing percentage rates (Principal, W11)

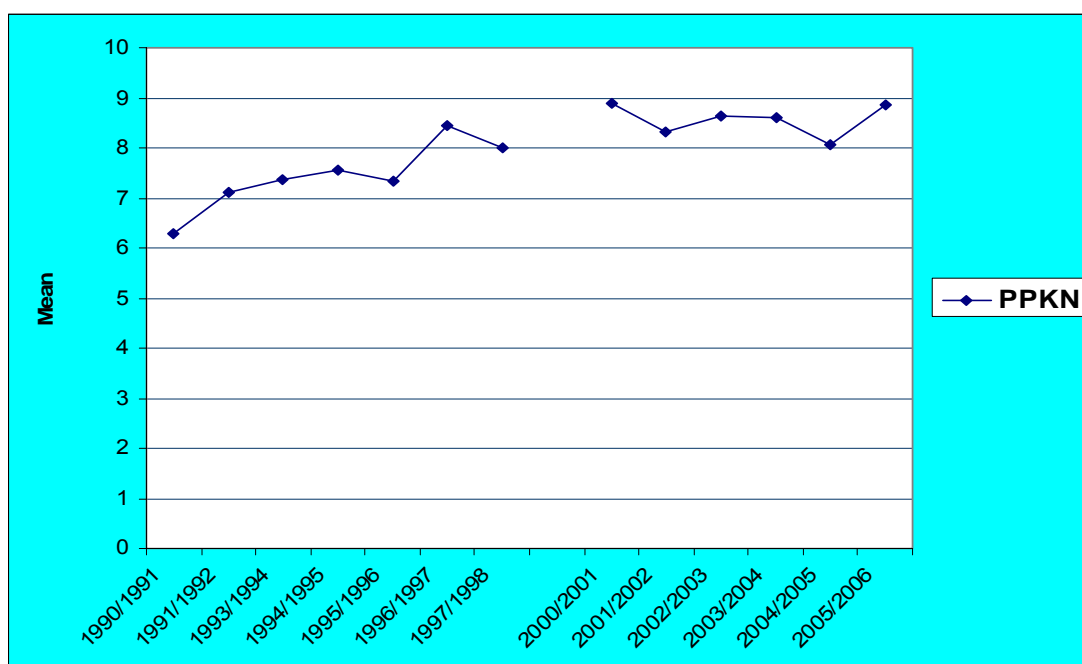
We have set up our goals to improve students' reading and maths ability. Training and support were also provided by Nusa Tenggara Timur Primary Education Partnership (NTT-PEP) in these areas. With the active guidance of teachers and parents involvement as well as improved reading materials in schools, the students' academic ability has improved (Principal, W12).

Other principals (W14, W15, W17, W18, W19, W20, and W24) considered the high parental and community participation as fundamental factors in improving student achievements. A principal stated:

Prior to the implementation of SBM, the participation of parents and local community was very low. We had BP3 (Badan Pembantu Penyelenggara Pendidikan - Parents Association for School Support), but they were not involved in most school programs. Irregular grants from the government influenced the lack of school facilities. However, all of these have dramatically changed and influenced the progress of student performance both inside and outside classrooms. The grant has also helped teachers and staff; for example, we can spend the money for morning tea. The students are also not exhausted especially the ones who do not bring a snack or food to the school (Principal, W14).

The principal then presented the academic achievement progress of his school to the student research since his leadership in the last six years and compared the results with academic achievement prior to decentralized education policy (academic year 1990/1991 to 1997/1998). The following is the academic progress mean scores of final year national evaluation in terms of *PPKN* (civics).

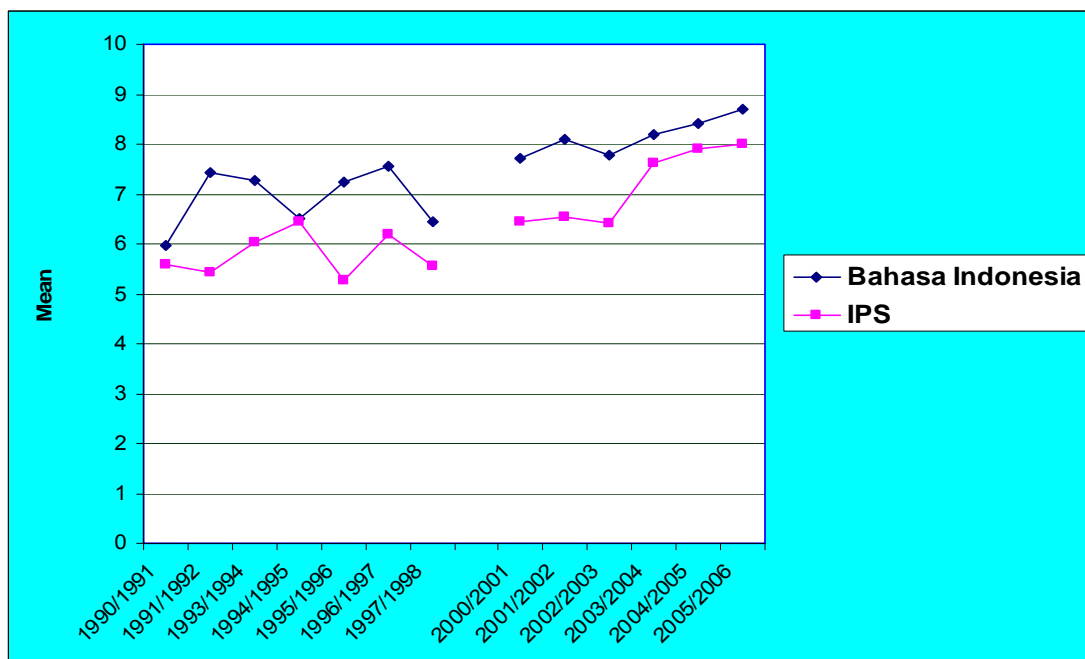
Figure 5.6 Final year school examination results (*ujian akhir sekolah/UAS*)



The **line-chart 5.6** shows the trend in terms of *PPKN* academic achievement of a particular school located in rural area of Ngada Flores. Prior to the implementation of SBM the mean score of *PPKN* achievement ranged from 6.3 to 8.2, whereas since the introduction of SBM, the mean score was higher, ranged from 8 to 9. The principal believed that this improvement was resulted from the effective allocation of block grants from the central government followed by a higher level of parental and community involvement at the school. This indicates that improvements in academic achievements during the implementation of SBM were higher than prior to the implementation of SBM policies and programs.

The following chart shows the contrast of academic progress in respect of *Bahasa Indonesia* (Indonesian language) and *IPS* (social sciences) prior to and after the implementation of SBM.

Figure 5.7 Final year school examination (*ujian akhir sekolah/UAS*)



Line-chart 5.7 shows that the mean scores of final examination in terms of both *Bahasa Indonesia* and *IPS* between the academic year 2000/2001 and 2005/2006

were higher than examination results between 1990 and 1998. Even though there was a dramatic increase in terms of *Bahasa Indonesia* between 1990 and 1992 and steady increased from 1995 to 1997, a dramatic decrease also happened from 1997 to 1998. In contrast, there has been a steady increased from 2000 until 2006 and the mean scores were higher than previous academic years. A dramatic increased in terms of *IPS* happened in the academic year 2003/2004 and increased steadily from 2004 to 2006.

The following chart shows the comparison between *Matematika* (mathematics) and *IPA* (natural sciences) mean scores prior to and after the Indonesian decentralized education reforms through SBM.

Figure 5.8 Final year school examination (*ujian akhir sekolah*)

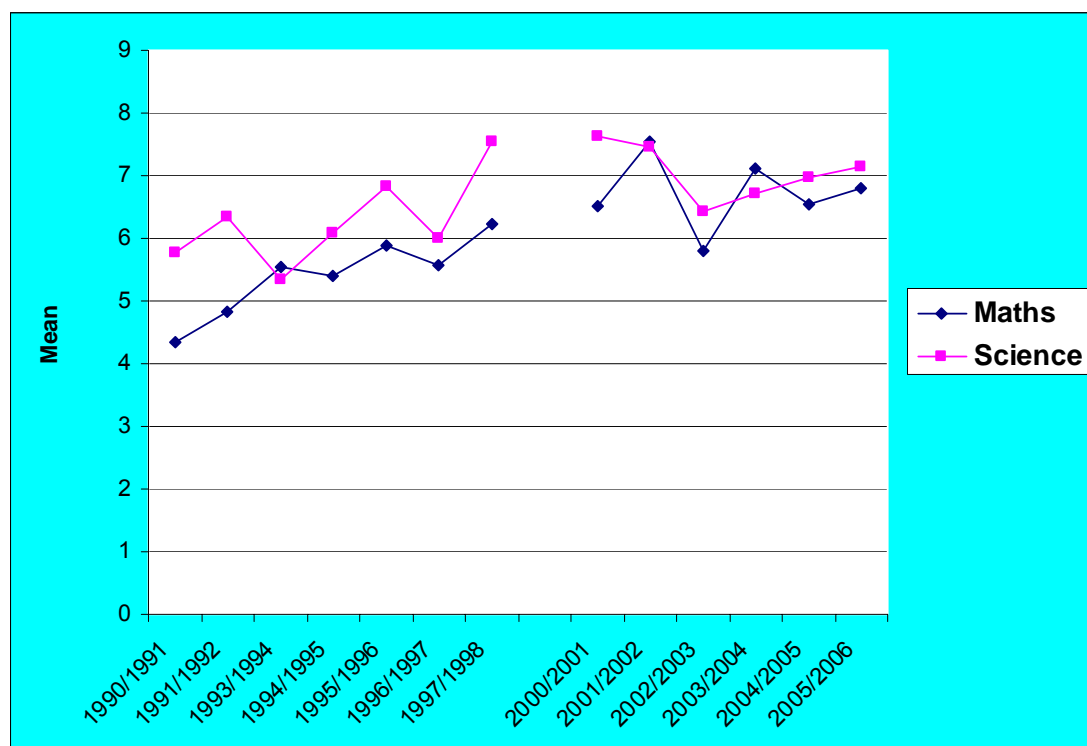


Chart 5.8 shows that the maths achievement between 2002 and 2003 had decreased dramatically due to lack of school textbooks and less support from parents.

For these reasons, efforts were made by the school to create a stronger partnership with parents by assisting extra-teaching/learning for students in the afternoon along with providing relevant teaching/learning materials. According to the principal, this resulted in a dramatic improvement between 2003 and 2004. With regard to achievement in science subject, there was a steady decrease between 2000 and 2003, but it had increased steadily from 2003 to 2006. Overall, the findings imply that the mean scores of science and maths had increased since the implementation of SBM.

Furthermore, other responses of the school principals indicated that academic improvements in schools were supported by the fact that students' attendance were increased since the implementation of SBM. Two principals stated:

There have been increased improvements in student achievements since the implementation of SBM. For example, prior to implementing SBM, students' attendance at school was low. But after the participation of parents and community were addressed, students were more diligent and their attendance has increased. One of our students even achieved a gold championship at provincial level for table tennis. The students' spirit in learning has also increased (Principal, W15)

Because of the active participation of the parents, student academic progress has improved. For example, parents provided great support on school programs to compulsorily require the final year students to study in the school every afternoon and even school council members visited the students to observe the afternoon teaching/learning activities and have discussions with the teachers who guided the students (Principal, W17).

Then, another improvement mentioned by the principals related to student engagement in school since the teaching/learning environments have been improved, that is:

The students are more active in schools and the most important thing is that they are happy to be at the school. In addition, before the grants were allocated to the school, we found difficulties to buy school textbooks so it was difficult for teachers to require students studying independently either outside classrooms or in the library. But since the implementation of SBM, grants have been allocated to schools for the purposes of achieving quality. So the grants have been spent to buy textbooks needed. The students are encouraged

to search for information themselves. Group discussions were made possible. These factors, I think, are some of the major reasons why academic achievements have improved (Principal, W13).

In addition, the importance of the healthy atmosphere and improved teaching/learning environments were also the factors that influenced student achievements. A principal stated:

With SBM, there were several progressive measures, especially the participation of parents and community members in guiding the students in learning outside school hours. In the science competition currently, our children could compete until the provincial level and become number one in district level. Also, there is overall progress made by students in the school and I think it is because of the change of school atmosphere in the school. Now the students are better disciplined not because of being afraid of punishment from teachers, but because they enjoy learning at schools and have become aware of the importance of education. Those factors influence the improvements of student achievements (Principal, W17).

Further, in response to the researcher's prompt for examples of student non-academic achievements; the principals stated:

As we can see, there has been a very good development in terms of non-academic achievements of students because the parents have supported our extra-curricular activities. Our soccer team has won the district championship (Principal, W12).

SBM has also impacted on the students drop out rates and attendance of students in the school. There has been a very small drop out rate in this school and during the last three years, there were no drop-out of students anymore. It might be the result of parents' high involvement in motivating students to study in the school (Principal, W22).

5.5.2.3 Responses of the Teacher Representatives

All teachers responded that SBM policies in terms of direct allocation of block grants to schools and higher levels of participation by parents had impacted directly on teaching/learning processes leading to improved student academic achievements.

Two teacher representatives provided the following responses:

Well.....in fact, parents and community participation and coordination between teachers and parents have been very good in the last two years along with block grants from governments. This is the key by which teaching-learning processes can be conducted effectively even during the whole school year especially in rainy season. The grant can help to improve student academic progress. The funding allocated by the government since the implementation of SBM has helped schools to provide better school facilities, for example, books and sport facilities. These policies have affected student progress in teaching/learning process (Teacher representative, W02).

Yeah, with the involvement of parents in one of our programs in improving student academic progress (study group), there are some indications that student learning has improved. We involved mothers to help teachers in the study group, which is done prior to entering year one (Teacher representative, W03).

Six teacher representatives explained that SBM programs along with the professional development sessions provided by the Nusa Tenggara Timur Primary Education Partnership (NTT-PEP) have resulted in improving teachers' performance and student learning outcomes. A teacher said:

Clearly, [Sir] this school has applied active, creative, and joyful teaching/learning processes (or what is so called PAKEM Program). So, it is not like in the past in which the teachers were known as 'killers'. Teachers might have difficult situation at home and they brought the difficult situation to school. The students must find themselves, actively explore, but need to have enough resources (Teacher representative, W04).

5.5.2.4 Responses of Parent Representatives

Seven out of eight (8) parent representatives in this study considered that there has been improvements in terms of final examination. A parent representative stated:

In the last five years, the progress in terms of final examination has increased, with increases in the range of students' final scores from 6.2 to 7.76. This achievement is the result of decisions and plans of school stakeholders, including the teaching learning activities outside classrooms (Parents' representative, W25)

Another parent representative said that the improvements in classrooms have contributed to the student learning outcomes. He noted:

In the last four years, school buildings and facilities have improved, teachers have been able to teach well and they have been committed to their teaching profession. Now, the teaching-learning process is going well here even during the rainy season (Parents' representative, W29)

Another parent representative reported on the success of some programs of the school and school councils with regard to reading activities in the afternoon that have contributed to the improvements in students' reading literacy.

My daughters are happy at school during teaching/learning processes. Their reading ability has also been improved since we implemented some programs of reading activities in the afternoon, held both at school and at teachers' house. This is one of the school's programs in coordination with the school council (Parents' representative, W26).

Similarly, another parent representative said, "We support the teachers' programs in developing the academic progress of our children, for example, by motivating our children to actively attend extra-classes to improve their reading skills" (Parents' representative, W27).

In terms of non-academic achievements, all parent representatives stated that there had been improvements. For example, a parent representative stated: "Other achievements deal with students' discipline and sport competitions" (Parents' representative W28). Another parent representative stated:

I think the improvement of student achievements has been gradually achieved. School has proposed some programs to help the students to achieve agricultural skills, for example, how to make organic fertilizer (Parents' representative, W30).

5.5.2.5 Responses of the Community Representatives

Four out of seven community representatives in this study stated that there had been significant improvements in terms of literacy because of improved teaching learning environments and transparent management of the principal and stated:

The teachers and principals might know better about this, but I think many aspects in this school have dramatically changed in the last three years. I did not hear any complaints from teachers about leaking classrooms in the rainy season like this. Students are also reported to be able to read from the first year in school. Nowadays the principal is more transparent to the community (Community representative, W33).

I think the student achievements have dramatically changed since the schools were allocated with grants for the purposes of increasing the quality in school performances (Community representative, W34).

A parent representative stated that SBM has changed the school communities and changes in his view mean improvements. He stated:

SBM has brought changes in the school and change means improvement. Since the implementation of SBM, students have steadily been enjoying studies in schools. With the new block grants, books are available in the school and it can help teachers and students to be more active in teaching-learning process and teachers no longer become a centre of knowledge in the school (Community representative, W35).

Another community representative reported that improvements both in academic and in non-academic aspects of the students and stated:

The student achievements in academic area have increased, for example, in the last four years, their final examination averages were 6.21, 6.50, 6.75, and 6.95. Other achievements are in sports, arts, songs and poetry competitions. All of these are supported by parents and teachers (Community representative, W36).

5.5.2.6 Responses of the Local Governments

Three local government representatives who participated in the interviews affirmed that the overall student achievements have improved (W40). He found that improvements in student achievements have been supported by many aspects, including block grants from the governments and changes to school culture. A government representative stated:

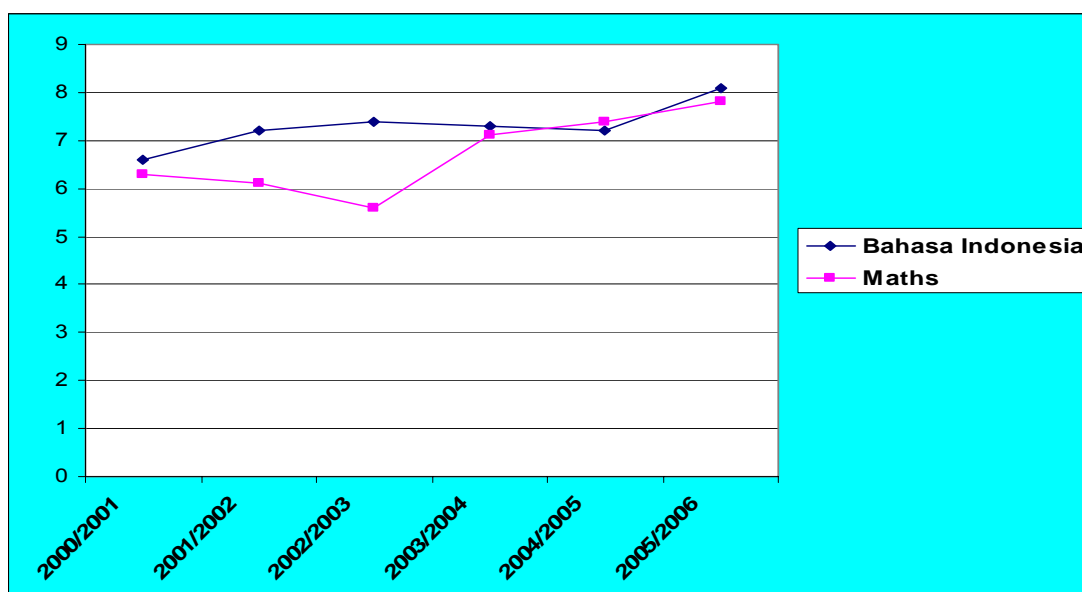
Student achievements are supported by many factors, including teaching methodology and approaches to encourage students in learning. Five years ago, parents complained against the teachers accusing them as criminals

because they applied physical punishment to students, which created frustration and trauma on the part of students. Now, the teachers treat them humanely. However, without the grants allocated by the governments directly to the school, the student achievements would not have been achieved (Government representative, W40).

Furthermore, as mentioned earlier in chapter 3, relevant documents were also gathered during the data collection, including students' final examination results between 2000 and 2006. **Chart 5.9** and **5.10** below show the trend in terms of final examination results in maths and *Bahasa Indonesia* in particular and overall academic achievement in general during the period of 2000 to 2006 (N = 15).

5.5.2.7 Maths and Bahasa Indonesia Achievement

Figure 5.9 Final year school examination results (*ujian akhir sekolah/UAS*)



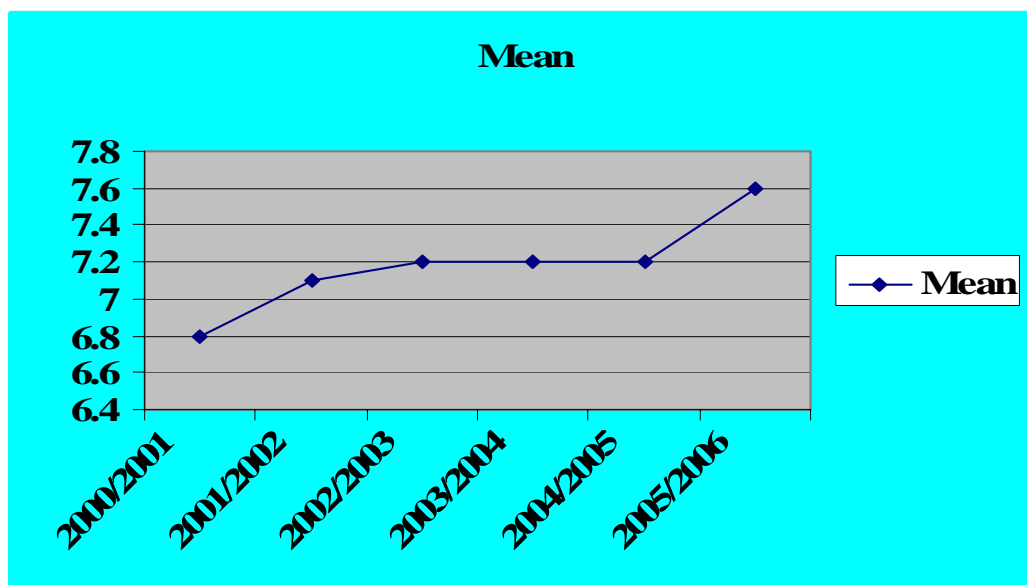
Line-chart 5.9 demonstrates the students' average rates of the final examination results from school academic year 2000/2001 to 2005/2006. In relation to *Bahasa Indonesia* achievement, it had remained stable from 2000 to 2005, but a significant increase had occurred in the academic year 2005/2006. In terms of maths achievement, a dramatic increase had occurred in the academic year 2003/2004 and

the progress had increased steadily from the academic year 2004/2005 to 2005/2006. This indicates that in general, significant improvements in maths and *Bahasa Indonesia* achievements have occurred during the implementation of SBM.

5.5.2.8 Overall Academic Achievement

Fifteen schools in this study provided their final year achievements for all the courses, including: *Agama (Religion)*, *PPKN (civics)*, *Bahasa Indonesia (Indonesian language)*, *Matematika (mathematics)*, *IPA (natural sciences)*, *IPS (social sciences)*, *KTK (skills)*, *Penjaskes (sports)*, and *mulok (local content curriculum)*. The following chart provides the overall mean of these 9 courses examined at the final year of primary schools.

Figure 5.10 Final year school examination results (all subjects)



Line-chart 5.10 demonstrates the steady achievement in terms of students' overall final examination results from 2000 until 2003 and a stable achievement between 2003 and 2005. Then, a dramatic improvement in their final examination results occurred between 2005 and 2006.

The findings reported by the principals and other representatives of school councils demonstrate that SBM policies and programs in Ngada Flores have resulted in school improvements and student achievements. The findings of this study then support the previous studies in Indonesia conducted by Caldwell (2005), Kristiansen and Pratikno (2006), Werf, Creemers and Guldenmond (2001). Caldwell (2005: 9) found that on the basis of evaluation of a pilot project in 79 schools in three provinces funded by the UNESCO, UNICEF, and the Government of Indonesia, dramatic improvements were evident within 12 months, notably in the rates of attendance and in test results.

Similarly, in a study conducted by Kristiansen and Pratikno (2006) on the Indonesian decentralized education reform during the period between July 2003 and March 2004, they involved only the parents (N = 538) in four districts: Bantul (Yogyakarta), Mataram (West Nusa Tenggara), Ngada (Flores), and Kutai Kartanegara (Eastern Kalimantan). One of their major findings demonstrates that 81% of the parents revealed that the overall quality of their children's schooling has improved after the decentralization reforms. They also concluded that the quality of education was higher than that of the three previous years. However, parents in three districts (Bantul, Mataram, and Kutai Kertanegara) reported that they were not aware of any school council at the schools attended by their children. In contrast, parents in Ngada district reported that 98% of the cases that councils were established by the schools.

5.5.3 Identification of the Problems, Challenges, and Remedial Strategies

Many scholars assert that the problems and challenges confronted during the implementation of SBM policies and programs have become more complex and

overlooked (Gamage & Zajda, 2005a; Gamage & Sooksomchitra, 2004; Mountford, 2004; Gamage, 2008, 2002b, 1996a; Stevenson, 2001; Cranston, 2002, 2001). This implies that while SBM has given greater opportunity to teachers, parents and the wider community to be involved in decisions which affect their children (Cranston, 2001), it has also created autonomy, flexibility, shared decision-making, transformational leadership, and accountability (Gamage & Zajda, 2005a). The problems and challenges confronted by school principals and other council members to reach these ends were unavoidable. One of the objectives of this study was to **analyse the challenges and problems hampering the implementation of SBM and seek remedial strategies.** This section demonstrates the results of qualitative data analyses.

5.5.3.1 Overall Responses

Problems and challenges in this study refer closely to the changing roles and responsibilities among provincial and district governments and school principals along with the emergence of new power centres came to be known as school councils. All interview respondents reported that there had been changes in terms of authority, responsibility, and roles of the district governments and the principals prescribed by the central government. According to 60.4% of all those who participated at interviews, the changes to the authority and responsibility of the school principals and school councils have created a tension between governments and schools stakeholders. However, 54.3% of the respondents reported that the school principals and teachers are strongly supported by the school councils through the coordination of school policies and programs.

Other major challenges faced by the school principals and school council members in this study related to the ways of building cooperative and collaborative relations between principals, teachers, parents, and wider community in improving schools. Amongst those who were interviewed, 76.4% of the respondents indicated that some parents and community members depended on the government as a result of the General Soeharto's Presidential Policy in the 1980s by which school buildings and facilities were provided by the government. Prior to this policy, parents and community were highly active in supporting schools. As a consequence, of the lack of responsibility to the wider community then they lost their interest in schools.

With regard to training workshops on SBM, 82.7% of respondents stated that the problem is the non-availability of equal access to training. Most of the training and development sessions have involved school principals, teachers, and the school council president. Not all the school council members have participated in training sessions and professional development relating to SBM. This implies that there had been a lack of equal access to joining such programs.

5.5.3.2 Responses of the School Principal

Two principals in this study found that there had been a lack of coordination in decision-making between the president of the school council and the principal. In this case, the school council president made decisions with regard to grant proposals for external funding without coordinating it with the school principal. Two principals stated:

I don't find any major difficulties, but there are always problems in terms of difficulties of coordination and clarity of roles. A couple of times our head of the school council made grant proposals without consulting me. This is certainly not a good practice as no single authority figure can take decisions in school matters (Principal, W10).

I don't have any big problems, but some challenges have appeared, for example, when we trust people to do something or to delegate authority, they are over-acting and sometimes decide themselves without consulting me (Principal, W11).

However, three principals did not find any difficulties in terms of coordination and communication with school council members. A principal stated:

In the process of decision-making, some educated council members have given criticisms and arguments. They did not aim to put me down as the principal, but truly wanted to achieve the best solutions to reach the goals. It was not difficult to ask them to come to the school. We mostly use traditional communication, not even by a formal letter. Other members got the information from their children. They were very enthusiastic to involve in any school decision-making and school concerns (Principal, W13).

A female principal reported about the conflict of interests between the District Education Department and her school in terms of decision-making authority relating to textbook selection. The decision-making authority for selecting school textbooks was given to the school by the central government to select textbooks from any publisher who has the approval of the Education Minister. However, two principals referred to instances where the District Education Department interfered:

School council has provided input and control of textbooks to the school and actively participated in decision-making in annual planning for new school buildings, school building renovations, and textbooks. But the District Education Department has approached us, asking to sign the form they have made in order to approve a particular publisher dropping books to the school. Then we refused that and approached the school council to hold a meeting and we decided to determine ourselves a publisher to provide quality books for us (Principal, W15).

It is true that with the block grants for book expenditure, each student has two textbooks. This could help teachers and students in the school. With the implementation of SBM, we are helped [Sir] and the governments gave special authority to the schools to find books from any publisher that printed the serial number indicating the Ministry approval (Principal, W21).

Other principals faced the challenges in conjunction with building up the awareness of the whole community members and parents to actively participate in

school decision-making. Respondents Nos. 12 and 17 have raised some concerns as follows:

To build up the awareness of members of the whole community is difficult. At the moment, principal, teachers, government, and parents who have children in the school are those who are actively participating in school programs. School council members have encouraged the whole community to actively participate in school programs but it takes time to involve the whole community (Principal, W12)

There are some parents who are too busy in the garden and don't pay attention to their children's homework. In this case, we call the parents and have a dialogue. Finally, they are aware of the importance of education (Principal, W17)

Eight principals referred to the increased workloads since the implementation of SBM. Some principals have shared their responsibility with the school staff to minimize this problem. Two principals stated:

Many teachers and parents always assumed that there has been a big incentive for me to be the principal. In fact, with the overload of work prescribed by the governments and community, the little extra-incentive I've earned is nothing. But I have a strong commitment to building up and improving this school and for the investment in the future generations, including my grandchildren and great-grandchildren (Principal, W, 19)

There are too many responsibilities I need to handle. But I am not alone. I can give tasks and responsibilities to teachers and administrative staff. At the beginning, some teachers were reluctant to handle the authority, but when I strongly encouraged them, they were committed. I always tell them, what I am doing is to prepare you to be the future leaders in this school (Principal, W21).

Similarly, a large-scale quantitative survey conducted by Dempster (2000), involving 1,053 in the first survey and 699 respondents in the second one in England and Wales, as well as interviews in ten schools, indicate that workloads of principals have increased as a result of more responsibilities in financial planning and management. He clarifies that participative planning processes require considerable time, energy, and effort.

5.5.3.3 Responses of the Teacher Representatives

Five out of nine teachers stated that they did not find any significant problems in implementing SBM. One teacher stated: “Overall, there are no big challenges because everyone is happy” (Teacher representative, W03). Another teacher commented: “I don’t really find any problems. There are no serious problems” (Teacher representative, W04). A third teacher stated: “With our limited knowledge, we are responsible for what we have decided in the school and when all people involve and support, there is no problem at all” (Teacher representative, W06).

However, other teachers acknowledged that the lack of comprehensive understanding about SBM has become the challenge and stated: “With my lack of knowledge about SBM, I just tend to follow higher level authorities in the education departments” (Teacher representative, W07).

Moreover, six teacher representatives complained about the intervention of District Education Department in terms of decision-making in selecting school text books. In connection with this case, a teacher representative commented:

In practice, local government officials have taken over decision-making authority which is supposed to be made by the school. I refer particularly to how the school text books are dropped by the local education department, whereas the block grant for books has been allocated directly to the school bank account from the central government. I think this is still a problem (Teacher representative, W05).

We finally received math textbooks from the District Education Department after a long argument because the decision for distributing the books was without the approval from the school council. When the teachers counted the books, the total books were double than what was needed by 26 students. We did not need such books and the books were supposed to be distributed or given to other schools (Teacher representative, W08).

How to create collaboration is another challenge faced by the teachers. A teacher representative said:

The big challenge is how to increase the collaborative working environment between me, school council, and government. I do not find any significant problems (Teacher representative, W09).

Six teachers also reported that there had been a problem relating to the lack of clarity of power and authority between school and district government. In relation to this case, a teacher representative stated:

Again, the government may think that they have absolute power and authority. I think they are the people who need more training on SBM, not just provide training for school principals. Other challenge is that how to create strong collaborative work-practices to create better quality schools (Teacher representative, W06).

Time management has also become a problem in implementing SBM programs and policies, as stated by two respondents below:

The challenge I usually face is during the regular meetings because we rarely commenced the meetings on time. Many school council members were late. I think it was not because they were reluctant to attend the meetings, but mainly because of time management (Teacher representative, W03).

Encouraging all school stakeholders to participate in school activities is not an easy task. It takes time, requires commitment, and even energy to mobilize everyone. We are lucky that parents are very motivated to send their children to schools after the government policy on block grants. It helps us a lot. So, most of the challenges we face here are related to how to encourage everyone to support the students and school teaching-learning process for better student achievements (Teacher representative, W09).

5.5.3.4 Responses of the Parent Representatives

A parent representative was of the opinion that building an effective partnership is not easy in a short period of time. He affirmed:

Creating partnership takes time. Therefore, it needs to implement it slowly but surely. The big challenge I face is that government officials have tried to control schools and decided some key issues without any consultation with school authorities (Parent representative, W25).

5.5.3.5 Responses of the Community Representatives

Four community representatives stated that they have not being provided with access to attend professional sessions and training on SBM provided by both District Education Department and Nusa Tenggara Timur Primary Education Partnership (NTT-PEP). In regard to this case, respondent 33 stated: “The principal is the person who always joins training on SBM. I hope that all school council members will be able to involve in training on SBM”. (Community representative, W33). Another community representative stated:

In terms of professional development for principals and council members, as far as I know, the principals are guided by the local district government and NTT-PEP advisors in terms of leadership and roles as principals, but I’ve never attended any professional development sessions or training (Community representative, W34).

All community representatives acknowledged that not all of the community members actively participated in developing school programs, as stated below:

Unfortunately, not all community members are concerned with the school improvements. Many people are busy with their own business (Community representative, W35).

5.5.3.6 Responses of the Local Government Representatives

In a school where the principal still controls the decision-making authority in the school, a government representative stated:

It is not 100% clear because the school principal still controls the whole school, but in general the school principal himself cannot make all decisions (Government representative, W41).

5.5.4 Identification of the Support/Assistance Needed

Gamage and Zajda (2005b: 43) underline that in consideration of an appropriate package of devolution for school management, it is crucial to evaluate the capacity of the local units not only to exercise the authority but also to take

responsibility. In this context, rather than over burdening the local leadership with responsibilities that they do not have the capacity to handle, it is advisable to devolve authority selectively and gradually while providing adequate support, resources, and training to catch up with newer areas of responsibility. This section is to present the findings of the study in relation to one of the objectives of the study, namely, **to examine how the school principals and council members cope with the new challenges and identify the types of assistance and/or support required.**

5.5.4.1 Overall Responses

All respondents in this study needed further support and assistance from international agencies such as Nusa Tenggara Timur Primary Education Partnership (NTT-PEP) to provide training and workshops in many areas, including School-Based Management (SBM), school leadership and management, and teacher professional development. Specific areas they mentioned were leadership styles, teaching methodology, computer literacy, and even accounting. Since 2002, they have been guided by NTT-PEP advisors, not just in the areas of SBM, but also in leadership and teaching. All of the respondents expected that the same projects will be continued in the future.

5.5.4.2 Responses of the School Principals

The principals in this study required more training about how to play so many roles in the SBM era along with asking more grants from governments. Interestingly, the principals also demanded intensive training and workshops for the Provincial, District Education, and Sub-district Education Departments. In regard to these issues, three principals stated:

Increasing training programs would be much appreciated, but increased financial support from government is also necessary and important. I think it is important that all those who are involved in schools need to be trained at the same occasion regularly by SBM independent advisors (Principal, W11).

We need more guidance to implement SBM. We also need more grants from government. So, training and other workshops need to involve all school council members, not just the principal and school council president (Principal, W13).

It is very important for us to have intensive training about leadership styles and workshops. Very good workshops on SBM have been conducted so far (Principal, W15).

5.5.4.3 Responses of the Teacher Representatives

All teachers in this study require more support in terms of training and professional development, as stated by three teacher representatives below:

Other needs in schools are facilities such as typewriters or computers including computer training. Besides, as a treasurer, I personally need assistance from government to have training in accounting (Teacher representative, W01).

We need more regular training about SBM itself and particularly the role of teachers in this era (Teacher representative, W02).

Guidance from SBM advisors and government need to involve all school council members, not just the principal (Teacher representative, W07)

More funding from central, provincial and district governments was the main support needed by the school council members. A teacher representative said:

We are happy that governments have allocated block grants for school building renovations, books, and even for children from poor backgrounds. But we need more funding from the governments (Teacher representative, W09).

5.5.4.4 Responses of the Parent Representatives

The parent representatives have also demanded training on SBM with more clarity on the part of their roles. Interestingly, two parent representatives required

more training on SBM relating to the government authority at district level. They argued that the officials need to learn more on the essential principles of SBM in order to give appropriate training to the school principals. In this context, they said:

We need more school facilities and training, but more importantly, the local government officials need to learn more about SBM from reliable sources (Parent representative, W25).

We found a conflict of interest between us and the district government in terms of key decision-making in this school. I want them to be prioritized to learn on SBM accurately so that they can give correct information to school principals (Parent representative, W27).

5.5.4.5 Responses of the Community Representatives

School resources, grants, and training were also other needs required by the community representatives as stated by a respondent below:

We need more grants from the government to get more resources for the school. We also need more training, but I am not keen to attend training provided by the government except if the government facilitate the service of an expert on SBM (Community representative, W37).

5.5.4.6 Responses of the Local Government Representatives

The government representatives required more facilitation by governments and other SBM advisors to create the same perception about SBM particularly between school and local government officials. They also wanted the training not to be held only in schools but also outside schools involving more community members.

Two government representatives stated:

I think all school stakeholders and government need to have the same perception. The local government needs to facilitate school progress without putting pressures on schools to enable school stakeholders to operate in a more flexible manner in exercising the authority and responsibility. Other assistance from government and specialists should deal with training support on SBM, leadership for school leaders and encouraging all community elements to support the school in many ways (Government representative, W42).

The first thing to do is to increase the perspectives on SBM itself so that all people understand what SBM is. Nowadays, community only hear from schools, not directly from the government. Therefore, the government, in this context, should explain to the community about SBM (Government representative, W40).

Many scholars consider the significance of training programs on educational leadership and management in meeting the new challenges in 21st-century schools (Gamage & Hansson, 2006; Gamage & Pang, 2006; Gamage & Ueyama, 2004; Walsh & Gamage, 2003; Brown & Cooper, 2000). On the basis of research involving parents, teachers, and administrators in Illinois metropolitan school district, Brown and Cooper (2000: 82) suggest that training and professional development are the key to the success of a SBM initiative. They emphasize that the training programs should allow the administrators and other stakeholders to be current with the body of SBM literature. Research findings conducted by Gamage and Ueyama (2004) in Australia and Japan demonstrate that pre-service and in-service training programs related to professional development are the key to improving school effectiveness. They found that the most important areas to cover during in-service training programs as: (1) contemporary public policy issues in educational administrations; (2) practicum in educational administration; (3) ethics, morals, and values for educational leaders; (4) information technology and information management; and (5) introduction and management of reforms/change.

5.6 Conclusion

This chapter has provided the results of qualitative data analyses of the study. Firstly, it has presented the data relating to decision-making authority of the school stakeholders. As revealed, 40 respondents (95.2%) from different categories of school council members indicated that decision-making authority in many key areas

has been vested in schools. As demonstrated in the findings, school stakeholders have significantly higher degrees of decision-making authority than what they have enjoyed prior to the implementation of SBM. In turn, a process of changes has occurred in schools, including the changes in the nature of decision-making process that require all school stakeholders, collaborative relationships, and higher levels of parental and community participation. Dramatic changes in terms of school facilities and teaching/learning environments, including school textbooks and school buildings have also occurred.

Secondly, the significant changes in schools have led to the improvements in teaching/learning processes and student learning outcomes. This implies that improving student outcomes requires a process of change – a process that involves numerous steps including improvements in teaching/learning environments and school culture. Of the 42 school council members belonging to different categories who participated at the interviews, 41 respondents (97.1%) stated that there had been improvements in terms of student outcomes since the introduction of national education reform through SBM. Improvements in academic achievements were evident from the increased percentages of final examination results from 2004 until 2006. Other indications as revealed by the principals and teachers related to improved results in school tests. Reading ability has also dramatically improved as a result from the programs which have been coordinated outside schools between teachers, parents, and community volunteers. In terms of non-academic achievements, with the high participation of parents and wider community, all respondents confirmed that there have been dramatic improvements in sports, student engagement and attendance. Drop out rates have also decreased since the implementation of SBM. Approximately

54.8% of respondents argued that the decreased drop out rate was one of the impacts of block grants allocated by governments along with support from parents.

Thirdly, even though all respondents agreed that the new Indonesian SBM policy is what Flores primary schools needed to change school environments and improve student achievements, there are problems and challenges that emerged since the implementation of SBM. The problems included time management, conflict of interest between schools, district and provincial governments. For instance, as indicated at the interviews, 36 out of 42 respondents (85.7%) claimed that District Education Department officials have tried to hold up particular decisions, particularly in the areas of textbook selection. Moreover, eight (8) out of 14 school principals (57.14%) reported that Provincial Education Department officials also insisted the school principals to share the grants allocated by the central government.

Fourthly, all participants at the interviews emphasized the need for more training and workshops on SBM, school leadership, managerial practices, professional development, and even computer literacy. The teachers required professional workshops about teaching and curriculum development in the SBM era. As noted by most school council members involved at the interviews, the need for training was emphasized by all school council members but not just for the school principals and the president of school councils.

CHAPTER SIX

SUMMARY, CONCLUSIONS, IMPLICATIONS AND RECOMMENDATIONS

6.1 Chapter Overview

Globally, reforms in public education with the successful implementation of School-Based Management (SBM) have brought about significant improvements in schools. In Indonesia, the implementation of SBM since the turn of the 21st Century has been a strategic reform adopted as a vehicle for school improvement. Education decentralization policies through SBM was believed to be a means of improving national education quality, enhancing the implementation of democratic principles, increasing higher levels of community participation and equitable access to education, and accommodating diverse local interests and needs (Departemen Pendidikan Nasional, 2001). For these reasons, the government issued a set of guidelines relating to the implementation of SBM in 2002 and later revised it in 2004 and strengthened further by the enactment of Education Act 20/2003.

This final chapter of the thesis provides the significant findings of the doctoral research project while drawing the conclusions on the basis of research questions that were investigated. Accordingly, this chapter contains three major sections. The first section is about a restatement of the purpose and specific objectives of the study. The second section provides a summary of the research findings. The third section is the conclusions followed by the implications and recommendations of the study.

6.2 Restating the Purposes and Specific Objectives of the Study

The main purpose of the study was to investigate whether the Indonesian primary schools in Flores, where SBM has been implemented with the guidance of Indonesian and Australian advisors, have achieved the intended empowerment in school decision-making which results in improvements of student achievements. The specific objectives were to:

- a. identify the power and authority of the school councils as perceived by the members on the current structures of school councils;
- b. identify whether there have been improvements in student achievements resulting from the implementation of SBM;
- c. analyse the challenges and problems hampering the implementation of SBM and seek remedial strategies; and
- d. examine how the school principals and council members cope with the new challenges and identify the types of assistance and/or support required.

6.3 Summary of the Findings of the Study

This section provides an integrated summary of the quantitative and qualitative results of the study. The results are presented in alignment to each research question of the study.

6.3.1 What were the perceptions of the school council members in relation to the power and authority vested in school councils?

Results of both quantitative and qualitative data analyses and discussions demonstrate that the implementation of SBM in Indonesia has resulted in shifting

power and authority to the schools for making decisions relating to school policies and issues. It was revealed from the empirical survey that 61.7% of respondents considered that the power and authority vested in school councils as adequate, while 20.4% considered it as barely adequate whereas 12.7% of the members were of the opinion that it was more than adequate. Chi-square test analysis indicated that there was no statistically significant difference between gender of the respondents and their opinions relating to the power and authority vested in school councils (Chi-sq = 6.67, $N = 491$, $p = .08$).

In terms of the quality of decision-making, 73.4% rated the decision-making processes as very good, 13.1% considered it as excellent, while another 8.7% considered it good. Only 2% of the respondents considered it either poor or unsatisfactory. Chi-square test to seek the opinions of respondents by gender on the quality of decision-making processes demonstrated that there was no statistically significant difference. In this study, as perceived by 82.3% of the school council members who participated in the empirical survey; consensus was the dominant procedure in making decisions. This implies that consultative and co-determinate decision-making styles have been used. Other ways of making decisions were on the basis of principal's recommendations as it was indicated by 14.3% of the respondents. In addition, the results demonstrate that 54.8% of the council members revealed that the council works as a true partnership of all stakeholders and 41% stakeholders considered that every member gets a fair chance to express their views.

In terms of areas on which school councils were involved in decision-making, well over 85% of the respondents stated that they were empowered in the areas of school mission (96.8%), school vision (96.2%), school goals (95.8%), school building renovations (91.5%), school budget (90.7%), new school buildings 88.1%), and

teaching-learning programs and activities (86.7%). A majority of the respondents (i.e. over 50%) reported that they were empowered to make decisions in relation to school building maintenance (77.0%); student discipline policy (76.8%); canteen management (73.6%); and fund-raising management (57.4%). On the other hand, a significant numbers of the respondents stated that they were empowered in the selection of teachers (46.1%); selection of principals (44.3%); selection of administrative staff (43.6); textbooks (41.6%); and curriculum development (22.2%).

In addition to the quantitative data findings, results of the qualitative data obtained from the 42 school council members who participated at the interviews demonstrated that school-decision making authority has been vested at the school level as it was confirmed by 95.2% of the respondents. At the interviews, the respondents revealed more details about the transfer of power and authority to schools has resulted in the creation of partnerships between the principals, teachers, parents, community, local government, and alumni through their representatives on the school councils. Other benefits of the devolution of power and authority to schools were the creation of transparency and accountability in the management of school resources as well as collegial and collaborative working environments in schools. Overall, there was a strong indication that there was good cooperation between the principals and school councils and vice-versa, even though there were few cases in which policies made by the school councils were without the involvement of school principals.

However, findings of qualitative data revealed that there has been tension between the schools and district and/or provincial governments since the implementation of SBM. These tensions were due to the conflicts of interests between schools and the governments. The principals and teachers alleged that District Education Department had interfered in school-decision making authority

relating to textbooks selection and the expenditure of the block grants for text books, while the Provincial Education Department had asked the school principals to share the de-concentration grants which were allocated for the purpose of school building renovations.

6.3.2 Have there been improvements in student achievements as a result of the implementation of SBM?

This study indicates that there have been improvements in student achievements in academic and non-academic areas since the implementation of SBM policies and programs. In this context, the improvements in student achievements are moving in the same direction with other changes in schools. These changes included changes to school culture, leadership styles of the principals, improvements in teaching/learning environments such as school buildings and classroom changes, higher levels of parental and community participation in supporting instructional programs inside and outside schools. In this context, effective and efficient ways of utilizing the block grants transferred directly from the central government to the schools has had a significant impact on the processes of changes in schools.

In the quantitative phase of this study, several key variables were correlated. For instance, on the basis of Pearson product-moment correlation co-efficient, there was a positive correlation between the opinions of respondents on the decision-making authority and improvements in teaching/learning environments ($r = .098$, $N = 485$, $p < .05$). Moreover, the Pearson correlation test also indicated that there was a positive correlation between the opinions of respondents on the quality of decision-making processes and improvements in student achievements ($r = .14$, $N = 490$, $p =$

.001). There was also a positive correlation between improvements in student achievements and teaching/learning environments resulting from the implementation of SBM ($r = .105, p = .021, N = 487$).

It is then clear from the quantitative data analyses that School-Based Management (SBM) with devolution of power and authority to school level have resulted in improvements in teaching/learning environments. In this study, there was no statistically significant difference ($\text{Chi-sq} = .44, p = .79, N = 484$) in terms of the opinions of membership categories employed in schools (principals and teachers), parents and other school council membership categories (local community, local government, and alumni) relating to the improvements in teaching/learning environments resulting from the implementation of SBM.

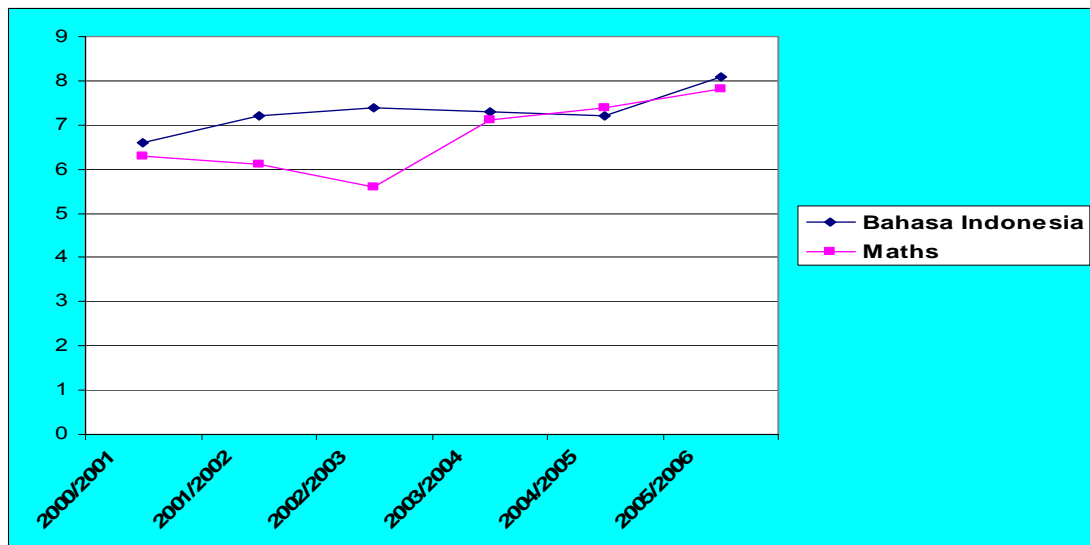
Furthermore, on the basis of quantitative data results of the study, the participation of school stakeholders have led to the improvements in student achievements. Ninety-seven percent of the respondents either agreed (51%) or strongly agreed (46.2%) with the statement that **SBM has created higher levels of participation of other stakeholders, which lead to improvements in student achievements**. Pearson correlation test also demonstrated that the participation of school stakeholders were associated with improved student achievements ($r = .106, N = 490, p = .018$). Besides, 27.2% of the respondents strongly agreed, while 67.5% agreed that school council policies, programs, and action have improved student achievements. A test of Pearson correlation also indicated that there was a positive correlation between improvements in student achievements resulting from the implementation of SBM in the areas of SBM policies, programs, and other types of action enabling significant improvements in student achievements.

Other types of quantitative data analyses demonstrated that 81.8% of the respondents were very positive on the improvements in student achievements resulting from the implementation of SBM. Amongst them, 17.9% of the council members considered that the improvements in student achievements were excellent; another 36.9% viewed this as very good, while 27.0% considered it as good. Chi-square test indicated that there was no statistically significant difference between the respondents by school council membership categories (Chi-sq = 5.50, $p = .23$, $N = 481$) and age categories (Chi-sq = 4.64, $p = .86$, $N = 493$) of the respondents.

In addition to the empirical survey results, the qualitative data analyses demonstrated that the role of school principals and close relationship between teachers and students have contributed to the improvements in student achievements. The interview respondents mentioned the improvements of the students in their reading ability, maths, sports, and local agricultural skills. The increases of student engagement and attendance at schools and the decreases of the students' drop-out rates were also reported.

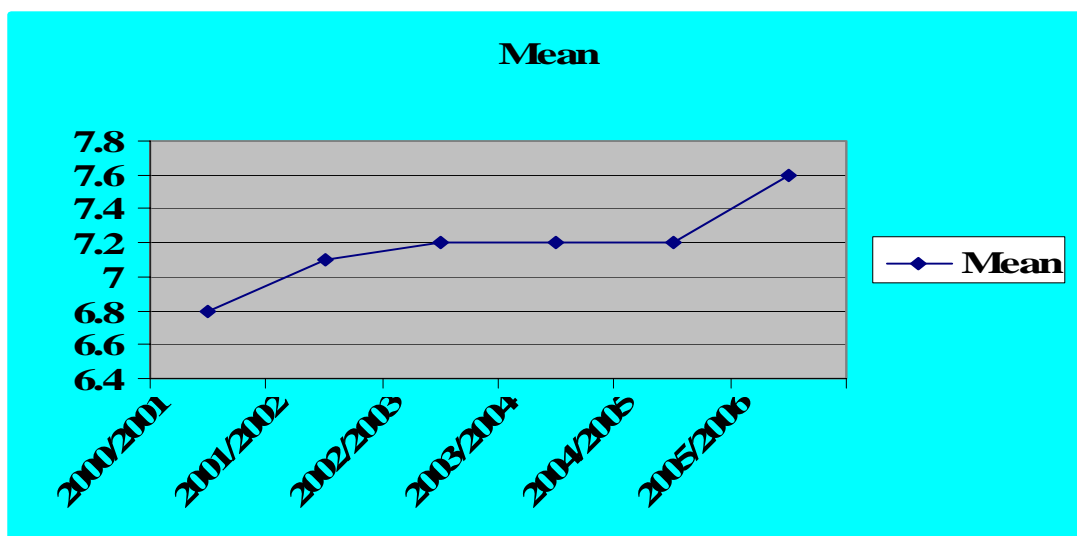
The documentary analyses demonstrate that there was a significant increase of the average rates of final examination grades of the students in maths from school year 2002/2003 to 2005/2006. During the same period, achievements in *Bahasa Indonesia* remained stable from the school year 2000/2001 until 2004/2005 while a steady increase has also been recorded from 2005 until 2006. The **Figure 6.1** provides a summary of improvements in terms of maths and *Bahasa Indonesia*.

Figure 6.1 Final year school examination results (*ujian akhir sekolah*)



In terms of the overall achievements in all school subjects examined in the final year of grade 6 (*Agama, PPKN, Bahasa Indonesia, Matematika, IPA, IPS, KTK, Penjaskes, and Mulok*) the data show that there was a steady increase from 2000 to 2003, while the figures have been stable between 2003 and 2005. In terms of maths achievement, a dramatic increase occurred in the academic year 2003/2004 and the progress had increased steadily from the academic year 2004/2005 to 2005/2006. However, there had been a dramatic increase from 2005 to 2006. The **Figure 6.2** shows the summary of the overall academic achievements.

Figure 6.2 Final year school examination results (all subjects)



6.3.3 What are the major problems and issues confronting the implementation of SBM and what are the remedial measures that should be taken in the context of primary schools in Flores?

Despite somewhat successful outcomes of the SBM initiative, the problems and challenges faced by the school leaders and school council members were unavoidable. Quantitative data analyses of the study demonstrate that the school council members such as principal, representatives of teachers, parents, local community, local government, and alumni confronted some problems in the process of implementation of SBM. Fifty-six percent of the respondents either agreed (41.7%) or strongly agreed (14.9%) that the lack of appropriate professional development for school leaders was a major problem. Other major problems related to the lack of school facilities, as was identified by 60.5% of the respondents who either agreed (36.9%) or strongly agreed (23.6%). Sixty-eight percent of respondents either agreed (51.4%) or strongly agreed (16.9%) that the lack of knowledge about SBM was a problem, while 64% of them either agreed (40.7%) or strongly agreed (23.4%) that inadequate finances was a problem confronted in the process of the implementation of SBM.

However, 62.5% of the respondents either disagreed (54.0%) or strongly disagreed (8.5%) that inadequate parental participation is a problem confronted by the implementation of SBM. The vast majority of the respondents (72.6%) either disagreed (65.9%) or strongly disagreed (6.7%) that the lack of adequate authority for decision-making was a problem in the process of implementation of SBM. In addition, 63.1% of the respondents either disagreed (58.3%) or strongly disagreed (4.8%) that the difficulty in coordination was a problem, while 60.1% either disagreed

(57.1%) or strongly disagreed (3.0%) that the lack of clarity of roles between principals and school councils was a problem confronted by them.

Then, chi-square test was used to find out whether school council members in urban areas had different opinions when compared to those from rural areas relating to the problems they faced in the implementation of SBM. The test indicated that there was a statistically significant difference in terms of opinions of respondents on the problem related to difficulties of coordination (chi-sq = 8.61, $p = .05$, $N = 441$). The findings demonstrate that 44.2% of the respondents in urban areas either agreed (38.0%) or strongly agreed (6.2%) that difficulty of coordination is one of the problems confronted in the implementation of SBM, compared with 34.3% of respondents from schools in rural areas who either agreed (27.1%) or strongly agreed (7.1%) with the statement. This indicates that problem with regard to difficulties in coordination was stronger in the urban areas than in the rural areas.

However, there was no statistically significant difference in terms of their opinion on the lack of knowledge of SBM (Chi-sq = .96, $N = 440$, $p = .80$), inadequate trained teachers (chi-sq = 3.70, $N = 439$, $p = .29$), inadequate finances (chi-sq = 5.76, $N = 440$, $p = .12$), the shortage of school facilities (chi-sq = 5.51, $N = 441$, $p = .13$), the lack of appropriate professional development for school leaders (Chi-Sq = 5.13, $N = 437$, $p = .16$), the lack of clarity of roles between the principal and the school council (Chi-Sq = 3.76, $N = 442$, $p = .28$), inadequate parental participation (Chi-Sq = 4.15, $N = 441$, $p = .24$), and the inadequate decision-making authority (Chi-Sq = 2.83, $N = 442$, $p = .41$).

Moreover, the results of qualitative data analyses of this study have revealed that problems and challenges faced in the implementation of SBM were related to the changing roles and responsibilities between the provincial and district government

officials and the school principals because of the new power and authority vested in school councils. Sixty-four percent of the respondents reported that changing authority and responsibility on the part of regional governments and the school principals have created tensions. The figures indicate that 65.7% of respondents believed that the tensions were primarily due to the conflict of interests on the part of district and provincial governments in relation to the block grants allocated by the central government which of course a normal bureaucratic response as it is difficult for them to relinquish power.

The other major problem and/or challenge confronted by the school council members related to building cooperation between principals, teachers, parents, and the wider community which was high, prior to General Soeharto's New Order Government and the decentralization of power and authority from central government to district governments in the areas of new school buildings, renovations, and building maintenance. During the Soeharto's era, authority with regard to deployment and development of staff, curriculum, textbooks, and school facilities were the responsibility of central government (Government Regulation 28/1990, Article 9), whereas now these have been transferred to district and school levels.

With regard to training and workshops on SBM, 82.7% of respondents clarified that the problem related to the non-availability of equal access to the training. Most of the training and development sessions have involved school principals, teachers, and the school council presidents. The other school council members strongly believe that they also need to participate in training and professional developments on SBM.

6.3.4 How did the principals and council members cope with the new roles and challenges and what types of assistance and/or support needed to be extended to them?

The data analyses of the empirical survey demonstrated that more than 90% of the principals either agreed (31.0%) or strongly agreed (59.5%) with the statement, i.e. **Being a principal under SBM, I have the opportunity to seek advice and support from the other school stakeholders**. All principals in this study either agreed (33.3%) or strongly agreed (66.7%) that the principal and staff need to discuss and agree on the strategies to implement the changes in a collaborative manner, while the principals considered them as team members and not just leaders. Similarly, all principals either agreed (42.9%) or strongly agreed (57.1%) that the ability to delegate authority is an essential skill for a principal. On the other hand, even though the workload has increased significantly with the implementation of SBM (as perceived by 73.8% of respondents), most of the respondents (88.1%) either agreed (61.9%) or strongly agreed (26.2%) that there are adequate provision for seeking help from others to reduce their workloads.

All respondents involved in the empirical survey agreed that training in educational leadership and management; workshops on SBM; training on strategic planning; and regular professional development sessions are needed by all school principals with 100% agreement expressed in these four areas. Moreover, 85.7% considered both training in computer literacy and typing, while 78.6% considered that training in participatory decision-making are needed by the vast majority of the school principals. These findings indicate that there is a very high demand for training in the areas of school leadership for the school principals.

Findings from the results of qualitative data analyses and discussions also indicate that all respondents in this study need more support and assistance from the international agencies such as Nusa Tenggara Timur Primary Education Partnership (NTT-PEP). The respondents expect to have continuous programs similar to what they had from the NTT-PEP advisors, not just in terms of SBM, but also other related areas including school leadership and managerial practices and teaching methodologies.

6.3.5 Other Relevant Findings of the Data Analyses

Since the implementation of SBM, Indonesian governmental authorities have issued general guidelines by which the school stakeholders are guided to establish the democratic and transparent processes of school council formation. The formation process required schools to have an independent committee accountable to both government authorities and local community to be established during the preparation until the results of the school council formation. Besides, the processes of forming school councils were required to be transparent, accountable, and democratic (Departemen Pendidikan Nasional, 2004, 2002).

In a clarification of how the council members were elected, the results suggest that secret ballot and consensus at special meetings were the approaches adopted. Accordingly, the current composition of a school council consists of a president, a vice president, a secretary, a treasurer, and members. Depending on the needs of the schools, a council is required to establish standing committees. Central Government has suggested the appropriateness of establishing the standing committees on finances, school quality control, partnership networks and information systems, as well as buildings and school facilities (Departemen Pendidikan Nasional, 2004).

However, in addition to these areas, the councils in Flores primary schools have established other standing committees in the areas of physical and mental health, and equality of gender.

Moreover, the results of data analyses demonstrate that even though a small number of school council members considered the overall functioning of school councils as either unsatisfactory or poor, 97% of the respondents rated the overall functioning of the council as either good, very good or excellent. In the final analysis, 99.2% of the respondents believed that SBM is the type of reform needed in enhancing student achievements, in particular and developing better quality schools in general.

6.4 Implications of the Study

The reform package of decentralized education policies and programs through School-Based Management (SBM) with devolution of decision-making authority and responsibility from central government to the primary schools along with direct allocation of block grants have brought changes in schools. These changes related to better school facilities and teaching aids; high parental participation in motivating and facilitating teaching/learning activities outside classrooms; democratic process in school-decision making; transparency in making school annual budgets; involvement of external educators in setting up school policies and programs; and drastic changes on the part of school principals' leadership roles. Such changes have associated with the improvements in student achievements both in terms of academic (maths, *Bahasa Indonesia*, *Agama*, *PPKN*, *IPA*, *IPS*, *KTK*, *Penjaskes*, and *Mulok*) and non-academic achievements. Non-academic aspects included students' engagement in schools, increase student attendance, decreased drop-out rates, improvements and increases in

sport activities, and provisions of life skills relevant to the demands in schools such as agricultural skills and live stocks.

At the same time, the SBM reform policies and programs have created conflict of interests on the part of school principals and regional governments. At the district level, particular officials of the District Education Departments have interrupted the democratic process of decision-making in schools by forcing the school principals to approve the decisions made at the District Education Department. Interestingly, none of the school council members complained against the roles played by the *Dinas Pendidikan Kecamatan* (or Sub-district Education Department). In contrast, the principals whose schools were allocated with block grants for school building rehabilitation complained that the Provincial Department of Education asked the school principals to share the block grants.

The other implications of this study addressed the issue of direction of future training and professional development. First of all, provincial and district government officials need to undergo more training on SBM policies to assist them in understanding the limitations of their power and authority. At the school level, training, seminars, workshops, and information sessions need to involve not only school principals and the heads of school councils, but also other school council members. These programs can be held in schools, as well as communal houses of the communities.

6.5 Recommendations of the Study

On the basis of the findings and conclusions above, the following section presents the recommendations of the study.

6.5.1 Recommendation One

This study demonstrated that since the implementation of SBM, decision-making authority has been vested in school level decision-makers, comprising of the principals, representatives of teachers, parents, local community, local governments, and alumni. Sixty-two per cent of the respondents considered the power and authority vested in school councils as adequate, while 12.7% considered it more than adequate and 20.4%, barely adequate. This implies that the role and responsibilities of the school councils have developed since the implementation of SBM.

Indeed, results of quantitative data analyses indicate that sixty-eight per cent of the respondents either agreed (51.4%) or strongly agreed (16.9%) that lack of knowledge about SBM was one of the problems in the proper implementation of SBM. Then, the results of qualitative data analyses revealed that 64% of the respondents were of the opinion that changing authority and responsibility on the part of regional governments and the school principals have created tensions. The figures indicate that 65.7% of respondents believed that the tensions were primarily due to the conflict of interests on the part of district and provincial governments in relation to the block grants.

On the basis of these findings, it is recommended that all school council members should be encouraged to attend regular workshops on SBM. The District and/or Provincial Education Departments should facilitate such programs for the school principals, the heads of school councils, and other representatives of school councils. The training/workshops should be aimed at providing better knowledge and understanding about SBM policies and programs at the regional, national, and international levels. In turn, better

understanding could help the school stakeholders in the process of implementing SBM reforms effectively and efficiently.

6.5.4 Recommendation Two

The results of both quantitative and qualitative data analyses of this study suggest that leadership role and managerial practices on the part of school principals are crucial factors and the keys to successful implementation of SBM. In fact, all school principals in this study either agreed (39.5%) or strongly agreed (60.5%) that being a school leader is one of their primary roles. All principals either agreed (42.9%) or strongly agreed (57.1) that functioning as the instructional leader is one of their major roles.

Eighty-six per cent of the principals either agreed (35.7%) or strongly agreed (50.0%) that one of their roles in the school is to function as the school manager. In addition, a vast majority of the principals were in agreement with the roles of a principal as supervisor, public relations officer, and conflict handler with 95.3%; 90.5%; and 85.7% respectively agreeing either strongly or otherwise. However, 56.6% of the respondents either agreed (41.7%) or strongly agreed (14.9%) that lack of appropriate professional development for school leaders was one of the major problems confronted in the implementation of SBM. Accordingly, training in educational leadership and management, workshops on SBM, training on strategic planning, and regular professional development sessions were needed by all school principals with 100% agreement expressed in these four areas.

On the basis of these findings, it is recommended that sustainable training programs for all primary school principals should be considered as a matter of urgency, enabling them to effectively implement SBM in school settings. These

programs need to be designed for the purpose of providing comprehensive knowledge and better understanding for school leaders in leading and managing effective schools under the new SBM system. Therefore, it should be made mandatory to require the prospective school leaders and administrators to attend pre-service training on leadership and management at universities or teacher training colleges prior to taking over a job as a school principal.

6.5.5 Recommendation Three

This study indicates that even though block grants have been allocated directly to schools from the central governments, 60.5% of the respondents participated in the empirical survey either agreed (40.7%) or strongly agreed (23.6%) that lack of school facilities was one of the problems in the implementation of SBM policies and programs. In terms of school finance, 64% of the respondents either agreed (40.7%) or strongly agreed (23.4%) that inadequate finances was a problem confronted in the process of the implementation of SBM.

It is recommended that allocation of block grants to schools should be increased to maintain school improvement processes in particular and create better quality schools in general. Therefore a school financing model needs to be developed and evaluated in relation to the standard criteria of transparency, adequacy, efficiency, and equity.

6.5.6 Recommendation for Further Research

This study has involved schools who have been intensely guided by the international advisors in the areas of SBM and school leadership. As it was mentioned in earlier chapters of the thesis, the Nusa Tenggara Timur Primary

Education Partnership (NTT-PEP), one of the programs of the Australian Agency for International Developments (AusAID) has guided the implementation of SBM in three districts of Flores, namely Ngada, Ende, and Sikka between 2002 and 2008. Meanwhile, five other districts (Manggarai Barat, Manggarai, Manggarai Timur, Flores Timur, and Lembata) have implemented the SBM policies and programs without the guidance of international agencies. Future research could focus on these five districts to compare the results in relation to school changes and improvements since the implementation of SBM policies and programs.

On the other hand, this study involved primary schools which are controlled and funded by the Department of National Education. Future research could involve primary schools controlled and funded by the Department of Religious Affairs and also secondary schools under the Department of National Education. Research findings from these schools would be necessary to evaluate the effectiveness of SBM model at the primary schools and secondary schools which were not guided by the international agencies.

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Appendix A
Questionnaire (English version)

RESEARCH QUESTIONNAIRE

**A Study on the Implementation of School-Based Management in
Flores Primary Schools in Indonesia**

This survey is conducted to study the implementation of School-Based Management (SBM) in the primary schools in Flores, Indonesia. Please answer by ticking (✓) the appropriate boxes or filling in the blanks.

Part I
(Completed by all respondents)

Demographic Information

1. Your School Location

- ₁ ☐ Urban town ₂ ☐ Rural

2. Your Gender

- ₁ ☐ Male ₂ ☐ Female

3. Your Age

- ₁ ☐ 20-30 ₂ ☐ 31-40
₃ ☐ 41-50 ₄ ☐ 51-65

4. Your Membership Category

- ₁ ☐ Principal ₂ ☐ Teachers
₃ ☐ Parents ₄ ☐ Local Community
₅ ☐ Local Government ₆ ☐ Alumni

5. Your Position in the School Council

- ₁ ☐ President ₂ ☐ Vice President ₃ ☐ Secretary
₄ ☐ Treasurer ₅ ☐ Member

PART II
(Completed by all respondents)

6. How were the school council members elected?

- ☐ ₁ By secret ballot
- ☐ ₂ By show of hands
- ☐ ₃ Elected unopposed
- ☐ ₄ By consensus

7. What is your opinion about the process of formation of the school council?

- ☐ ₁ Unsatisfactory
- ☐ ₂ Poor
- ☐ ₃ Good
- ☐ ₄ Very good
- ☐ ₅ Excellent

8. What is your opinion about the current composition of the school council?

- ☐ ₁ Unsatisfactory
- ☐ ₂ Poor
- ☐ ₃ Good
- ☐ ₄ Very good
- ☐ ₅ Excellent

9. What is your opinion about the overall functioning/operation of the school council?

- ☐ ₁ Unsatisfactory
- ☐ ₂ Poor
- ☐ ₃ Good
- ☐ ₄ Very good
- ☐ ₅ Excellent

10. What is your opinion about the degree of power and authority vested in the school council?

- ☐ Absolutely inadequate
☐ Inadequate
☐ Barely adequate
☐ Adequate
☐ More than adequate

11. Is the school council empowered to make decisions in the areas listed below?

Please indicate your preference with a tick (✓).

a	School's Vision	
b	School's Mission	
c	School Goals	
d	School Budget	
e	Students' Discipline Policy	
f	New School Buildings	
g	School Building Maintenance	
h	School Building Renovation	
i	Selection of the Principal	
j	Selection of the Teachers	
k	Selection of Administrative Staff	
l	Selection of Textbooks	
m	Optional Curriculum	
n	Curriculum Development	
o	Teaching-Learning Programs	
p	Managing Fund-raising	
q	Managing Canteen	

12. How decisions are generally made at the school council level?

- ☐ By consensus
☐ By majority vote
☐ On principal's recommendation
☐ By secret ballot

13. What is the usual procedure followed in the process of decision-making at the school council?

- ☐ ₁ The Council works as a true partnership of all stakeholders
- ☐ ₂ Every member gets a fair chance to express views
- ☐ ₃ Members receive working papers on complex issues
- ☐ ₄ On the recommendation of the principal

14. What is your opinion on the process of decision-making in the school council?

- ☐ ₁ Unsatisfactory
- ☐ ₂ Poor
- ☐ ₃ Good
- ☐ ₄ Very good
- ☐ ₅ Excellent

15. What is your opinion on the action plans of the school council?

- ☐ ₁ Unsatisfactory
- ☐ ₂ Poor
- ☐ ₃ Good
- ☐ ₄ Very good
- ☐ ₅ Excellent

16. What is your opinion on the improvements of student achievements resulting from the implementation of SBM?

- ☐ ₁ Unsatisfactory
- ☐ ₂ Poor
- ☐ ₃ Good
- ☐ ₄ Very good
- ☐ ₅ Excellent

17. What is your opinion on the improvements of teaching/learning environments

resulting from the implementation of SBM?

- ₁ ☐ It has deteriorated
- ₂ ☐ It has made no difference
- ₃ ☐ It is insignificant
- ₄ ☐ It has improved little
- ₅ ☐ It has improved significantly

18. The following are perceptions on the impact of SBM to the student outcomes.

Please rate your opinion using the key below:

Strongly Disagree (SD) Disagree (D) Agree (A) Strongly Agree (SA)

No	Items	Responses			
		SD	D	A	SA
a	I think SBM is the type of reform that Flores primary schools needed for better quality and improvements of student achievements				
b	SBM has created higher participation of other stakeholders leading to improve student achievements in school				
c	The SBM policies, programs and actions have significantly improved the student achievements				
d	The stakeholders participation has improved students' motivation				
e	The changing school culture resulting from the implementation of SBM has improved student achievements				

19. What is your opinion about the availability of time for school council business?

- ₁ ☐ Absolutely inadequate
- ₂ ☐ Inadequate
- ₃ ☐ Barely adequate
- ₄ ☐ Adequate
- ₅ ☐ More than adequate

20. Are you happy to spend your time for school council work?

- ₁ ☐ Not very happy
- ₂ ☐ Not happy
- ₃ ☐ Not sure
- ₄ ☐ Happy
- ₅ ☐ Very happy

21. The following are some of the problems and issues confronting the implementation of School-Based Management (SBM). Please rate these according to your opinion.

Strongly Disagree (SD) Disagree (D) Agree (A) Strongly Agree (SA)

		Responses			
		SD	D	A	SA
a	Lack of school facilities				
b	Lack of clarity of the roles between school council and the principal				
c	Lack of knowledge on SBM				
d	Lack of appropriate professional development for school leaders				
e	Inadequate finances				
f	Inadequately trained teachers				
g	Inadequate parental participation				
h	Difficulties of coordination				
i	Lack of adequate authority for decision-making				

22. Your comments on the benefits of implementing SBM for the improvements of student achievements.

Part III (Completed by principal only)

23. What is the current composition of the school council?

- a. Principal 0 ☐ No 1 ☐ Yes
 b. How many parents?
 c. How many teachers?
 d. How many community representatives?
 e. How many local government representatives?
 f. How many alumni?

24. How do you see or perceive your role as principal in a SBM school?

Indicate your rating with a tick (✓) in the space provided.

Strongly Disagree (SD) Disagree (D) Agree (A) Strongly Agree (SA)

		SD	D	A	SA
a	I consider myself as a team member, not just as a leader				
b	Being a principal under SBM, I have the opportunity to seek advice and support from other stakeholders				
c	It is essential for the principal and staff to discuss and agree with the strategies to implement the changes together.				
d	The ability to delegate authority is an essential skill of a principal.				
e	My workload has increased significantly under the school council structure.				
f	There are adequate provisions for me to seek help to reduce my workload.				

25. The following are some roles and/or challenges that a school principal has to perform. In your opinion, which of the following roles relate to you? Indicate your rating with a tick (✓) in the space provided.

Strongly Disagree (SD) Disagree (D) Agree (A) Strongly Agree (SA)

		SD	D	A	SA
a	School leader				
b	School manager				
c	Instructional Leader				
d	Supervisor				
e	Public Relation Officer				
f	Conflict handler				
g	Change Agent				
h	Other (Please specify).....				

26. Which of the following support/assistance are needed in the implementation of SBM in your school? Indicate your rating with a tick (✓) in the space provided.

	Support and/or assistance needed	
a	Training in educational leadership and management	
b	Workshops on SBM	
c	Training on computer literacy and typing	
d	Training on strategic planning	
e	Training in participatory decision-making	
f	Regular professional development session	

Appendix B

Questionnaire (Indonesian version)

KUESTIONER PENELITIAN

A Study on the Implementation of School-Based Management in Flores Primary Schools in Indonesia

Penelitian ini dibuat untuk mengkaji pengimplementasian Manajemen Berbasis Sekolah (MBS) di Sekolah Dasar-Sekolah Dasar di Flores, Indonesia. Silahkan mencentang (√) kotak yang sesuai dengan pilihan Anda atau mengisi titik-titik.

BAGIAN SATU

(Diisi oleh semua responden)

Informasi Demografis

1. Lokasi Sekolah Anda

- ☐ Di Kota Kabupaten ☐ Di Kecamatan

2. Jenis Kelamin Anda

- ☐ Laki-laki ☐ Perempuan

3. Usia Anda

- ☐ 20-30 tahun ☐ 31-40 tahun
☐ 41-50 tahun ☐ 51-65 tahun

4. Kategori Keanggotaan Anda

- ☐ Kepala Sekolah ☐ Guru
☐ Orang tua murid ☐ Masyarakat Setempat
☐ Pemerintah Setempat ☐ Alumni

5. Posisi Anda dalam Dewan Sekolah

- ☐ Ketua ☐ Wakil Ketua ☐ Sekretaris
☐ Bendahara ☐ Anggota

BAGIAN DUA
(Diisi oleh semua responden)

6. Bagaimana para anggota Dewan Sekolah dipilih?

- ☐ 1 Dengan pemungutan suara rahasia
- ☐ 2 Dengan mengacungkan tangan
- ☐ 3 Dengan calon tunggal
- ☐ 4 Dengan kesepakatan bersama
- ☐ 5 Lain-lain (Tolong disebutkan).....

7. Apa pendapat Anda tentang proses pembentukan Dewan Sekolah?

- ☐ 1 Tidak memuaskan
- ☐ 2 Kurang baik
- ☐ 3 Cukup
- ☐ 4 Baik
- ☐ 5 Baik sekali

8. Apa pendapat Anda tentang komposisi Dewan Sekolah sekarang ini?

- ☐ 1 Tidak memuaskan
- ☐ 2 Kurang baik
- ☐ 3 Cukup
- ☐ 4 Baik
- ☐ 5 Baik sekali

9. Apa pendapat Anda tentang fungsi/pelaksanaan Dewan Sekolah secara umum?

- ☐ 1 Tidak memuaskan
- ☐ 2 Kurang baik
- ☐ 3 Cukup
- ☐ 4 Baik
- ☐ 5 Baik sekali

10. Apa pendapat Anda tentang tingkat kuasa dan wewenang yang dilimpahkan kepada Dewan Sekolah?

- ☐ 1 Sama sekali tidak cukup
- ☐ 2 Tidak cukup
- ☐ 3 Hampir tidak cukup
- ☐ 4 Cukup
- ☐ 5 Lebih dari cukup

11. Apakah Dewan Sekolah diberi wewenang dalam membuat keputusan dalam bidang-bidang yang disebutkan di bawah ini? Berilah tanda centang (✓) untuk jawaban yang Anda pilih.

a	Visi Sekolah	
b	Misi Sekolah	
c	Tujuan-tujuan Sekolah	
d	Anggaran Pendapatan dan Belanja Sekolah	
e	Kebijakan Disiplin Sekolah	
f	Pembangunan Gedung Sekolah Baru	
g	Perawatan Gedung Sekolah	
h	Renovasi Gedung Sekolah	
i	Pemilihan Kepala Sekolah	
j	Pengangkatan/Perekrutan Guru	
k	Pengangkatan/Perekrutan Staf Administrasi Sekolah	
l	Pemilihan Buku-buku teks Pelajaran	
m	Penentuan Kurikulum Muatan Lokal	
n	Evaluasi Program-program Belajar-Mengajar	
o	Penggalangan/Pengumpulan Dana melalui Berbagai Kegiatan	
p	Pengelolaan Kantin	

12. Bagaimana biasanya keputusan dibuat pada tingkat Dewan Sekolah?

(Silahkan memilih salah satu jawaban).

- ☐ 1 Dengan kesepakatan bersama
☐ 2 Dengan suara mayoritas
☐ 3 Berdasarkan rekomendasi kepala sekolah
☐ 4 Dengan pemungutan suara rahasia

13. Apa prosedur yang paling umum diikuti dalam setiap proses pengambilan keputusan? (Silahkan memilih salah satu jawaban).

- ☐ 1 Atas dasar kemitraan yang sesungguhnya dari semua yang terlibat
☐ 2 Tiap anggota memiliki kesempatan yang sama dalam berpendapat
☐ 3 Para anggota menerima kertas kerja dalam membahas isu-isu yang kompleks
☐ 4 Atas rekomendasi kepala sekolah

14. Apa pendapat Anda tentang proses pembuatan keputusan dalam Dewan Sekolah?

- ☐ 1 Tidak memuaskan
☐ 2 Kurang baik
☐ 3 Cukup
☐ 4 Baik
☐ 5 Baik sekali

15. Apa pendapat Anda tentang rencana tindakan yang dilakukan oleh Dewan

Sekolah?

- ☐ 1 Tidak memuaskan
- ☐ 2 Kurang baik
- ☐ 3 Cukup
- ☐ 4 Baik
- ☐ 5 Baik sekali

16. Apa pendapat Anda perbaikan prestasi siswa sebagai hasil dari penerapan MBS?

- ☐ 1 Tidak memuaskan
- ☐ 2 Kurang baik
- ☐ 3 Cukup
- ☐ 4 Baik
- ☐ 5 Baik sekali

17. Apa pendapat Anda tentang pengaruh Dewan Sekolah terhadap perbaikan lingkungan belajar-mengajar di sekolah?

- ☐ 1 Memperburuk
- ☐ 2 Tidak meningkat
- ☐ 3 Sedikit meningkat
- ☐ 4 Meningkat
- ☐ 5 Sangat meningkat

18. Di bawah ini adalah persepsi tentang pengaruh MBS terhadap hasil atau prestasi siswa. Tentukan pendapat Anda dengan mencentang kolom sesuai dengan pilihan Anda:

Sangat Tidak Setuju (STS) Tidak Setuju (TS) Setuju (S) Sangat Setuju (STS)

No	Pernyataan	Tanggapan			
		STS	TS	S	SS
A	MBS adalah tipe pembaruan yang dibutuhkan Sekolah-Sekolah Dasar di Flores dalam rangka peningkatan mutu dan prestasi siswa.				
B	Partisipasi bersama <i>stakeholder</i> sekolah: Kepala sekolah, guru, orang tua, masyarakat, pemerintah setempat, pemerhati pendidikan, telah meningkatkan kinerja siswa di sekolah				
C	Kebijakan-kebijakan dan tindakan Dewan Sekolah telah meningkatkan prestasi siswa				
D	Keterlibatan <i>stakeholder</i> sekolah: Kepala sekolah, guru, orang tua, masyarakat, pemerintah setempat, pemerhati pendidikan, telah meningkatkan semangat siswa dalam berbagai kegiatan pembelajaran.				
E	Kultur sekolah yang berubah karena penerapan model MBS telah meningkatkan prestasi siswa				

19. Apa pendapat Anda tentang waktu yang disediakan/tersedia untuk urusan/kegiatan yang berkaitan dengan Dewan Sekolah?

- ☐ 1 Sama sekali tidak cukup
☐ 2 Tidak cukup
☐ 3 Hampir tidak cukup
☐ 4 Cukup
☐ 5 Lebih dari cukup

20. Apakah Anda senang meluangkan waktu Anda untuk urusan kegiatan Dewan Sekolah?

- ☐ 1 Tidak terlalu senang ☐ 2 Tidak senang ☐ 3 Tidak yakin
☐ 4 Senang ☐ 5 Sangat senang

21. Berikut adalah beberapa masalah dan isu yang menghambat pengimplementasian Manajemen Berbasis Sekolah (MBS). Centanglah (√) pilihan Anda.

Sangat Tidak Setuju (STS) Tidak Setuju (TS) Setuju (S)
 Sangat Setuju (STS)

Pernyataan		Tanggapan			
		STS	TS	S	SS
a	Kurangnya fasilitas sekolah				
b	Kurang jelasnya peran antara Dewan Sekolah dan kepala sekolah				
c	Minimnya pengetahuan tentang MBS				
d	Kurangnya pengembangan profesional yang tepat untuk para pemimpin sekolah				
e	Keuangan tidak memadai				
f	Para guru tidak diberi pelatihan yang cukup				
g	Kurangnya partisipasi orang tua murid				
h	Sulit untuk saling berkoordinasi				
i	Kurangnya wewenang untuk mengambil keputusan				

22. Apa komentar Anda mengenai keuntungan dari penerapan MBS dalam perbaikan atau peningkatan prestasi siswa?

BAGIAN TIGA
(Hanya Diisi oleh Kepala Sekolah)

23. Seperti apa komposisi Dewan Sekolah yang ada saat ini? (Tolong cantumkan jumlah perwakilan dari masing-masing kategori keanggotaan Dewan Sekolah dalam titik-titik yang tersedia).

Kepala Sekolah	<input type="checkbox"/> Tidak	<input type="checkbox"/> Ya
Perwakilan orang tua murid terdiri atas	orang	
Perwakilan guru terdiri atas	orang	
Perwakilan masyarakat setempat terdiri atas	orang	
Perwakilan pemerintah setempat terdiri atas	orang	
Ada berapa alumni?	orang	

24. Bagaimana pendapat Anda tentang peran Anda sebagai Kepala Sekolah di sekolah yang menerapkan MBS? Centanglah (✓) pilihan Anda.

Sangat Tidak Setuju (STS) Tidak Setuju (TS) Setuju (S)

Sangat Setuju (STS)

Pernyataan		STS	TS	S	SS
a.	Saya menganggap diri saya sebagai seorang anggota team, bukan hanya sekedar seorang pemimpin				
b.	Sebagai seorang Kepala Sekolah yang menerapkan MBS, saya berkesempatan untuk mendapatkan saran dan dukungan dari para penentu mutu dan prestasi murid termasuk orang tua murid, guru, tokoh dan anggota masyarakat, pemerintah, dan pemerhati pendidikan lainnya.				
c.	Sangatlah penting bagi kepala sekolah dan para staf untuk mendiskusikan dan menyetujui strategi-strategi untuk mengimplementasikan berbagai perubahan bersama-sama.				
d.	Kemampuan untuk mendelegasikan wewenang adalah sebuah keterampilan yang sangat penting bagi seorang Kepala Sekolah.				
e.	Beban kerja saya telah meningkat secara signifikan di bawah struktur Dewan Sekolah.				
f.	Saya bisa meminta bantuan untuk mengurangi beban kerja saya.				

25. Berikut adalah beberapa peran yang harus dijalankan oleh seorang Kepala Sekolah. Menurut Anda, peran mana yang berkaitan dengan Anda? Centanglah (√) pilihan Anda.

Sangat Tidak Setuju (STS) Tidak Setuju (TS) Setuju (S)
Sangat Setuju (SS)

		STS	S	TS	SS
a.	Pemimpin sekolah yang mampu memberdayakan dan menggerakkan para stakeholders sesuai dengan visi, misi, dan tujuan-tujuan sekolah				
b.	Manager sekolah yang melakukan perencanaan, pengorganisasian, penggerakkan, pengkoordinasian, dan pengontrolan.				
c.	Pemimpin instruksional yang secara khusus memperhatikan metode pembelajaran termasuk persiapan guru dalam proses kegiatan mengajar di kelas.				
d.	Supervisor sekolah yang mampu memberikan pendampingan terhadap guru, murid, dan bahkan orang tua murid				
e.	Pelopor hubungan masyarakat yang berupaya menjalin jaringan antara sekolah dengan masyarakat luas				
f.	Penengah konflik utama dalam berbagai masalah				
g.	Agen perubahan yang merintis pembaruan-pembaruan di sekolah				

26. Manakah bantuan/dukungan di bawah ini yang diperlukan dalam mengimplementasikan MBS? Centanglah (√) pilihan Anda.

	Dukungan/Bantuan Yang Dibutuhkan	
a	Pelatihan di bidang kepemimpinan dan manajemen pendidikan	
b	Workshops tentang MBS	
c	Pelatihan komputer dan pengetikan	
d	Pelatihan tentang perencanaan strategis	
e	Pelatihan dalam pengambilan keputusan	
f	Kegiatan pengembangan professional secara tetap dan/atau reguler	

TERIMA KASIH

Appendix C

Semi-structured Interview Schedule (English version)

SEMI-STRUCTURED INTERVIEW SCHEDULE

A Study of the Implementation of School-Based Management (SBM) in Flores Primary Schools in Indonesia

This interview is going to be conducted in primary schools run by the Department of National Education in Flores, Indonesia. The informants will include selected categories of school council members. The following questions are considered as main topics which will be used as the direction or focus of the interview.

Part ONE

(Designed for all categories of school council members)

A. Power and authority vested in the current school councils

1. As a school council member, are you empowered to make decisions in any areas of school management?

Prompts

2. What do you think about the power and authority vested in school councils for decision-making?

Prompts

3. On the basis of your experiences, what are the benefits of having authority and responsibility for decision-making at school level?

Prompts

B. Improvements in student achievements

4. What is your opinion about the improvements of student achievements resulting from the implementation of SBM?

Prompts

5. Please tell me about the progresses made in your school resulted from the implementation of SBM policies and programs!

Prompts

C. Problems and issues in the implementation of SBM

6. Please tell me about:

a. Your school facilities

Prompts

b. The clarity of roles and responsibilities of yours and your principal

Prompts

c. Your knowledge about SBM

Prompts

d. Professional development for principal and council members

Prompts

e. School finances

Prompts

f. Professionally qualified teachers

Prompts

g. Parental and community participation

Prompts

D. Assistance and/or support which are needed to have a better implementation of SBM

7. Do you think the new Indonesian SBM policy is what Flores primary schools needed? Why?

Prompts

8. Have you observed any changes in the leadership style of the principal after the implementation of SBM?

Prompts

9. What kind of assistance and/or support do you think are needed by school council members?

Prompts

Part Two
(Designed for school principals only)

10. What can you say about the power and authority vested in the school council on school matters?

Prompts

11. What do you expect from school council members with regard to their roles and responsibilities?

Prompts

12. What is your opinion about the improvements in student achievements after the implementation of SBM?

Prompts

13. Please tell me about the overall performance of students prior to and after the implementation of SBM!

Prompts

14. What do you think about the participation of parents and local community in seeking improvements in student achievements prior to and after SBM has been implemented?

Prompts

15. As a school leader, what are the challenges and/or problems you face in the implementation of SBM?

Prompts

Appendix D

Semi-structure Interview Schedule (Indonesian version)

Jadwal Wawancara Semi-Structured Interview (Untuk semua kategori perwakilan Dewan Sekolah)

Implementasi Manajemen Berbasis Sekolah di Sekolah Dasar di Flores, Indonesia (A Study of the Implementation of School-Based Management (SBM) in Flores Primary Schools in Indonesia)

Instrumen penelitian ini akan digunakan untuk keperluan penelitian di sekolah dasar-sekolah dasar di Ngada Flores, Indonesia. Responden yang diwawancara ialah semua kategori perwakilan Dewan Sekolah yang terpilih oleh mahasiswa peneliti berdasarkan keinginan sukarela dari masing-masing pengurus dan anggota Dewan Sekolah. Topik-topik berikut ini akan digunakan sebagai panduan wawancara disusun sebagai alat pandu wawancara.

BAGIAN SATU (Untuk semua kategori perwakilan Dewan Sekolah)

Wewenang dan kuasa yang dilimpahkan kepada Dewan Sekolah

1. Sebagai anggota Dewan Sekolah, apakah Bapak/Ibu sudah diberi wewenang dan kuasa untuk mengambil keputusan dalam bidang-bidang manajemen sekolah?

Selingan tanya jawab

2. Bagaimana pendapat Bapak/Ibu mengenai wewenang dan kuasa Dewan Sekolah berhubungan dengan pengambilan keputusan?

Selingan tanya jawab

3. Terdapat banyak keuntungan ketika sekolah dilimpahkan wewenang untuk mengambil keputusan. Bagaimana pengalaman Bapak/Ibu?

Selingan tanya jawab

Perbaikan prestasi siswa

4. Bagaimana pendapat Bapak/Ibu mengenai perbaikan prestasi siswa setelah penerapan Manajemen Berbasis Sekolah (MBS)?

Selingan tanya jawab

5. Tolong ceritakan mengenai kemajuan yang dibuat sekolah sebagai dampak dan/atau hasil penerapan MBS.

Selingan tanya jawab

Masalah atau isu dalam penerapan Manajemen Berbasis Sekolah (MBS)

6. Tolong ceritakan mengenai beberapa hal berikut ini:

- a. Fasilitas sekolah Bapak/Ibu

Selingan tanya jawab

- b. Kejelasan tugas dan tanggung jawab antara Bapak/Ibu dengan kepala sekolah atau anggota Dewan Sekolah

Selingan tanya jawab

- c. Pengetahuan Bapak mengenai MBS

Selingan tanya jawab

- d. Pengembangan profesi dan pelatihan bagi kepala sekolah dan anggota Dewan Sekolah

Selingan tanya jawab

- e. Dana sekolah

Selingan tanya jawab

- f. Guru professional yang berkualitas.

Selingan tanya jawab

- g. Partisipasi orang tua murid dan masyarakat setempat

Selingan tanya jawab

Bantuan dan/atau dukungan yang dibutuhkan dalam penerapan MBS

7. Menurut Bapak/Ibu, apakah MBS merupakan kebijakan Pemerintah yang dibutuhkan SD-SD di Flores? Mengapa?

Selingan tanya jawab

8. Apakah Bapak/Ibu melihat ada perubahan gaya kepemimpinan kepala sekolah setelah penerapan MBS? Tolong sertakan beberapa contoh.

Selingan tanya jawab

9. Jenis bantuan apa yang Bapak/Ibu butuhkan untuk dapat menerapkan MBS dengan baik?

Selingan tanya jawab

Bagian Dua

(Khusus untuk Kepala Sekolah)

10. Apa komentar Bapak/Ibu mengenai wewenang dan kuasa yang dilimpahkan kepada Dewan Sekolah mengenai urusan sekolah?

Selingan tanya jawab

11. Apa yang Bapak/Ibu harapkan dari anggota Dewan Sekolah khususnya berhubungan dengan tugas dan tanggung jawab mereka?

Selingan tanya jawab

12. Bagaimana pendapat Bapak/Ibu mengenai perbaikan prestasi siswa setelah penerapan MBS?

Selingan tanya jawab

13. Tolong jelaskan mengenai hasil prestasi siswa setelah menerapkan MBS.

Selingan tanya jawab

14. Bagaimana pendapat Bapak/Ibu mengenai partisipasi orang tua murid dan anggota masyarakat setempat dalam upaya perbaikan prestasi siswa sebelum dan sesudah penerapan MBS?

Selingan tanya jawab

15. Sebagai pemimpin, apa tantangan dan/atau masalah yang dihadapi dalam menerapkan MBS?

Selingan tanya jawab.....

Appendix E

Invitation Letter to School Principals (English version)



Agustinus Bandur
Mahasiswa Doktoral (PhD)
School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: Australia +61 2 0401551164

Dr. David Gamage
Associate Professor & Director
MLMED Program, School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: +61 2 49215914; Fax: +61 2 49217887

Letter of Invitation to School Principal

The Principal of Primary School

.....

Dear Sir/Madam,

A Study of the Implementation of School-Based Management (SBM) in Flores Primary Schools in Indonesia

We hereby invite you and the members of your school council to take part in the research project identified above and seek your permission to include your school in the research. This project is being conducted by Agustinus Bandur at the School of Education of the University of Newcastle, Australia. Mr. Bandur is conducting the research as part of his PhD degree under the supervision of A/Prof David Gamage at the School of Education of the University of Newcastle, Australia.


The purpose of the project is to investigate whether the implementation of School-Based Management has resulted in the improvement of student achievements. Other focuses are to identify the power and authority vested in the school councils and the current structure of school councils. Besides the problems and issues confronting the implementation of SBM; it is also proposed to examine how the school council members are coping with the new challenges. A copy of the Information Statement is attached for your information.


We are seeking approval from you, as the Principal, to include your school in the project and arrange to distribute the survey questionnaires to the council members. The participation of school council members in this research will be purely on a voluntary basis.

If you agree to grant permission to conduct this research in your school, please sign the consent letter attached and return it in the self-addressed, stamped envelope provided.

Your permission to include your school in the research project and your co-operation is much appreciated. If you would like more information about this research, you can contact Mr. Bandur by either telephone 385 22195 (Indonesia) or Email: Agustinus.Bandur@studentmail.newcastle.edu.au or mail: Hotel RIMA, Jl.Ahmad Yani 10 Ruteng, Flores 86511.

Yours sincerely,


(Mr. Agustinus Bandur)


(A/Prof. David Gamage)

This project has been approved by the University's Human Research Ethics Committee, Approval No. H- [270-08-6].

Should you have concerns about your rights as a participant in this research, or you have a complaint about the manner in which the research is conducted, it may be given to the researcher, or, if an independent person is preferred, to the Human Research Ethics Officer, Research Office, The Chancellor, The University of Newcastle, University Drive, Callaghan NSW 2308, telephone 02 49216333, email Human-Ethics@newcastle.edu.au.

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Appendix F

Invitation Letter to School Principals (Indonesian version)



THE UNIVERSITY OF
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AUSTRALIA

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28 Agustus 2006

SURAT UNDANGAN UNTUK KEPALA SEKOLAH

Kepada Yth

Bapak/Ibu

Kepala Sekolah Dasar

Dengan hormat,

Implementasi Manajemen Berbasis Sekolah di Sekolah Dasar di Flores, Indonesia

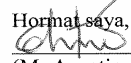
Dengan ini kami mengundang Bapak/Ibu dan anggota Dewan Sekolah di sekolah Bapak/Ibu untuk berpartisipasi dalam penelitian tentang topik seperti disebutkan di atas dan meminta izin Bapak/Ibu agar sekolah ini diikutsertakan dalam penelitian S3 ini. Penelitian ini dilakukan oleh seorang mahasiswa riset, Agustinus Bandur, yang sedang menyelesaikan S3 di School of Education of the University of Newcastle, Australia. Penelitian ini dibuat sebagai salah satu syarat meraih gelar Doktor (Doctor of Philosophy) di bawah bimbingan A/Prof.David Gamage di School of Education, Faculty of Education and Arts, University of Newcastle, Australia..

Penelitian ini bertujuan untuk mengetahui apakah pengimplementasian Manajemen Berbasis Sekolah (MBS) telah meningkatkan mutu dan prestasi para siswa. Selain itu, penelitian ini bermaksud untuk mengidentifikasi kuasa dan wewenang yang dimiliki oleh Dewan Sekolah serta untuk mengetahui struktur organisasi Dewan Sekolah saat ini. Tujuan lain penelitian ini adalah untuk mengetahui kendala dan permasalahan yang dihadapi dalam mengimplementasikan MBS terutama ketika Dewan Sekolah menghadapi berbagai tantangan baru.

Kami memohon persetujuan Bapak/Ibu, sebagai Kepala Sekolah di sini, agar mengizinkan sekolah yang Bapak/Ibu pimpin disertakan dalam riset ini dan memohon kesediaan Bapak/Ibu membagikan kuesioner penelitian kepada anggota Dewan Sekolah. Partisipasi anggota Dewan Sekolah dalam riset ini bersifat sukarela.

Jika Bapak/Ibu memberikan izin kepada kami untuk melakukan penelitian S3 ini di sekolah Bapak/Ibu, silahkan menandatangani Surat Persetujuan terlampir dan memasukkannya ke dalam amplop yang telah kami siapkan.

Atas Izin Bapak/Ibu untuk mengikutsertakan sekolah ini dan kerja sama Bapak/Ibu dalam riset ini kami ucapkan terima kasih. Untuk informasi lebih lanjut sehubungan dengan riset ini, silahkan mengontak Mr. Bandur via telepon 385 22195 (Indonesia) atau Email: Agustinus.Bandur@studentmail.newcastle.edu.au atau surat: Hotel RIMA, Jl. Ahmad Yani 10 Ruteng, Flores 86511.

Hormat saya,

(Mr.Agustinus Bandur)


(Assoc.Prof.David Gamage)

Penelitian ini sudah disahkan oleh Human Research Ethics Committee, Newcastle University, No Pengesahan H-270-0806.

Jika Anda ingin menyampaikan masukan atau komplein sehubungan dengan cara melakukan penelitian tesis S3 ini, Anda bisa langsung menghubungi mahasiswa tersebut di atas, atau orang yang Anda inginkan, ke University's Human Ethics Officer, Research Branch, The University of Newcastle, Callaghan, NSW 2308, Australia (Phone: 61 2-4921-6333 atau ke alamat Email: soconnor@mail.newcastle.edu.au), atau ke Fr.Dr.John Boylon, MA, the Head of the English Department, St.Paul Catholic College, Ruteng, Flores 86511 (Phone: 0385-22305).

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Callaghan NSW 2308 Australia		CRICOS Provider Number: 00109J		www.newcastle.edu.au		

Appendix G

Information Statement (English version)



The UNIVERSITY
of NEWCASTLE
AUSTRALIA

Agustinus Bandur
PhD Research Student
School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: Australia +61 2 0401551164

David Gamage, PhD
Associate Professor & Director
MLMED Program, School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: +61 2 49215914; Fax: +61 2 49217887

The Principal of Primary School

Dear Sir/Madam,

Information Statement on “A Study of the Implementation of School-Based Management in Flores Primary Schools in Indonesia”

We hereby invite you to take part in the research project identified above. This research is being conducted by a student researcher, Agustinus Bandur as a part of his PhD degree under the supervision of A/Prof. David Gamage of the School of Education, Faculty of Education and Arts, University of Newcastle, Australia. The student researcher is a targeted sponsorship student of Nusa Tenggara Timur Primary Education Partnership (NTT-PEP/AusAID) who is a lecturer at Saint Paul Catholic College Ruteng Flores.

Why is the research being conducted?

School-Based Management (SBM) has been implemented globally in public education systems for many reasons. For instance, researchers indicate that through the implementation of SBM, school stakeholders are empowered, local community participation is increased and in turn the student achievements are improved. This research is primarily aimed at determining whether the implementation of School-Based Management (SBM) in Flores state primary schools has resulted in improvements to student achievements.

Who can participate in this research?

The potential participants in this research will include all school council members in 30-40 public primary schools in Ngada District, Flores, Indonesia. In the implementation of SBM, the schools are assisted by the Education Department and Nusa Tenggara Timur Primary Education Partnership (NTT-PEP/AusAID). The membership categories of the participants will include: principal, teachers, students, parents, local government, local community and alumni. Thus, all school council members as well as the school principal will be the potential participants to complete the questionnaire.

In addition to the empirical survey, a selected number of principals and other categories of school council members will be invited to participate at the interviews and those who are selected by the student researcher will be contacted and advised whether or not they will be needed for an interview. The selections will be made to represent all categories of stakeholders as well as urban and rural schools. In the process of selection, preference will be given to schools where all categories of stakeholders, i.e. principal and at least one teacher, local community, local government and alumni have agreed to be interviewed.

What choice do you have?

Your participation in the research project (Survey and interviews) is voluntary and it is possible for you to withdraw your participation from it at any stage.

What would you be asked to do?

First, you will be asked to respond to a questionnaire. The questionnaire will focus on your opinions on the current school councils, including the power and authority vested in the councils and benefits derived from SBM in improving student achievements. The problems and issues confronting the implementation of SBM and assistance and/or support that are needed will also be the major concerns of the research. So, the questionnaire is not intended to measure your knowledge, but simply to obtain your opinions on the particular issues raised in the study. You may need to spend about 30-45 minutes to respond the questionnaire.

In addition to completing the questionnaire, if you do decide to participate in an interview you need to complete the consent form which is attached to this information statement. At the interview, you will be asked to provide clarifications and additional information on the issues raised in the questionnaire. The interview will be audio-taped with your permission. However, you are free to participate in the questionnaire component only without consenting to an interview.

What are the benefits and risks of participating?

The participants will not derive substantial benefits nor be exposed to any risks.

How will your privacy be protected?

The responses that you would be providing will be treated as confidential. It means that the names, schools and other personal identity of respondents will not appear in the thesis or any reports or publications. Only the student researcher and supervisor will have access to the data in order to protect your privacy. The completed questionnaires and interview tapes will be destroyed after the data has been electronically recorded and the thesis has been accepted. The data will be retained for a period of five years in keeping with the legal requirements. In the case of those who agree to be interviewed and attach the consent form, on receiving the forms, the student researcher will separate the questionnaire from the consent form to protect anonymity.

How will the information collected be used?

The data gathered from questionnaires and interviews will be used for the purposes of this study, in particular to help the student researcher answering the research questions. Findings of this study will be communicated to the principal of the school if so required.


What do you need to do to participate?

You need to read and understand the Information Statement carefully, complete the questionnaire and return it in the enclosed self-addressed stamped envelope. In addition, if you decide to participate in an interview, you are invited to sign the consent form with your contact details and attach it to the questionnaire.

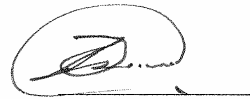
If you are kind enough to accept this invitation to participate in this study, it would be much appreciated.

Thank you for your cooperation and support

Yours sincerely,



(Mr. Agustinus Bandur)



(A/Prof. David Gamage)

This project has been approved by the University's Human Research Ethics Committee, Approval No. H- [270-08-6].

Should you have concerns about your rights as a participant in this research, or you have a complaint about the manner in which the research is conducted, it may be given to the researcher, or, if an independent person is preferred, to the Human Research Ethics Officer, Research Office, The Chancellery, The University of Newcastle, University Drive, Callaghan NSW 2308, telephone (02 49216333, email Human-Ethics@newcastle.edu.au.

Appendix H

Information Statement (Indonesian version)



THE UNIVERSITY OF
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AUSTRALIA

Agustinus Bandur
Mahasiswa Doktoral (PhD)
School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: Australia +61 2 0401551164

Dr. David Gamage
Associate Professor & Director
MLMEd Program, School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: +61 2 49215914; Fax: +61 2 49217887

28 Agustus 2006

Kepada Yth

Kepala Sekolah

Dengan hormat,

PERNYATAAN INFORMASI TENTANG

“The Implementation of School-Based Management in Flores Primary Schools in Indonesia”

Dengan ini kami mengundang Anda untuk berpartisipasi dalam penelitian untuk tesis S3 seorang mahasiswa riset yang sedang menyelesaikan S3 di Australia sebagaimana tertulis di atas. Penelitian ini dilakukan oleh seorang mahasiswa riset S3, Agustinus Bandur, sebagai salah satu syarat meraih gelar Doktor (Doctor of Philosophy) di bawah bimbingan A/Prof.David Gamage di School of Education, Faculty of Education and Arts, University of Newcastle, Australia. Mahasiswa riset di atas merupakan mahasiswa S3 di Australia dengan sponsor Nusa Tenggara Timur Primary Education Partnership (NTT-PEP) dan beasiswa Australian Development Scholarship (ADS/AusAID), yang juga merupakan dosen di STKIP St. Paulus, Ruteng, Flores.

Alasan penelitian ini dilakukan

Manajemen Berbasis Sekolah (MBS) secara global telah diimplementasikan di sekolah-sekolah negeri dengan aneka ragam alasan. Misalnya, para peneliti mendemonstrasikan bahwa dengan diimplementasikannya MBS, para stakeholders sekolah diberi kekuasaan, partisipasi masyarakat setempat meningkat, dan pada gilirannya prestasi siswa membaik. Tujuan utama penelitian ini adalah untuk mengetahui apakah pengimplementasian Manajemen Berbasis Sekolah (MBS) di Sekolah-Sekolah Dasar Negeri di Flores telah memberikan kontribusi dalam peningkatan prestasi para siswa.

Siapa yang bisa berpartisipasi dalam riset ini?

Peserta potensial dalam penelitian ini mencakup semua anggota Dewan Sekolah di 30-40 sekolah dasar di bawah Departemen Pendidikan Nasional di Kabupaten Ngada, Flores, Indonesia. Dalam mengimplementasikan MBS, sekolah-sekolah tersebut dibantu oleh Departemen Pendidikan dan Nusa Tenggara Timur Primary Education Partnership (NTT-PEP/AusAID). Kategori keanggotaan para peserta meliputi: kepala sekolah, para guru, orang tua murid, pemerintah setempat, masyarakat setempat dan alumni. Dengan demikian, semua anggota Dewan Sekolah dan kepala sekolah merupakan partisipan yang potensial untuk mengisi kuesioner penelitian ini.

Selain survei empiris, sejumlah kepala sekolah yang terpilih dan kategori para anggota Dewan Sekolah yang lain akan diundang untuk berpartisipasi dalam wawancara dan mereka yang dipilih oleh mahasiswa riset ini akan dikontak dan diberitahu apakah mereka diperlukan atau tidak untuk wawancara. Pemilihan akan dilakukan untuk mewakili semua kategori stakeholders dan juga sekolah-sekolah di kota dan desa. Dalam proses pemilihan, preferensi akan diberikan pada sekolah-sekolah tempat semua kategori stakeholders, yakni, kepala sekolah dan sekurang-kurangnya satu orang guru, masyarakat setempat, pemerintah setempat, dan alumni telah bersedia untuk diwawancarai.

Apa pilihan Anda?

Partisipasi Anda dalam proyek penelitian ini (Survei dan wawancara) bersifat sukarela dan Anda diberi kebebasan untuk tidak melanjutkan partisipasi Anda dalam proses penelitian ini.

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Apa yang akan Anda lakukan?

Anda akan diminta untuk menjawab kuesioner dan berpartisipasi dalam sebuah wawancara hanya jika Anda terpilih untuk itu. Kuesioner akan difokuskan pada pendapat Anda tentang Dewan Sekolah yang sekarang ini, termasuk kekuasaan dan wewenang yang melekat pada Dewan Sekolah tersebut dan keuntungan-keuntungan yang didapatkan dari MBS dalam meningkatkan prestasi para siswa. Masalah-masalah dan isu-isu yang menghambat pengimplementasian MBS dan dukungan/bantuan yang diperlukan juga akan menjadi fokus utama penelitian ini. Jadi, kuesioner ini tidak bermaksud untuk mengukur pengetahuan Anda, tetapi semata-mata untuk mengetahui pendapat Anda tentang isu-isu tertentu yang diperlukan dalam kajian ini.

Selain mengisi kuesioner, jika Anda memutuskan bersedia diwawancara, Anda perlu mengisi surat persetujuan wawancara terlampir. Pada saat wawancara, Anda akan diminta untuk memberikan penjelasan dan informasi tambahan tentang isu-isu yang diajukan dalam kuesioner tersebut. Wawancara tersebut akan direkam dengan tepas seizing Anda. Akan tetapi, Anda diberi kebebasan untuk hanya mengisi kuesioner tanpa harus diwawancara.

Keuntungan dan kerugian jika Anda bersedia diwawancara

Tidak ada keuntungan yang sangat substansial dan juga tidak akan ada resiko apa pun jika Anda bersedia diwawancara.

Rahasia Anda sangat terjamin

Tanggapan atau jawaban-jawaban yang akan Anda berikan akan dijaga kerahasiannya. Artinya, nama, sekolah dan identitas pribadi para responden tidak akan dicantumkan dalam tesis atau laporan apa pun atau dalam publikasi apa pun. Hanya mahasiswa riset dan dosen pembimbingnya saja yang mengetahui data tersebut untuk menjamin privasi Anda. Semua kuesioner yang telah dilengkapi akan dimusnahkan segera setelah data telah disimpan secara elektronik dan tesis telah diterima dan disetujui oleh pihak terkait di universitas. Data tersebut akan disimpan selama lima tahun sesuai dengan kebijakan universitas. Dalam kaitannya dengan orang-orang yang bersedia diwawancara dan memberikan surat pernyataan bersedia diwawancara terlampir, mahasiswa riset ini akan memisahkan kuesioner dari surat kesediaan untuk diwawancara untuk melindungi kerahasiaan identitas pribadi.

Bagaimana informasi yang terkumpul akan digunakan?

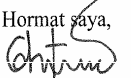
Semua data yang terkumpul dari kuesioner dan wawancara akan digunakan untuk tujuan kajian tesis S3 ini, terutama untuk membantu mahasiswa riset ini menjawab pertanyaan-pertanyaan dalam penelitian ini. Temuan-temuan dalam penelitian ini akan dikomunikasikan kepada kepala sekolah jika perlu.


Yang perlu anda lakukan jika Anda bersedia berpartisipasi

Anda perlu membaca dan memahami pernyataan informasi ini dengan teliti dan jika Anda memutuskan untuk berpartisipasi dalam wawancara, Anda dimohon mengembalikan kuesioner dan surat kesediaan wawancara dengan memasukkannya ke dalam amplop yang telah disediakan dan mengirimkannya ke alamat berikut:

Agustinus Bandur
Hotel RIMA
Jl. Ahmad Yani 12
Ruteng, Flores 86511

Atas kebaikan hati Anda untuk berpartisipasi dalam penelitian tesis S2 ini serta dukungan dan kerja sama Anda, saya ucapkan terima kasih.

Hormat saya,

(Mr. Agustinus Bandur)


(A/Prof. David Gamage)

Penelitian ini sudah disahkan oleh Human Research Ethics Committee, Newcastle University, No Pengesahan H-270-0806.

Jika Anda ingin menyampaikan masukan atau komplein sehubungan dengan cara melakukan penelitian tesis S3 ini, Anda bisa langsung menghubungi mahasiswa tersebut di atas, atau orang yang Anda inginkan, ke University's Human Ethics Officer, Research Branch, The University of Newcastle, Callaghan, NSW 2308, Australia (Phone: 61 2-4921-6333 atau ke alamat Email: soconnor@mail.newcastle.edu.au), atau ke Fr.Dr. John Boylon, MA, the Head of the English Department, St. Paul Catholic College, Ruteng, Flores 86511 (Phone: 0385-22305).

Appendix I

Consent Form for School Principals (English version)



Agustinus Bandur
Mahasiswa Doktoral (PhD)
School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: Australia +61 2 0401551164

Dr. David Gamage
Associate Professor & Director of MLMEd
School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: +61 2 49215914; Fax: +61 2 49217887

Consent Form for School Principals
A Study of the Implementation of School-Based Management in
Flores Primary Schools in Indonesia
Researchers: A/Prof. David Gamage and Mr. Agustinus Bandur

I hereby grant permission for including my school in the above project and agree to distribute the relevant documents to the school council members for their participation in the project. There are members in our school council (Please indicate the number).

Print Name :

Contact Details

Address :

.....

Telephone number :

Signature : Date :

This project has been approved by the University's Human Research Ethics Committee, Approval No. H- [270-08-6].

Should you have concerns about your rights as a participant in this research, or you have a complaint about the manner in which the research is conducted, it may be given to the researcher, or, if an independent person is preferred, to the Human Research Ethics Officer, Research Office, The Chancellery, The University of Newcastle, University Drive, Callaghan NSW 2308, telephone 02 49216333, email Human-Ethics@newcastle.edu.au.

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Appendix J

Consent Form for School Principals (Indonesian version)



Agustinus Bandur
Mahasiswa Doktoral (PhD)
School of Education
Faculty of Education & Arts
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Dr. David Gamage
Associate Professor & Director of MLMED
School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: +61 2 49215914; Fax: +61 2 49217887

SURAT PERSETUJUAN KEPALA SEKOLAH

Implementasi Manajemen Berbasis Sekolah di Sekolah Dasar di Flores, Indonesia (*A Study of the Implementation of School-Based Management in Flores Primary Schools in Indonesia*)

Dengan ini saya memberikan izin kepada mahasiswa S3 tersebut di atas untuk melakukan penelitian yang berhubungan dengan tesis tersebut di atas di sekolah saya dan bersedia membagikan dokumen-dokumen yang relevan kepada para anggota Dewan Sekolah sehubungan dengan keikutsertaan mereka dalam penelitian tesis S3 ini. Di sekolah kami ada(Silahkan diisi dengan angka) anggota Dewan Sekolah.

Nama Lengkap :

Tanda tangan : Tanggal :

Alamat :

No. Telepon/HP :

Penelitian ini sudah disahkan oleh Human Research Ethics Committee, Newcastle University, No Pengesahan H-270-0806.

Jika Anda ingin menyampaikan masukan atau komplein sehubungan dengan cara melakukan penelitian tesis S3 ini, Anda bisa langsung menghubungi mahasiswa tersebut di atas, atau orang yang Anda inginkan, ke University's Human Ethics Officer, Research Branch, The University of Newcastle, Callaghan, NSW 2308, Australia (Phone: 61 2-4921-6333 atau ke alamat Email: socconnor@mail.newcastle.edu.au), atau ke Fr.Dr.John Boylon, MA, the Head of the English Department, St.Paul Catholic College, Ruteng, Flores 86511 (Phone: 0385-22305).

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The University of Newcastle Callaghan NSW 2308 Australia	enquirycentre@newcastle.edu.au CRICOS Provider Number: 00109J	T +61 2 4921 5000 www.newcastle.edu.au	

Appendix K

Consent Form for Interview (English version)

Agustinus Bandur
PhD Research Student
School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: Australia +61 2 0401551164



David Gamage, PhD
Associate Professor & Director
MLMEd Program, School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: +61 2 49215914; Fax: +61 2 49217887

Consent Form for Interview
A Study of the Implementation of School-Based Management in Flores
Primary Schools in Indonesia
Researchers: A/Professor David Gamage and Mr Agustinus Bandur

I agree to take part in an interview in relation to the above project and give my consent freely.

I understand that the project will be conducted as described in the Information Statement, a copy of which I have retained.

I understand that I can withdraw from the project at any time and do not have to give any reason for withdrawing.

I consent to (please tick as many activities you involve in):

- ☐ Be interviewed by the student researcher if selected for the purpose
☐ Attend other meetings which the student researcher may arrange

I understand that my personal information will remain confidential except to the student researcher and his supervisor.

I understand that I have the opportunity to ask any questions to seek clarification and I have the right to opt out of the interview. I am aware that if I am not selected for participation in the interview, the student researcher will take action to notify me about this decision.

Print Name :

Contact Details

Address :

.....

Telephone or Mobile:

Signature : **Date**

This project has been approved by the University's Human Research Ethics Committee, Approval No. H- [270-08-6].

Should you have concerns about your rights as a participant in this research, or you have a complaint about the manner in which the research is conducted, it may be given to the researcher, or, if an independent person is preferred, to the Human Research Ethics Officer, Research Office, The Chancellery, The University of Newcastle, University Drive, Callaghan NSW 2308, telephone (02 49216333, email Human-Ethics@newcastle.edu.au.

Appendix L

Consent Form for Interview (Indonesian version)

Agustinus Bandur
Mahasiswa Doktorat (PhD)
School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: Australia +61 2 0401551164



The UNIVERSITY
of NEWCASTLE
AUSTRALIA

David Gamage, PhD
Associate Professor & Director
MLMed Program, School of Education
Faculty of Education & Arts
The University of Newcastle
Callaghan, NSW 2308 Australia
Tel: +61 2 49215914; Fax: +61 2 49217887

SURAT PERSETUJUAN WAWANCARA

Implementasi Manajemen Berbasis Sekolah di Sekolah Dasar di Flores, Indonesia
(A Study of the Implementation of School-Based Management (SBM) in Flores Primary Schools in Indonesia)

Peneliti: A/Professor David Gamage and Mr Agustinus Bandur

Saya bersedia diwawancarai dalam kaitannya dengan penelitian tesis tersebut di atas dan dengan ini saya menyatakan kesediaan dan persetujuan saya dengan sukarela.

Saya mengerti bahwa penelitian tesis di atas akan dilaksanakan sebagaimana dijelaskan dalam lembar *Pernyataan Informasi*, yang salinannya telah saya miliki.

Saya juga mengetahui bahwa saya bisa mengundurkan diri dari proyek penelitian tesis tersebut di atas kapan saja tanpa harus menjelaskan alasan pengunduran diri tersebut.

Saya bersedia untuk (silahkan mencentang (√) kegiatan yang bisa Anda ikuti):

- ☐ diwawancarai oleh mahasiswa tersebut di atas jika saya diminta untuk itu
- ☐ menghadiri rapat yang mungkin akan dilakukan oleh mahasiswa tersebut di atas

Saya mengetahui bahwa informasi tentang data pribadi saya bersifat rahasia dan hanya diketahui oleh mahasiswa tersebut dan dosen pembimbingnya.

Saya juga mengetahui bahwa saya boleh mengajukan pertanyaan-pertanyaan yang berhubungan dengan penelitian tesis ini untuk mengklarifikasi dan berhak memilih untuk tidak meneruskan keikutsertaan saya dalam wawancara tersebut. Saya sadar bahwa jika saya tidak terpilih untuk diikutsertakan dalam wawancara tersebut di atas, mahasiswa tersebut di atas akan menginformasikan hal ini kepada saya.

Nama Lengkap :

Alamat :

.....

Nomor Telepon/HP :

Tanda Tangan :

Penelitian ini sudah disahkan oleh Human Research Ethics Committee, Newcastle University, No Pengesahan H-270-0806.

Jika Anda ingin menyampaikan masukan atau komplein sehubungan dengan cara melakukan penelitian tesis S3 ini, Anda bisa langsung menghubungi mahasiswa tersebut di atas, atau orang yang Anda inginkan, ke University's Human Ethics Officer, Research Branch, The University of Newcastle, Callaghan, NSW 2308, Australia (Phone: 61 2-4921-6333 atau ke alamat Email: soconnor@mail.newcastle.edu.au), atau ke Fr.Dr.John Boylon, MA, the Head of the English Department, St.Paul Catholic College, Ruteng, Flores 86511 (Phone: 0385-22305).

Appendix M

Approval Letter of the Human Research Ethics Committee, The University of Newcastle



The UNIVERSITY
of NEWCASTLE
AUSTRALIA

Form HE2:1/05

HUMAN RESEARCH ETHICS COMMITTEE

Certificate of Approval for a research project involving humans

Applicant	
Chief Investigator/Project Supervisor: (First named in application)	<i>Dr David Gamage</i>
Co-Investigators/Research Students:	<i>Mr Agustinus Bandur</i>
Project Title:	<i>A study of the implementation of school-based management (SBM) in Flores primary schools in Indonesia</i>

In approving this project, the Human Research Ethics Committee (HREC) is of the opinion that the project complies with the provisions contained in the *National Statement on Ethical Conduct in Research Involving Humans*, 1999, and the requirements within this University relating to human research.

Details of Approval	
HREC Approval No: <i>H-270-0806</i>	Date of Approval: <i>16 August 2006</i>
Approval valid for: <i>3 years, or until project ceases, whichever occurs first.</i>	Progress reports due: <i>Annually</i>
NOTE: Approval is granted subject to the requirements set out in the attached document <i>Approval to Conduct Human Research</i> , and any additional comments or conditions noted below:	
<p>16 August 2006 Approved subject to a satisfactory response to issues identified by the Committee.</p> <p>27 September 2006 Response received and accepted. Approval confirmed.</p>	

Signed for the Committee: _____

Ms Susan O'Connor
Human Research Ethics Officer

Appendix N

Approval Letter of Ngada District Education Department

Agustinus Bandur
Mahasiswa Magister Pendidikan (M.Phil)
School of Education
Faculty of Education and Arts
The University of Newcastle
Callaghan, NSW, 2308 Australia
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Dr. David Gamage
Associate Professor
School of Education
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Callaghan, NSW, 2308, Australia
Tel. +61 2 49216895; Fax: +61 24921895

SURAT PERSETUJUAN
A Study of the Implementation of School-Based Management (SBM)
In Flores Primary Schools in Indonesia

Peneliti: A/Professor David Gamage dan Agustinus Bandur

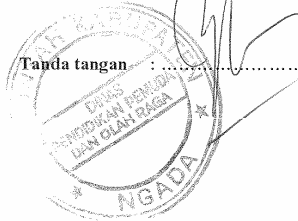
Dengan ini saya memberikan izin dan dukungan kepada mahasiswa S2 tersebut di atas untuk melakukan penelitian yang berhubungan dengan tesis tersebut di atas di Sekolah-sekolah Dasar Kabupaten Ngada, Flores, NTT, Indonesia.

Nama Lengkap : *Drs Theofilus Woghe Kepala Subkantor Pendidikan Dasar*

Alamat : *Dinas PPO Kabupaten Ngada*

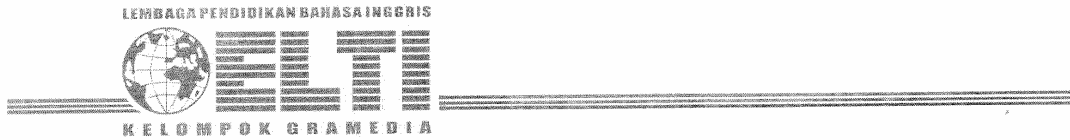
No. Telepon/HP : *081 339 444 594*

Tanda tangan : *[Signature]* Tanggal : *21 Nopember 2016*



Appendix O

Approval Letter on Documents Translation



No. : 54/E-L/BM/IX/06
Re : Approval Letter on Documents Translation

TO WHOM IT MAY CONCERN

This is to certify that Mr Agustinus Bandur's Trial Questionnaires and some related documents have been translated by Silvester Goridus Sukur, S.S., the Coordinator of Franchise and Academic Programs Standardization of English Language Training International (ELTI) – *KOMPAS* Gramedia Yogyakarta, Indonesia.

The documents are:

1. Consent Form for the Interview (Surat Persetujuan Wawancara)
2. Consent Form for the Principals (Surat Persetujuan Kepala Sekolah)
3. Information Statement (Pernyataan Informasi)
4. Letter of Invitation to School Principals (Surat Undangan untuk Kepala Sekolah)
5. Research Questionnaire (Kuesioner Penelitian)
6. Semi-Structured Interview Schedule (Jadwal Semi-Structured Interview)

The documents are attached along with this Letter of Approval.

Yogyakarta, 8 September 2006



Antonius Sumarno
(Branch Manager of
ELTI-Gramedia,
Yogyakarta, Indonesia)

Trust the Professionals

Appendix P

Demographic Information Codebook

Variable Label	SPSS Variable name	Coding instructions	Scale
Identification number	ID	Number assigned to each questionnaire	Scale
School location	Scloc	1 = Urban 2 = Rural	Nominal
Gender	Gender	1 = Male 2 = Female	Nominal
Age	Age	Age in years: 1 = 20 – 30 2 = 31 – 40 3 = 41 – 50 4 = 51 – 65	Ordinal
Membership category	Memcat	1 = Principal 2 = Teachers 3 = Parents 4 = Local community 5 = Local government	Nominal
Position in school council	Posisc	1 = President 2 = Vice President 3 = Secretary 4 = Treasurer 5 = Member	Nominal

Appendix Q
Main Quantitative Data Codebook

Variable label	SPSS variable name	Coding instructions	Scale
Election of school council members	Q6	1 = By secret ballot 2 = By show of hands 3 = Elected unopposed 4 = By consensus	Nominal
Process of school council formation	Q7	1 = Unsatisfactory 2 = Poor 3 = Good 4 = Very good 5 = Excellent	Ordinal
Current composition of school council	Q8	1 = Unsatisfactory 2 = Poor 3 = Good 4 = Very good 5 = Excellent	Ordinal
Overall functioning of school council	Q9	1 = Unsatisfactory 2 = Poor 3 = Good 4 = Very good 5 = Excellent	Ordinal
Power and authority vested in school council	Q10	1 = Absolutely inadequate 2 = Inadequate 3 = Barely adequate 4 = Adequate 5 = More than adequate	Ordinal
Empowered in making school's vision	Q11a	0 = No 1 = Yes	Nominal
Empowered in making school's mission	Q11b	0 = No 1 = Yes	Nominal
Empowered in making school goals	Q11c	0 = No 1 = Yes	Nominal
Empowered in managing school budget	Q11d	0 = No 1 = Yes	Nominal
Empowered in making students' discipline policy	Q11e	0 = No 1 = Yes	Nominal

Empowered in making decision in terms of new school buildings	Q11f	0 = No 1 = Yes	Nominal
Empowered in making decision in terms of school building maintenance	Q11g	0 = No 1 = Yes	Nominal
Empowered in school building renovation	Q11h	0 = No 1 = Yes	Nominal
Empowered in selecting principal	Q11i	0 = No 1 = Yes	Nominal
Empowered in selecting teachers	Q11j	0 = No 1 = Yes	Nominal
Empowered in selecting administrative staff	Q11k	0 = No 1 = Yes	Nominal
Empowered in selecting textbook	Q11l	0 = No 1 = Yes	Nominal
Empowered in determination of local curriculum	Q11m	0 = No 1 = Yes	Nominal
Empowered in developing curriculum	Q11n	0 = No 1 = Yes	Nominal
Empowered in teaching-learning programs	Q11o	0 = No 1 = Yes	Nominal
Empowered in managing fund-raising	Q11p	0 = No 1 = Yes	Nominal
Empowered in managing canteen	Q11q	0 = No 1 = Yes	Nominal
Technique of decision-making of council	Q12	1 = By consensus 2 = By majority vote 3 = On principal's Recommendation 4 = By secret ballot	Nominal
Usual procedure in decision-making process of the council	Q13	1 = The council works as a true partnership of all stakeholders 2 = Every member gets a fair chance to express views 3 = Members receive working papers on complex issues 4 = On the recommendation of the principal	Nominal

General decision-making process of the council	Q14	1 = Unsatisfactory 2 = Poor 3 = Good 4 = Very good 5 = Excellent	Ordinal
Action plans of the council	Q15	1 = Unsatisfactory 2 = Poor 3 = Good 4 = Very good 5 = Excellent	Ordinal
Benefits derived from SBM in improving student achievements	Q16	1 = Unsatisfactory 2 = Poor 3 = Good 4 = Very good 5 = Excellent	Ordinal
Impacts of SBM in improving teaching-learning environment of the school	Q17	1 = It has deteriorated 2 = It had made no difference 3 = It is insignificant 4 = It has improved little 5 = It has improved significantly	Ordinal
Type of reform needed by Flores Primary Education to increase quality and student achievement is SBM	Q18a	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Participation of school stakeholders has improved student achievements	Q18b	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
School council policies and actions have improved student achievements	Q18c	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Participation of school stakeholders has improved student motivation	Q18d	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
The changing school culture has improved students' performance	Q18e	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval

Availability of time for school council business	Q19	1 = Absolutely inadequate 2 = Inadequate 3 = Barely adequate 4 = Adequate 5 = More than adequate	Ordinal
Feeling happy to spend time for council business	Q20	1 = Not very happy 2 = Not happy 3 = Not sure 4 = Happy 5 = Very happy	Ordinal
Lack of school facilities	Q21a	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Lack of clarity of roles between school council and principal	Q21b	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Lack of knowledge in SBM	Q21c	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Lack of appropriate professional development for school leaders	Q21d	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Inadequate finances	Q21e	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Inadequately trained teachers	Q21f	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Inadequate parental participation	Q21g	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Difficulties of coordination	Q21h	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval

Lack of adequate authority for decision-making	Q21i	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal
Composition of school council (principal)	Q22a	0 = No 1 = Yes	Nominal
Number of parents representatives	Q22b	.....	Ratio
Number of teachers representatives	Q22c	.....	Ratio
Number of local community representatives	Q22d	.....	Ratio
Number of local government representatives	Q22e	.....	Ratio
Number of alumni representatives	Q22f	.....	Ratio
Principal is a team member, not just a leader	Q23a	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Principal has opportunity seeking advice and support from other stakeholders	Q23b	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Principal agrees to discuss and/or implement the changes together	Q23c	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Ability to delegate authority is essential skill of a principal	Q23d	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Principal's workload has increased significantly under the school council structure	Q23e	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Principal has adequate provisions seeking help to reduce workload	Q23f	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval

Role of principal as school leaders	Q24a	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Role of principal as school manager	Q24b	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Role of principal as instructional leader	Q24c	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Role of principal as supervisor	Q24d	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Role of principal as public relation officer	Q24e	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Role of principal as conflict handler	Q24f	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ interval
Role of principal as change agent	Q24g	1 = Strongly disagree 2 = Disagree 3 = Agree 4 = Strongly agree	Ordinal/ Interval
Training in educational leadership and management	Q25a	0 = No 1 = Yes	Nominal
Workshops on SBM	Q25b	0 = No 1 = Yes	Nominal
Training on computer literacy and typing	Q25c	0 = No 1 = Yes	Nominal
Training on strategic planning	Q25d	0 = No 1 = Yes	Nominal
Training in participatory decision-making	Q25e	0 = No 1 = Yes	Nominal
Regular professional development session	Q25f	0 = No 1 = Yes	Nominal