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

AGUSTINUS BANDUR

A thesis submitted in total fulfilment of the requirements for the degree of
Doctor of Philosophy
The University of Newcastle, Australia

October 2008
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.

AGUSTINUS BANDUR

2008
ACKNOWLEDGEMENTS

I wish to gratefully acknowledge the people who have contributed ideas, assistances, and relevant support in the completion of this thesis. First and foremost, it is with deep respect I express my sincere gratitude to Associate Professor David Gamage. His expert advice and enormous encouragement has totally enhanced my capacity to complete this study. Thankfulness is also expressed to Professor Allyson Holbrook and Professor Sid Bourke for their appropriate promptness in assisting me to gain a comprehensive knowledge of research methodology both qualitative and quantitative.

Likewise, I convey my gratitude to the Australian Development Scholarship (ADS/AusAID) and the University of Newcastle for the scholarships provided to fund the pursuit of this research degree. This study would not have become a reality without the scholarship from ADS/AusAID and the University of Newcastle. In particular, I wish to thank Helen Bryce, the AusAID Liaisons Officer at the University of Newcastle for providing the greatest opportunity to experience studying overseas.

I am also in debt to my home university, Saint Paul Catholic College of Education in Flores for the generosity in approving and supporting my candidature. I also extend my thanks to the District Education Department of Ngada for their support. I wish to thank participants across the district including the principals and school council members for their enthusiastic responses during data collection of this study.

Finally, I wish to extend my deepest appreciation to my wife, Margareta Maria, who constantly encouraged me in the process of completing this difficult task. To all those who directly and indirectly contributed to this study, I also offer many thanks and forever be grateful.
DEDICATION

This thesis is dedicated to the improvements of Flores Basic Education Programs
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>DECLARATION</th>
<th>ii</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACKNOWLEDGEMENTS</td>
<td>iii</td>
</tr>
<tr>
<td>DEDICATION</td>
<td>iv</td>
</tr>
<tr>
<td>LIST OF TABLES</td>
<td>viii</td>
</tr>
<tr>
<td>LIST OF FIGURES</td>
<td>x</td>
</tr>
<tr>
<td>APPENDICES</td>
<td>xi</td>
</tr>
<tr>
<td>ABSTRACT</td>
<td>xii</td>
</tr>
</tbody>
</table>

## CHAPTER ONE

1. INTRODUCTION ...............................................................1
   1.1 An Overview of Current Reforms in School-Based Management (SBM) ------- 1
   1.2 Global Trends in School-Based Management ------------------------ 3
   1.3 Developments and Current Trends in Indonesia ---------------------- 12
      1.3.1 Developments in School-Based Management (SBM) ..................... 12
         1.3.2 The Specific Context of SBM in Flores ................................ 14
   1.4 Identification of the Research Problem --------------------------- 16
   1.5 The Purpose and Specific Objectives of the Study ---------------- 17
   1.6 Key Research Questions ------------------------------------------ 17
   1.7 Research Methodology and Sample -------------------------------- 18
   1.8 Theoretical Framework for the Study ------------------------------ 19
   1.9 The Significance of the Study ------------------------------------ 21
   1.10 Limitation of the Study ------------------------------------------ 22
   1.11 Definition of Key Terms ----------------------------------------- 22
   1.12 Scheme of the Study -------------------------------------------- 23

## CHAPTER TWO

2. REVIEW OF LITERATURE ................................................................24
   2.1 Chapter Overview .............................................................. 24
   2.2 Decentralization and Delegation ------------------------------- 24
   2.3 Devolution -------------------------------------------------------- 27
   2.4 School Effectiveness and School Improvement Reforms ............. 28
   2.5 Revised Theoretical Concepts in School-Based Management ......... 31
   2.6 Global Developments in School-Based Management (SBM) .......... 34
      2.6.1 Australia .................................................................................. 34
         2.6.2 New Zealand ........................................................................ 52
         2.6.3 The United Kingdom (England and Wales) ............................. 54
         2.6.4 The Developments in SBM in the USA ................................... 58
         2.6.5 Hong Kong ............................................................................. 65
         2.6.6 Thailand .............................................................................. 68
         2.6.7 Republic of Indonesia .......................................................... 70
   2.7 Decision-Making Processes and Partnerships in SBM Contexts .... 80
   2.8 SBM as a Step towards Student Achievements ............................ 83
   2.9 Effective SBM and School Leadership Styles ............................. 87
      2.9.1 New Roles of Principals under SBM Policies ......................... 88
      2.9.2 Leadership Styles in SBM Schools ....................................... 89
   2.10 Challenges and Problems Confronted in the Implementation of SBM 94
   2.11 Conclusion ------------------------------------------------------ 96
LIST OF TABLES

Table 3.1 Techniques of Data Collection-----------------------------------------------100
Table 3.2 Concurrent triangulation strategy---------------------------------------------101
Table 3.3 Decision choices for determining a mixed methods strategy ----102
Table 4.6 Power and authority vested in school councils --------------------------124
Table 4.7 Power and authority vested in school councils by gender---------------124
Table 4.8 Areas on which school councils were involved in decision-making----126
Table 4.9 Power and authority vested in school councils and improvements in
teaching-learning environments --------------------------------------------------------128
Table 4.10 How decisions were generally made in schools------------------------129
Table 4.11 Usual procedure in decision-making processes of the councils------130
Table 4.12 Quality of decision-making processes--------------------------------132
Table 4.13 Quality of decision-making processes at school councils by gender--133
Table 4.14 Decision-making processes and student achievements ------------------134
Table 4.15 Improvements in student achievements ----------------------------------136
Table 4.16 Improvements in student achievements by membership categories ---137
Table 4.17 Improvements in student achievements by age --------------------------138
Table 4.18 Participation of school stakeholders -----------------------------------140
Table 4.19 Participation of school stakeholders and student achievements -------142
Table 4.20 School council policies, programs, and actions -----------------------143
Table 4.21 Student achievements and SBM policies, programs and action -------144
Table 4.22 Changes in school culture and student performances ---------------145
Table 4.23 Changes in school culture and student achievements -------------------145
Table 4.24 SBM and improvements in teaching-learning environments --------146
Table 4.25 Teaching-learning environments by membership categories--------147
Table 4.26 Teaching-learning environments and student achievements --------148
Table 4.27 Problems confronted in the process of implementation of SBM

Table 4.28 Problems in the implementation of SBM by school location

Table 4.29 Problems in terms of coordination difficulties by school location

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

Table 4.31 Roles and/or challenges confronted by the principals

Table 4.32 How principals perceived their roles and challenges

Table 4.33 Responses of principals on support needed in implementing SBM

Table 4.34 Opinions on the processes of school council formation

Table 4.35 Responses on how the school council members were elected

Table 4.36 Opinions on the current composition of the school councils

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

Table 4.38 Opinions on the type of reforms needed by
LIST OF FIGURES

Figure 4.1 Age groups of the respondents-----------------------------------------------119
Figure 4.2 Respondents by gender----------------------------------------------------------120
Figure 4.3 School locations of the respondents-----------------------------------------------121
Figure 4.4 School council membership categories--------------------------------------------121
Figure 4.5 Position of the respondents on school councils-------------------------------122
Figure 5.1 Data analysis procedure of the study------------------------------------------167
Figure 5.2 Total respondents by school location-----------------------------------------169
Figure 5.3 Total respondents by gender------------------------------------------------------170
Figure 5.4 Total respondents by membership categories on school councils------170
Figure 5.5 Total respondents by their positions on school councils-established-171
Figure 5.6 Final year school examination results prior to and after SBM-186
Figure 5.7 Final year school examination results prior to and after SBM-187
Figure 5.8 Final year school examination results prior to and after SBM-188
Figure 5.9 Final year school examination results (ujian akhir sekolah/UAS)-----194
Figure 5.10 Final year school examination results (all subjects)---------------------------195
Figure 6.1 Final year school examination results (ujian akhir sekolah/UAS)-----217
Figure 6.2 Final final school examination results (all subjects)---------------------------217
APPENDICES

Appendix A- Questionnaire (English version)-------------------------------254
Appendix B- Questionnaire (Indonesian version)--------------------------261
Appendix C- Semi-structured Interview Schedule (English version)-------268
Appendix D- Semi-structure Interview Schedule (Indonesian version)------271
Appendix E- Invitation Letter to School Principals (English version)-----275
Appendix F- Invitation Letter to School Principals (Indonesian version)---276
Appendix G- Information Statement (English version)--------------------277
Appendix H- Information Statement (Indonesian version)------------------279
Appendix I- Consent Form for School Principals (English version)-------281
Appendix J- Consent Form for School Principals (Indonesian version)----282
Appendix K- Consent Form for Interview (English version)---------------283
Appendix L- Consent Form for Interview (Indonesian version)------------284
Appendix M- Approval Letter of the Human Research Ethics Committee-----285
Appendix N- Approval Letter of Ngada District Education Department------286
Appendix O Approval Letter on Documents Translation--------------------287
Appendix P- Demographic Information Codebook---------------------------288
Appendix Q- Main Quantitative Data Codebook---------------------------289
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.