

School-based Management: Issues and Hopes toward Decentralization in Education in Indonesia

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A. Introduction

School-based management (SBM) is a newly adopted education management scheme in Indonesia's education system. It is not part of the scheme yet until the government implemented the decentralization in the management of public sectors in the year of 2000. In a broad context education management through SBM scheme responds to the community demand for the decentralization in education. In principle, decentralization in education sector is aimed at improving efficiency and effectiveness since *“over-centralized systems do not cope well with rapid changes; local management of schools.. will help them to cope”* (Baker, 1989:12).

The implementation of SBM may also have some political considerations. It promotes democratization in education sector. It gives broad opportunities for community member at large to participate in the management of educational program. At the same time, it eases, to great extent, the central government's burdens. Since the central government is no longer a main provider for educational resources. In a centralized system educational planning are the reflection of the political interest of the central government rather than the needs of people. As a consequence, accountability of the education program is in accordance to the subjective will of decision makers of the central government rather than to the public interest.

When the government of Indonesia still employed centralized system both financial and qualified human resources tend to be concentrated at the central level. This then results in imbalance of the amount of financial and the quality of human resources between central and local government. Although some districts have rich natural resources they may not enjoy them since large portion of their wealth go to the central government.

The idea of decentralization had been introduced in 1974 when the government issued the law number 5 on local (*daerah*) government. The issuance of the law was aimed at giving better opportunities for local government to implement development programs which were planned by the central government. Yet since the New Order (*Orde Baru*) regime held a strong political control over the local government, they only enjoyed very restricted, instead of full, autonomy. The central government still played dominant roles in establishing planning and strategies of education programs. It was still reluctant to grant full autonomy to local governments. This is clearly stipulated in the introduction part of the law as follows *“.....the term of broad autonomy is no longer employed since, based on experiences, it is deemed to disrupt national integrity and thus it is counterproductive to the idea of granting autonomy”*.

Another indicator that the central government still applies restricted autonomy to local government is shown by the fact that it established so called “vertical units” which are merely a representative of the central government at local levels. In the introduction of the law is also stipulated that: “*vertical units are apparatus of ministries or non-ministries organization of the central government which are located at local level (daerah) and conduct missions of the ministries and non-ministry organization of which they represent*”. Thus in practice the mission of the decentralization which has been introduced is merely political rhetoric or borrowing the term of Karlsen (2002) it is the decentralization centralism (local) governance.

Now that reformation (*reformasi*) has been occurring at the realm of public sectors, there is not any reason for the central government to resist centralization. The decentralization is now or never. Consequently when the government issued the law number 22 of 1999 on Local Governance, it can be considered that it underwent trial and error phase. Both the central government and local (*provincial and district*) government entered the playing arena while set up rules of game.

Since the rule of the game had not firmly been established, it creates misunderstanding and tensions between the central government and local governments. Typical arguments coming from the central government are that local governments are not ready to autonomously manage their public sectors due to the fact that they are short of financial and qualified human resources. This, to great extent, is true. For more than twenty years the central government exert its control over local governments which result in great dependency of the local government to the central government and thus they forgot to improve their human resources and bureaucratic infrastructures. During the *Orde baru* regime, no body expected that decentralization in public sector management would come into reality. It was possible due to unrelenting efforts by students demanding for *reformasi*.

On the other hand, local governments insisted that as the Orde Baru regime fell down it is the time to give a chance to them to “mind on” their own business. Unpreparedness due to lacking of qualified human resources and not yet established bureaucratic infrastructures are not the reasons for delaying the implementation of decentralization. All can be established while decentralization is on process. Borrowing the term pointed out by Lindbloom, decentralization is a muddling through process which needs some patients if it does not immediately give successful results.

The law number 22 of 1999 emphasizes that the decentralization scheme gives autonomy to district (*kabupaten/kota*) governments. This practically means that they can independently manage all their public sectors except for defend, fiscal, monetary, foreign, judicial, and religious policies which are still under the central government’s control. This also means, as Article 4 of this law stipulates it, the district government does not have hierarchical relation with both the central and provincial governments.

With this scheme of decentralization the provincial governments do not have jurisdictional control over *kabupaten/kota* governments within their territory.

There are two sources of budget to support district governments to function i.e. general block grant (DAU) and the district revenue (PAD). The previous budget comes from the central government as part of financial covenant to district government. Together with PAD it constitutes district budgets (APBD). As the budgets are granted in block grant schemes, the central government does not interfere as to how they are allocated by district governments.

In addition to DAU, the central government also allocates Specific Block Grant (DAK) which is earmarked for special development programs. In the fiscal year of 2003 the central government allocated DAU for education sector. It is specially allocated for primary schools building renovations. Unlike DAU, the use of the DAK is fully controlled by the central government.

How does the SBM scheme fit in this scenario of decentralization in public sectors? SBM is basically a respond to the decentralization of education. It is in fact the very nature of the decentralization of education. Yet, the issuance of the law number 22 of 1999 on Local Governance which serves as legal basis for the decentralization also has “spill over” effects on the SBM scheme to come about. First, it raises the awareness of district government that they have potencies to manage their own business although they need times to settle this down. Secondly, it promotes democratization in the management of public sectors including education, and thus it also promotes community participation on education as well as efficiency and effectiveness measures.

The success of the decentralization of education depends on how schools implement the SBM scheme. The success of which however depends on how ready principals implement the scheme. Based on the interviews with several of principals in basic education levels (primary and junior secondary levels) it was found out that SBM, as a scheme in the management of education cannot be considered as having been reaching success. The root of centralized system which is practically the practice of education management since the Orde Baru regime in 1966 still inculcated among the majority of school principals and education administrators at district level.

These constraints will be spelled out in the first part of this paper. The second part will discuss about the approach of SBM scheme being introduced in Indonesia. The discussion of this approach will answer to the constrains presented in the first part.

The interview with some principals in basic education level conducted over two year period of time since 2001 also illustrate the SBM scheme that they want. This will be presented in the discussion of the features of the SBM scheme.

B. Existing problems of the establishment of the SBM scheme

Despite the fact that the SBM as a management scheme in education has been introduced for about two years, the mindset of principals has not kept up with the rate of change in school management system. The followings are some constraint in the implementation of the SBM scheme. Most of them are persistent problem in education system in Indonesia. These problems need careful and thorough actions to overcome them which otherwise they can impair the effective implementation of the SBM scheme.

1. Dependency

Since centralized system had taken place for about 25 years, it has rooted deep into most bureaucrats in Indonesia. Most of bureaucrat considered that the central government had the control over the development programs. It makes plans for development program for each and every district as well as provides financial supports to them to implement the programs. Being depending on the central government, the district governments do what the central government plan. The measures of success tend to be decided by the central government. In most cases, they are political rather

than managerial criteria. As an illustration, when the government declared that the universalization of 6-year basic education had been achieved in 1994 due to the fact that net participation rates in basic education had reached 94%, there was not clear basis whether or not the rate objectively represented the real achievement. But based on this number it launched the universalization of 9-year basic education which was the continuation of the universalization of 6-year basic education.

One of the flaws of centralization is that it creates dependency among district governments to the central government not only on finance supports, but also on policy directions. There are still phenomena that district governments tend to wait for the central government directions in making their plans. This means when the idea SBM was firstly introduced most of district was in a position of “wait and see” until the central government took actions to materialize the idea.

2. Lacking of textbooks

Lacking of textbooks is one of perennial educational problems in Indonesia. Studies conducted by Moegiadi et.al. (1979) as well as by Mangindaan (1976) indicate this. While an assessment conducted by World Bank (1989) showed that there was disparities between schools in term of textbooks adequacy. Schools outside Java and isolated areas have serious problems regarding textbooks even for teachers, on the contrarily schools in rich community restores their unused textbooks in school bookshelves.

Interviews with teachers uncover that lacking of textbooks is still the problem they are facing up to now. They complained that without adequate textbook they could not perform well. The effectiveness of SBM scheme may not achieve its objective, especially if students' academic performance as the target, without adequate textbooks for students.

Lacking of textbooks and other education facilities is often exuberated by the lacking of school funds. It is argued that adequate school fund makes it possible for principals to do maneuvering in achieving school targets. For schools whose student body coming from well-off families may not worry too much about this problem, since it can easily be compensated by parental contributions. Yet this may lead to issues of the commercialization of education. Students with good academic performance but coming from relatively poor families may not have as good education opportunity as their counterparts

3. Lacking of good quality of teachers

Another perennial problem the education system in Indonesia is the lacking of good quality of teachers. The term good quality of teacher includes their motivation and competencies.

The low of teachers' motivation is often related to their low income. One teacher interviewed well illustrates this by pointing out that “ *teachers tend to face ironical situation. They can lead some body 's else children to higher education, but they cannot do the same to their children*”. When they have this problem it is unlikely that they can concentrate on doing their teaching jobs. Besides, it is common phenomenon that teachers tend to have more than one job. Some may have to teach in another school or to give private lessons in the evening, some others work as driver for a public transportation company.

Those who work for other jobs in evening do not certainly have enough time to make preparation for the next day lessons, or let alone improve their teaching competencies. Training system still has not effectively support teachers'

competencies. For one reason the training was conducted sporadically. Teachers in urban areas tend to attend the training much more often than their counterparts from rural areas regardless it was not relevant to their needs. Other cases show that teachers tend to attend the training because they have “special relation” with decision makers at central or district level.

Despite this effort, major obstacles remain to improving teacher competence. These include: (1) the lack of organizational supports, more specifically lack of coordination responsible for the training, and (2) the lack of an adequate incentive system (Kemerer, 1990). In addition to these problems, supply of teachers between provinces or districts in Indonesia may also relate to such factors as incentives and bureaucratic systems.

4. Existing of paperwork criteria

The evaluation of principals’ performance is more likely based on paper work criteria. Some principals, for example, may not be appropriately rewarded for they are not fitted with existing administrative criteria, although they perform well. On the contrary, some other principals may unexpectedly be promoted since they are fitted with the existing administrative criteria although they are not performing well. This results in apathetic among principals if they are going to introduce innovation to improve teaching learning process. They are rather reluctance to do so, because their good intentions may have some negative consequences.

Supervision system is not seemingly conducive for principals to perform well rather than meeting administrative criteria. Supervisors are typically concerned with such matters as students and teacher presences or tidiness of classroom when they visit schools. These administrative records, then, are used to appraise principal performance.

5. Centralization at district level

It is commonly known that decentralization scenario giving full autonomy to district government has some excess which is counterproductive to the mission of decentralization i.e. the improvement of effectiveness and efficiency in the implementation of development programs including education. This is the case due to the fact that district government does not have hierarchical relations with the central government. This implies that in conducting their development programs they are no longer being held accountable to the central government. They are held accountable to the District House of Representative instead.

This mode of accountability contains many drawbacks. The programs tend to be considered successful if they are approved by the District House of Representative regardless whether or not they make significant contribution to the improvement of the well being of people at large. How the House will approve that the programs are considered successful simply because money politics involve. There is typically under the table deal between the head of district government and the members of the house.

Another drawback of such accountability mode is that the district may not give education high priority and the central government may not do anything to help to redirect their policies. In this case, the House has very strong influence to the policy made by the head of district government. The grim fact about this is rarely do the members of the House care about education.

C. Approaches to the establishment of SBM

To overcome the existing problems, there are three approaches are being introduced which boost the effectiveness of the implementation of SBM. The approaches describe below emphasizes school autonomy as the main feature of SBM.

1. School approach

The initiative of school approach of SBM is the Directorate of Junior Secondary Education of the Ministry National Education. It was launched for the first time in the year of 200. As elaborated by Slamet (2000) objectives of this intervention is to grant autonomy to principals to help schools excel in not only academic areas but also others areas such as sport, art, and religion as well as to strengthen school – community collaborations through the establishment of school committee. Members of this committee consist of local community figures, parents, and teachers.

Target of this program is, as the name of the directorate reveals, public junior secondary schools. The school does not need to be excellent for to obtain block grants, but rather they have to have a specific program to achieve over the course of certain periods. Typically schools set two to four years to completely achieve the objectives of the program. The first year is needed to equip schools adequate facilities needed to run the program, the second year is used to rearrange the system within schools, and the third or the fourth year fully is to fully implement the programs.

The evaluation to measure the progress is not merely based on the accomplishment by the end of school year, but it is also based on value added each school makes in every school year.

As a part of granting autonomy, the directorate does not direct the school as to what to achieve, rather it facilitates the school to achieve it. Some schools targeted to excel in sport, art, or religions. But most of schools which participate in this program tend to include academic performance as part of program to accomplish.

In playing facilitating roles the directorate provides Rp. 30 millions block grants every year per schools and technical assistance especially in making management set up to implement the program and evaluate the progress. The directorate will not punish schools who fail to implement the program in the first year, rather it will provide consultancy to identify the problems and to improve it. It does so because in the coming years every school in Indonesia should be able to implement the SBM scheme.

2. Community approach

The idea of community approach is based on the assumption that the success of the SBM scheme also depends on how intensive the collaboration between school and local community is. In other words, community participation has a significant contribution to the success of school management which in turns affects academic performance of students.

Having this assumption in mind UNICEF set up pilot projects in 79 primary schools 3 provinces in Indonesia (Central Java, East Java, and South Sulawesi). In addition to pilot-project SBM intervention, it also introduced the concept of joyful learning. The term joyful learning, however, does not meant students could learn at their will.

Similar to the first approach, the second approach also provides block grant to each participating school. The block grant is seed money designed to generate local community contribution to the school. Since most of participating schools are located poor rural areas, the community contributions are typically not in form of money, rather in kind and labor when it comes to build school fence or to renovate classrooms. Local community also serves as controller for school management especially concerning the allocation of school fund. As a result, transparency of school management is among significant finding of the evaluation of the project. Other finding which shown this evaluation includes increasing community participation in teaching learning process. Since joyful learning was also introduced to the participating schools, it contributed to the reduction of absenteeism among students (Caldwell, et.al. 2000).

3. District approach

Unlike the two previous approaches, this approach neither give block grant to schools nor use school as a base of intervention. It rather makes use of district base. This approach was conducted under the Decentralized Social Services Delivery (DSSD) project which mainly helps district governments to refocus its local budget to improve the quality of education through decentralized scheme (McClure and Triaswati, 2001).

In refocusing their budgets for the improvement of education, there were two components introduced equality and standard minimum services. Although these two components are mutually exclusive concepts, they are complementary in achieving the improvement of education at district level.

Budget formula to support equality, as suggested in the project final report (undated), considers poverty rates, number of dropout, as well as fiscal capacity of district government. In order this can be materialized it is suggested that the head of district commitment to education is the key factor of success. The commitment, here, does not only includes the commitment to allocate adequately but also to ensure that the budget is allocated to the right schools and for the right needs.

Unlike the previous two approach, this approach was pilot projected in relatively limited areas i.e. two districts in the province Central Java, and only one districts in the province of Lampung.

D. Features of the SBM Scheme

Based on the description above and some interviews with principals especially in basic education level, it can be inferred that main features of SBM scheme include autonomy for principals as education manager at lowest level of education institutions, transparency in school management, and adequate school budget that makes it possible for principals to maneuver in achieving organization goals of school. Until now, the most dominant organizational goals are seemingly students' academic performance. These are also practically also seems to be ultimate measures of success of the SBM scheme being implemented in Indonesia, albeit the fact that at this initial stage this measure is not being emphasized yet.

Typical paradigm to the analysis of education result measured in students' academic achievement is education production function (Bowles, 1971 and Lau, 1980). The production function used to measure education results making use the analogy of production function in industries That is by putting in some inputs that go

in process, products, then, are estimated. In education although is exactly the same as that but in principle it is based on the same assumption that the quality of education depends on the quality of inputs and processes (Whindham, 1990).

In the education production function principals are among inputs that contribute to the product of education. Principals with good managerial skills will be able to create good condition of classrooms. This means effective principals can serve as education manager at school level and as teacher guide at the same time (Finn and Chester, 1983; and Romli, 1992). As managers, principals are required to create a classroom such that teachers enjoy teaching and students enjoy studying. In so doing, they need to build a harmonic relationship between teachers and principals, as well as able to provide adequate education resources (Bartell and Willis, 1987). As guides for teachers, principals are required to have adequate knowledge on the content of subject matters and teaching methods (Tangyong, Wahyudi, Gardner, and Hawes, 1989) so that they can help teachers in solving their problems, or at least can be a good facilitator for them. Furthermore, Finn and Chester (1983) pointed out that effective principals have skills in monitoring and assessing teachers' teaching plan, disciplining students, and providing adequate textbooks for teachers and students.

Windham (1988) identifies two important factors, which contribute to better teaching learning process. The first factor is related to principal characteristics such as educational qualification, experience as principals. The second factor is related to managerial skills and administrative behavior of principals.

Based on the production function paradigm, the feature of SBM scheme will illustrate in the Figure 1 below which elaborate three features of the SBM scheme. The first is intervention consisting block grants scheme in school budgeting. The second is the discretion in decision-making and the third is supporting system. These features, here, reflect the autonomy which required by principals to manage the school under the SBM scheme.

The features also consist of roles government and community. As principals are granted autonomy, it does not mean that they can willy-nilly manage their schools. There must be some parties, and it does not have to be, although it is necessary, government alone who control and control principals directly. The control by external parties is a part of accountability system. In this discussion it will be discussed two parties who have the right to control over the as the schools. They are government both central and local as well as community. As the role of community becomes more and more important under the SBM scheme, the discussion below will elaborate further concerning this matter which will be presented under the discussion of supporting system.

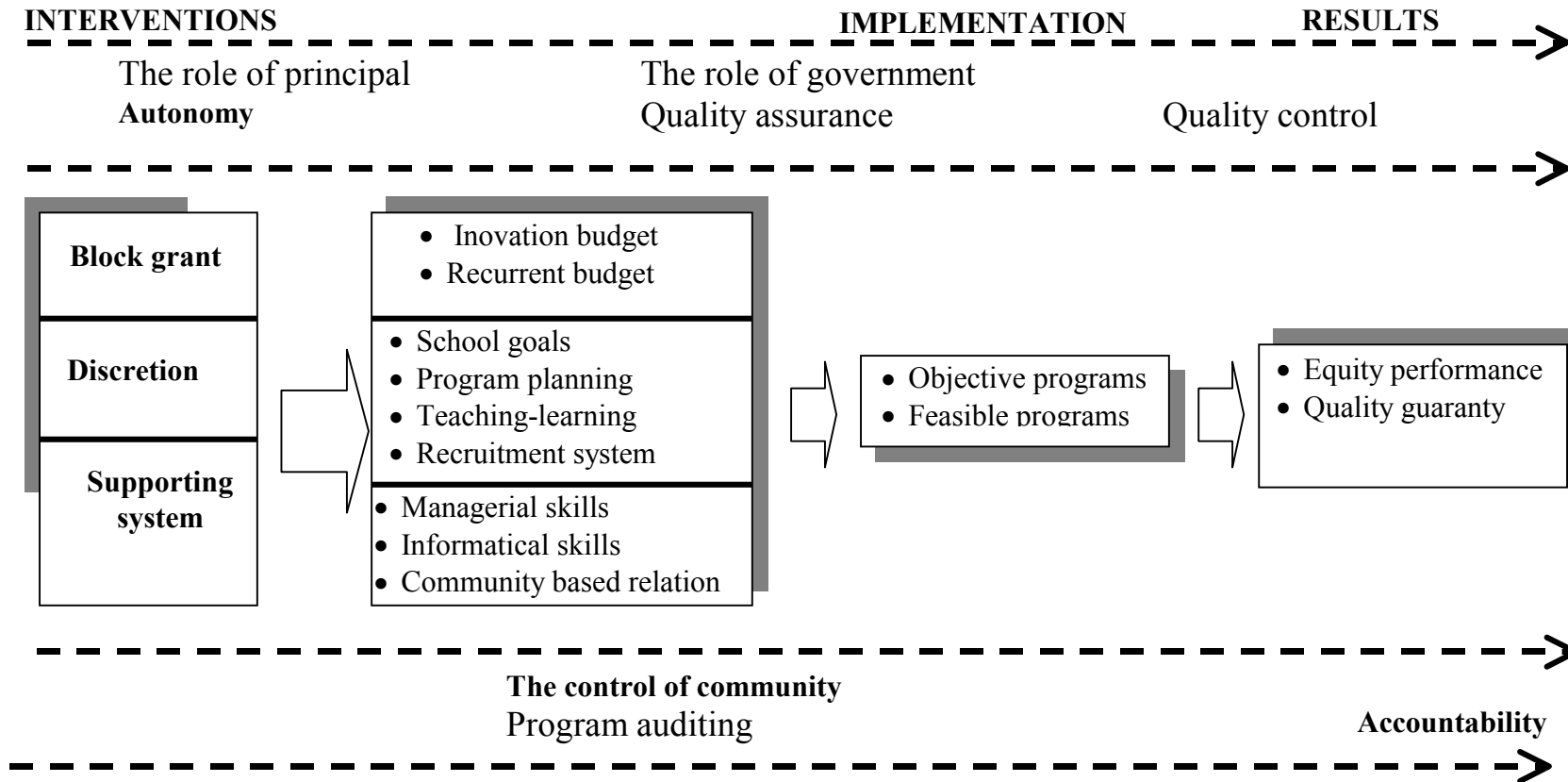
Thus if schools can implement these three interventions, they will, hopefully, come up educational programs with two characteristics: objectives and feasible. It is objective because the program reflects the real needs of schools. They are planned by principal together with other school staff based on their experience in managing their schools. It is feasible because they are planned based on what resources the school possibly has to support the program. It is also assumed that since the programs also involve community will also draw their supports as well as accountable.

Finally the output of school, as it adopts these interventions, will have equity performance and quality guaranty. The term equity performance is the performance which accommodates the variations of student family backgrounds. The concept of equity in education becomes more and mores important to consider, since school should not only concern with students coming from high economic status families but

also low economic status. The school cannot get rid of the very nature of social fabric that is class system. Rather it has to deal with it and accommodate it to its education programs.

Quality guaranty should be part of schools' credo. Otherwise the existence of schools as educational institutions may not be necessary. Without quality guaranty from the school may mean that students and their parents as well as the government waste resources which may be allocated to more productive sectors than education.

Figure 1. The scenario of school based-management



1. School budget

Effectiveness of school budget does not only depend on the amount of budget allocated to schools, but also on preciseness of its allocation. Currently the school budget allocated for recurrent activities which is called routine budget. Typically this budget is allocated for teacher salary and supporting administrative matters such as buying stationary. As a result, management practices in schools tend to be static. They tend go through the same path of management from time to time.

Considering that management is more than just managing administrative matters, it then needs more than just routine budget. Effectiveness in school management should also be supported by innovation budgets. This budget is specifically intended to tackle problems related to the strategy for the better implementation of curriculum, the improvement of teacher skills, and the development of educational resources to support teaching learning process.

Unlike routine budget which is given in an itemized fashion, innovation budget should be given in a block grant fashion which makes it possible for principals together with their teachers to allocate the budget based on the problems they currently face and their “dream” for making their school better. The involvement of community or parents in allocating the innovation budget will be effective if they really understand about the education in a more technical sense.

2. Discretion in decision making

In the SBM scheme a principal is basically an independent actor who have discretion to lead his/her school. His/her decision leads the school either to wrong or right tract. In fact his/her decision may also reflect his/her wisdom. If the decision is on wrong track then the school will certainly get worse. On the contradictorily if his decision is on the right tract will possible lead the school to better condition. Hopefully it will improve student academic achievement.

Many principals in Indonesia tend to consider having discretion in (1) setting their own school goals, (2) planning the program, (3) employing teaching learning method, and (4) teacher recruitment system would be the ideal type of school autonomy. Although these are not fully adopted yet, the government is moving toward this ideal type, except for teacher recruitment. For public schools teacher recruitment is still done by the central government together with district government. In this case the role of central government is to conduct selection test, and based on the results of the test district governments deploy them in their territory and provide salaries as they start working. This is not, however, the case for private schools, since they are practically independent in the sense they can recruit their teachers without any consent from the government. Beside, large portion of their budget come from parents.

3. Support system

School, as a social system will not possibly be functioning without support from its environments. School environment can be individuals (such parents), organization of profession, or even community at large.

In the discussion below three aspects of supporting system will presented. They include managerial skills, informatical skills, and community based relation.

a. Managerial skills

Managerial skills are pre-requisite for principals if schools effectiveness is considered to be the goal. In the concept of effective school, managerial skill of principals should also be accompanied by discretion in making policy regarding how to run the school. The managerial skills in this discussion include:

➤ The management of budget allocation to support effective teaching learning process in schools.

➤ Developing incentive system for all teachers and administration staffs. This incentive system should be based on progressive rate; the better the teachers perform, the higher incentive they receive. By this scheme motivation to achieve better performance can be promoted.

➤ The management of conflict among teachers, and between teachers and others. The management of conflict becomes more important since in an organization there is always friction between its members. Principal should be able to come up with win-win solution. Otherwise continuing conflict will be counterproductive to the teaching learning process.

➤ Providing guidance for teachers and other staffs concerning personal as well as job related matters.

➤ Providing information for teachers and other staff, which can be used as a means of developing their maximum professional potencies.

➤ Providing opportunities to teachers and other staffs to develop their creativity that make it possible for them to improve their performance. This is the time when innovation budget is allocated to support them.

b. Informatical skills

Availability of accurate data is among important requirement for decision or policy making. Accurate data are used as bases for assessing the feasibility of annual school planning. Based on this data the feasibility can be assessed in term of its usefulness and resource to support its implementation.

In a centralized system, the availability of accurate data is considered insignificant. Principals typically collect data without any sense regarding the use of them. For they consider that only the central government who have the interest to these data. If principals should be given full autonomy to manage their schools, understanding the use data becomes more useful. Principals are required to be able to articulate the data to as bases for effective decisions.

c. Community based relation

The closed social environment of schools is local community. Several studies (e.g. Suryadi, 1986 and Indriyanto, 1992) show that the social economic status of community around the school positively correlate with the quality of education in the school. This means that schools in poor community tend to have low quality of education, on the contradictory schools in rich community tend to have good quality of education.

What does this imply? It implies that community has potencies to support education programs around its locality. Of course the term potencies may not always be defined as financial supports, although these supports are among prominent

ones. This has always been mentioned in discussion with principals and educational administrators. *Harambee school* model of Kenya proves that community potencies other than financial supports can help local education program. A Harambee school is an education program designed to provide education for village children through a join-force between local community and education administrators.

Although community based relation is considered as a vital factor in education management in school level, the role of the (central) government in providing subsidies is still required. The community support to education, especially in the rural areas, should be considered as complementary to government subsidy instead of as the main support.

Community supports can be strengthened through collaboration based on a symbiotic relation between school and community. This means that community should feel that the education is their responsibility too. In sociological term, education should be common interest between community and the government as well as parents.

From the management point of view participation of community can be categorized into three phases including agenda setting, implementation, and evaluation. In a school – community relation community members are parts of school management, and therefore they should also involve in decision-making process. Below is the decision making process in which community members should be involved.

1) Agenda setting

Involving community in the process of agenda setting is one method of raising awareness and sense of belonging about education in a local school. This means that community should be aware regarding the needs of school.

Considering that agenda setting will produce set of school policy and therefore serve as base for annual school plan, there should be common understanding between school staffs and community. In other words, agreement should be reached about the feasibility of fulfilling them based on community potencies and resources the school already has and it also includes possibilities to mobilize this potencies.

In addition, agenda setting involves intellectual exercises. This implies that both school staffs and community should have some knowledge in management. More specifically it is about the management of teaching learning process and the use of data in planning preparation. Both school staffs and community should be able to exercise their knowledge in making possible school policy agendas which can further be breakdown in program plan both annual plan or five year plans.

Since this process is a power sharing in decision-making process, each party should then give its shares. The school, on one hand, should able to provide accurate data as basis for making policy and available educational resources (educational materials and facilities as well as school budget) which are bases for making feasible school programs, in fact these are the success measure of this phase. On the other hand, community, in addition to give suggestions, also more importantly provide resources to schools.

2) Implementation phase

The implementation phase is the next important collaboration between school and community. This is the phase where both school and community members monitor the school performance. If the school does not perform well there should be responsibilities of both. They should take a prompt step to improve school performance. Involvement of community members in monitoring the school performance may be good a strategy for the school to share responsibility on the school performance, since learning process may not only takes place inside classrooms, but also outside classroom. Community members, for example, also ensure that children are optimally making use of their out-of-school time in academic related activities.

There is a pre-condition that the school should fulfill in order to guarantee that it could perform well. First, it guaranties that it has adequate educational resources, and secondly, it guarantees that it has qualified teachers.

The measure of success in this phase is effective teaching learning process. As often argued that the effective teaching learning process depends on both in-school factors and out-of-school factors. In-school factors include such as teacher educational qualification and adequacy of educational materials. While out-of-school factors may include such factors as parental or community helps or effective use of out-of-school times.

3) Accountability phase

If the community is involved in both agenda setting and implementation phases, the school should understand that their success is no longer solely based on the evaluation of principal super ordinates or school supervisor, but more importantly, based on community satisfaction. This suggests that principals are held accountable to community and government in managing the education program in their schools.

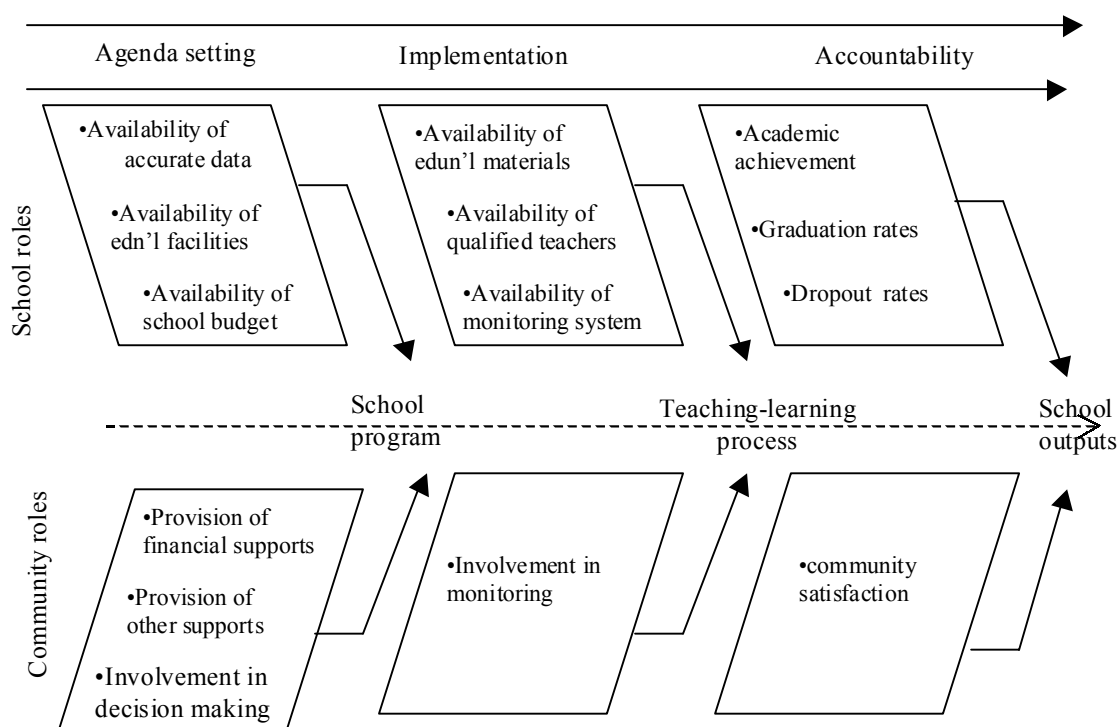
In many cases, community will not only require that school produce students with high academic achievement, they also require that schools produces well-mannered students. If these are what community requires, compromising between school and community should be reached. This also suggests that community should also be required to have sufficient knowledge on the curriculum used by the school.

Figurative presentation of the phase of school – community collaboration is presented in Figure 2 below. The figure is divided horizontally and vertically. The vertical line depicts the product of each phase of school – community collaboration. The product of agenda setting phase is school program, which represents the interest of school and community. The product of implementation phase in effective teaching learning process in the school and the product of accountability phase are school output that is based on community satisfaction measures.

The horizontal line represents both school and community's share in each phase. In the implementation phase, for example, school's shares include provision of accurate data, the budget and educational facilities the school has, while

community's shares include provision of financial supports, and other supports. This logic also applies to implementation and accountability phases.

Figure 2. The scheme of school – community collaboration



4. Roles of government and community

Being granted full autonomy, principals are still held accountable to their stakeholder. Government, although it is the main source of fund of schools, may not be the sole party that principals are held accountable for. Community becomes direct party whom principals are also held accountable for. The new education law which was just issued by the President of the Republic of Indonesia on July 18, 2003 clearly stipulates that school committee in which its members constitute community members, serve as controllers for the education management in school. *Raison d'être* of it is in fact to promote transparency in the education management at school level.

When the SBM scheme was introduced for the first time, there were two roles that (central) government to play in order equality measures can also be accomplished. They are quality assurance and quality control. The role of the former is to ensure that every and each of schools which implement the scheme is at the same start as the others. Having at the same start they are ready to enter the "arena". And thus it is fair for the government to evaluate their performance.

E. Principles of the SBM scheme

The SBM scheme practically applies management principles in general. Among these principles, the autonomy granted to principals is among prominent one. In addition to these, the followings are other principals which are relevant to the SBM scheme.

1. Crating school as a learning organization

The role of principal is to create school as a learning organization. Being a learning organization the school should be sensitive to changes both at micro level (school environment) and macro level. (Marquardt, 1996). The measure of success of a school performance depends not only on school level but also on broader level which is called as externality. Gestener (1994) illustrates the point by pointing out that the problem that schools face is not that it does not make a progress, rather the progress does not keep up with the changes or the progress in other aspects. In other word, it can be said the school is considered to make progress if the progress it makes meet the needs of community, or to keep up with the progress in such areas as science, technology as well as economy.

As a learning organization school should be able to formulate its feasible and measurable education target according to its potencies. These targets will serve as guides for teachers and principals themselves in running schools. In addition, they will also serve as bases for effective and efficient budget allocation.

2. Establishment of division of labor

The fact that school consists an organization structure requires that each level have a different function. Yet it strives to achieve the common goal of school. The differentiation of function is called the division of labour. It is necessary since no body can do all the work and each type of work usually need specific requirement to do it. Thus the idea of the division of labour is to simplify a complex work based specialty of staff in an organization in order to achieve efficiency.

Although the principal as a manager of school have to supervise all of his/her staffs, it does not mean that he/she has to do all the work him/her self. School administrative staffs do such works as administrating school inventory and facilities. Similarly, the articulation and elaboration the contents of curriculum into teaching program are done by teachers. Although the principal does not do everything him/herself, but she/he has to ensure that they are working on the right direction and time.

3. *Benchmarking*

Common prophecy typically states that full autonomy granted to principals will lead to efficiency and effectiveness in school management. In reality this prophecy is not always right, even it tends to be a myth.

The autonomy given to principals cannot guaranty efficiency and effectiveness in school management, if education resources available to schools are below minimum level. This will not allow the principals to maneuver them to achieve the goal of programs. By definition, efficiency concerns with ratio between input and output. The least input used to produce maximum output; the more efficient is the process. But again, this cannot be done if the availability of resource is below minimum level.

The second issue is related to effectiveness which concerns with the achievement of the objectives of programs. Hence it is different from the concept of efficiency, although both concepts should exist at the same time when it deals with the implementation of programs. This is the case due to the fact that there are no such cases that any school has abundant of resources.

One of pre-requisites for a school to achieve both efficiency and effectiveness at the same time is that it has to be able to set benchmark to achieve in a certain period of time including how much resources will be allocated to achieve them.

Benchmarking as a method of setting up specific target in measurable time frame and based on organization potencies. Benchmark does not only contain operational programs but also includes middle range or even long range targets as well as resource and strategy to achieve the targets.

There are four approaches of benchmarking which schools can take.

a. Internal benchmarking: setting school target by comparing the previous achievement of target.

b. External benchmarking: setting school target by comparing what other schools have or will achieve.

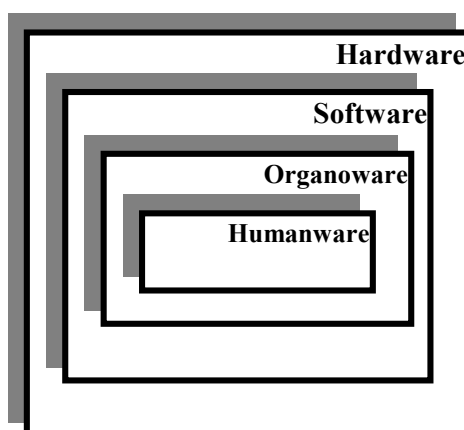
c. Functional benchmarking is done by setting up school targets based on the organizational mission and vision.

d. Generic benchmarking is practically setting up school targets based whatever schools would like to achieve. It is usually based on principal competencies and school potencies without making any comparison.

F. Components supporting the SBM scheme

One of consequences for the principal to have full autonomy is that he/she also has authority to rearrange the organization of the school. The change in the organization of school should maintain the balance of organization wares consisting of hardware, software, organoware, and humanware. It is intended to achieve what Hall (1987) called it as organizational effectiveness. Of course it is indicated by how much the organization can achieve the objectives which have been set. The interconnection of these wares is illustrated in Figure 3 below.

Figure 3. Four organization wares



The first type of ware is hardware of school which consists of facilities and equipment that a school has to have in order to function well. To provide good quality of education services, for example, it has to have enough number of desk and library. The second type of ware is software which consists of rules and regulations that members of schools (principal, teachers, administrators and students) should follow. This ware guides each member to play his/her role but for the common goals. Thus when they play different roles, they have to bear in mind that they are part of a group. Hence *l'esprit de corp* should be strong enough to maintain integrity among them.

The organoware refers to the structure of school organization in which serve the arena for each member of school play his/her role based upon software each of them agreed. The last is humanware which is core of the wares of school organization. This ware direct as well as materialize the objectives that the school will achieve.

G. Some concluding remarks

The SBM scheme as a part of education management in decentralization era gains its popularity between both education administrators and principals. For one reason, it promotes democratization in education sectors. The government (central and local levels) is not the sole party who is responsible for the school management. It gives principals autonomy to fully manage the school for which they are responsible. For another, it is also expected to promote efficiency and effectiveness in the management of education both at the school and government levels. The improvement of efficiency and effectiveness should also promote the improvement of the quality of education. This improvement should be a major thrust for the implementation of the scheme. As the improvement reaches large number of student coming from the different economic status of family, the scheme is also considered success by other measure than academic achievement, when it promotes equity.

Consequently, the responsibility for the improvement the quality of education also shifts from the government to principals as well. Of course community members will have to involve deeper in the domain of school management as the SBM scheme also requires that community participation is one of the features.

Funds are still major constraints in the implementation of the scheme. But the government continuously put a lot of efforts to overcome this problem. One of them is to encourage community participation to schools, and another one is to increase the portion of education budget from the national budget. The new Educational law stipulates that the government shall allocate minimum of 20% of the national budget.

Although the scheme has been implementing for about two years, the scheme has not given promising results, it does not mean, however, that the implementation of the scheme fails. The introduction of the scheme needs the change of mind-set among principals who are main humanware in the implementation of the scheme. This is to say that the changing in mind-set and also the management system of school are gradual process.

One indicator that the scheme will result in promising progress in the future is the eagerness of principal in adopting the system in their school. It cannot be denied some principals have to go through trial and error phases when they applied some principles of the scheme.

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