Article

# School-based management in marginal areas: Satisfying the political context and student needs

**Nurul Ulfatin** (ORCID)
*Department of Educational Administration, Faculty of Education, State University of Malang, Malang, Indonesia*

**Mustiningsih**
*Department of Educational Administration, Faculty of Education, State University of Malang, Malang, Indonesia*

**Raden Bambang Sumarsono**
*Department of Educational Administration, Faculty of Education, State University of Malang, Malang, Indonesia*

**Jamal Nordin Yunus**
*Department of Educational Leadership, Faculty of Management and Economics, Sultan Idris University of Education, Tanjung Malim, Malaysia*

## Abstract

This study aims to draw on elements related to the successful implementation of school-based management (SBM). Many studies show the success of governance but the objective is to examine whether SBM is tested to account for improving school effectiveness (SE) and student achievement (SA). A survey method design was used to know how the upper stream including political context, principal leadership and teacher performance (TP) contributes directly and indirectly to improve school quality and academic achievement. Questionnaires were given and were responded by teachers produced a model of direct and indirect structural relationships among the factors. The findings proved that there was a direct and indirect relationship between the upper stream factors that lead to TP to improve SE and SA as a lower stream. This shows how strong the role of a teacher as the central point of the innovation and education reform in schools. This study is limited to the secondary public schools in a marginal district. Furthermore, this study does not investigate deeply into facilitative factors within the implementation process. It focuses on factors that enable schools to bring the SA to scale.

There are many different ways to find effective models in managing the schools to improve the quality of the schools. Improvement needs to be done along with the project management and culture which are closely related to values and norms (Garies and Huemann, 2000). One model that has been widely practiced in many countries is school-based management (SBM) which departs from a decentralized system that gives authority and responsibility at the school level to manage important matters in school operations (Caldwell, 2005). SBM is developed as the acknowledgment of the problem and as a response of a more promising arrangement to improve the quality of education. It seems that the government of every country wants to see the transformation of the schools. The transformation will be achieved if there are significant, systematic and sustainable changes which result in improving outcomes for all students in all settings. SBM is believed to bring the effectiveness of management and the uniqueness of school organizations (Abdullah, 1998). Moreover, the school effectiveness (SE) is characterized by the environmental, restructuring programs, strategic leadership and school climate (Moradi et al., 2012), whereas the uniqueness of the school depends on the availability of the stakeholders which is related to the background and culture of the

**Corresponding author:**
Nurul Ulfatin, Department of Educational Administration, Faculty of Education, State University of Malang, Malang, Indonesia.
E-mail: nurul.ulfatin.fip@um.ac.id

school. Therefore, the implementation of SBM has a different nuance, way, reasons and level of regulation. In other words, although the driving forces are working, critical criteria are still needed to measure and assess the effectiveness of SBM associated with high educational outcomes and student achievement (SA).

Many countries have applied SBM to improve the quality of their education. Moradi et al. (2012) listed 17 countries that applied SBM, starting from the United States, Canada, to Australia in the 1970s until the most recently recorded Indonesia in 2005 and Senegal in 2008. Originally, SBM was an innovation, but seeing the ultimate goal of the analysis which is to enhance the quality, namely SE and SA, there was the alignment of the view that the government has incorporated it into policies for educational reform. An important implication is that the school principals must ensure that the concerns of the school community should always focus on students learning outcomes even though the idea of SBM is often controversial.

Furthermore, various types of studies have been carried out to examine the scope and impact of SBM in a number of countries in the world (e.g. Caldwell, 2005, 2006, 2008; Cranston et al., 2003; De Grauwe, 2005; Gamage, 2008; Kimber and Ehrich, 2011; Vally and Daud, 2015). According to them, it is known that there are successes and some were still in doubt, some even failed to make school operational more effective and efficient. Caldwell (2006) noted that the success of SBM started in Canada, Australia, the United Kingdom and New Zealand and from there it was continued by developing countries that then implemented SBM as well. The success of SBM is seen with a different focus in a number of countries. For example, in Romania, SBM developed a 'project-based school management' which continued to be applied and succeeded along with the increasing political context (PC) of the education budget (Androniceanu et al., 2015). In Iran, the successful implementation of SBM is shown through some indicators such as the education management system, curriculum, budget, educational content, the role of the principal, teachers, students and other factors (Moradi et al., 2012). SBM is also successful in the United States, by taking a location in New Jersey, SBM can be applied even in poor schools. Finland is a country where SBM is very successful (De Grauwe, 2005). Moreover, in Asia, SBM success has had an impact on school shown by Vally and Daud (2015) especially the positive impact on the performance of school principals and teachers. The success of the school principal is shown by his role, especially as a manager, administrator and leader. However, in the context of SBM application, the most dominant role needed is as a school leader who is humanist and charismatic (Cheng, 1995), collaborative, participatory and situational (Vally and Daud, 2015).

Besides the principal, the success of SBM is also on the teachers' hands (Chapman, 1984, 1988). The involvement of teachers in decision-making is the key to the school success. The result of Chapman's research showed that with the implementation of SBM, power and rights exist in the central administration, the level of democratization and openness in decision-making can be minimized, while the autonomous originality and the organizing team are dominated by teacher performance (TP). In contrast, referring to Vally and Daud (2015), the success of SBM that improved TP did not occur directly, but it was marked by the success of the principal leadership (PL). For this reason, the principal's relationship with the teacher needs to be traced, including its relationship with other stakeholders, namely the relationship between the principal and community participation (CP).

The studies by Firestone and Pennel (1993) and Sacney and Dibski (1994) discovered the evidence for SBM to bring success is still unclear. Likewise, Kimber and Ehrich's (2011) analysis showed that SBM in Australia had the potential to make a democratic deficit in school management. The reasons are (1) there has been a greater nations of accountability; (2) there has been a great number of consideration of performance pay and a greater use of performance measures in schools (related to teachers professionalism); and (3) mark a trend to the third component of the democratic deficit (the direction of federal funding, the marketization of schools, the publication of league tables). Another study by Leithwood and Menzies (1998) concluded that SBM gave significant effects on students who tended to be negative as positive. De Grauwe (2005) reminded us that there were some differences between developed and developing countries, which had a negative impact on school principals, and there was no conclusive evidence that SBM had a positive impact in teaching and learning. Vally and Daud (2015) found out that SBM had a better effect on the role of school principals and school administration teachers than in the traditional way. However, improving school administration has become an additional workload, and we have to admit that it has even increased the management risk and administrative accountability of principals and teachers. Therefore, according to Vally and Daud (2015), in terms of implementation, teachers are encouraged to design curriculum, choose learning and teaching materials and actively participate in school planning and decision-making (Dunlop and Goldman, 1991). The role of teachers in SBM depends on the leadership of the principal that vary from one school to another. Moreover, teachers have authority in the professionalism of teaching the field of science, but the policies related to the curriculum depend on the leadership of the principal.

Educators believe that SBM will increase school productivity and effectiveness and improve SA (Odden and Wohlstetler, 1995). However, other studies have shown the fact that SBM directly improves SA still needs to be evaluated. In fact, other issues also need to be explored including the contribution of SBM to the role of teachers, the leadership of school principals and the role of other stakeholders. The study of Mulford et al. (2008) revealed that SBM provided some impacts on accountability in schools which centralized control was not directed on improving educational outcomes but what was more important was to provide opportunities for the lives of all children. The World Bank Study (2007) also found out that several studies showed the impact of the new SBM on access to standardized test scores. In Zambia (Okitsu and Edwards,

2017), the application of SBM failed because it was not sufficiently funded and there was unclear policy which was delivered from the government to marginalized rural communities. The absence of clear guidelines from the government resulted in conflicts regarding the role of SBM members owned by the school principal, central staff and local school board.

This article traces the success of SBM in Indonesia, which legally began with the passage of the Law in the National Education System in 2003 (No. 20/2003). Indonesia formally adopted the policy of SBM for all of its public and private schools and *madrasas.* In 2005 after applying SBM, the government issued a regulation which was clearly identified the expected standards for SBM, including school development planning (*Government Regulation* 19/2005). Some studies on SBM in Indonesia were conducted by Caldwell (2005), Heyward et al. (2011), Bandur (2012a) and the World Bank (2013). All of those studies had limitations which presented a description of the experience from the perspective of SBM implementation in school operational and does not test the significance of the factors and elements of success in them. In addition, this study was carried out by raising six interrelated variables, namely PC (Bandur, 2018), PL (Indra, 2016; Moradi et al., 2012; Vally and Daud, 2015), TP (Moradi et al., 2012; Mursalim, 2019; Vally and Daud, 2015), CP (Mursalim, 2019), SE (Bandur, 2018; Odden and Wohlsteler, 1995) and SA (Mursalim, 2019; Odden and Wohlsteler, 1995). Since being implemented in Indonesia, SBM has provided various results and impacts on those variables (Bandur, 2012a; Caldwell, 2005; The World Bank, 2013). Caldwell (2005) noted that SBM in Indonesia has nationally been successful as demonstrated by success supported by the quality of school management and the effectiveness of classroom teaching practices.

However, the quality of school management and the effectiveness of teaching practices in the classroom that have an impact on educational outcomes and SA are uncertain. Bandur (2012b) found out that 81.8% of the 504 respondents in 32 schools were very positive about the impact of SBM on SAs. Nearly 90% of the respondents agreed with this statement 'SBM has created higher participation of other stakeholders leading to improve student achievement in school'. This reflected that the school council members considered the participation of the school stakeholders has resulted in very positive outcomes in terms of improving SA. By implementing SBM, it can create partnerships in participatory school decision-making to establish school missions, shared vision, annual programs, school budgets, school textbooks, school buildings, school-based curriculum and even student discipline policies. In turn, delegating power and authority to the school level has created several changes in the school, including cultural changes and increasing school CP. Those factors have led to an improvement in the teaching-learning process, environment and SA.

Meanwhile, the World Bank (2013) conducted a more comprehensive survey of principals, teachers, committees and parents in 400 primary schools in Indonesia and held interviews with the ministry of education staff in 54 districts and presented case studies in 40 sample schools. It can be concluded that SBM is considered successful in increasing parental and CP in education, in addition to a number of other success factors. With the existence of SBM, decisions made by schools have become more efficient and more in line with student needs than decisions made through other forms of school operational procedures (Caldwell, 2005; Wohlstetter and Odden, 1992). This decision is reflected in the priorities set by the school, in the allocation of discretionary resources to support the priorities, teaching and student materials and tools, curriculum choices, teacher/student attendance, teaching methods used in class and parents' satisfaction with the results.

However, the limitations of the World Bank survey only involve SBM in elementary schools, but it has not been done in junior high schools. The success of SBM in junior high schools is very important to know the result of the 9-year compulsory education program (Government Regulation No. 47 of 2008).

## Method

The correlational research design was employed in this study to examine the relationship between factors associated with the success of SBM in Indonesia, including at the school level. The sample of this study was 420 teachers that were identified through proportional stratified random sampling (Sugiyono, 2002) teaching in marginal state junior high schools from three cities, namely Malang, Ngawi and Nganjuk, East Java, Indonesia. The sample was selected based on the work experience, at least 10 years, and had the status of a state teacher. Of the teachers included in the sample, 56% were women and 44% were men; 93% of them were university graduates and 7% were postgraduates.

Three measurement instruments were used in the research. Moreover, there are six variables measured in this study, namely the PC of SBM, PL, TP, CP, SE and SA. Then, each variable is developed into a number of indicators, and 152 question items were found like in the Likert-type scale which structured questionnaire ranging from showing negative to positive response conditions. The instrument was then tested by the experts to determine the validity of constructs and field tests by groups which were not chosen as the sample and was analysed with the *Statistical Package for Social Science* application *for windows* version 24.0 through *Pearson bivariate* correlation (*Product Moment Pearson*). There were 23 question items that needed to be corrected based on the feedback to ensure that they were valid. Meanwhile, the reliability test to determine the consistency of the instrument was done by calculating the value of *Cronbach's* $\alpha$ on the results of the field response test to get the value whether it was greater than or equal to 0.6 for each variable. The results showed that the Cronbach's $\alpha$ factor of variables was between 0.85 and 0.98.

Data analysis procedure started from the descriptive analysis to produce the *mean* of each indicator was asked using the class interval criteria obtained from the
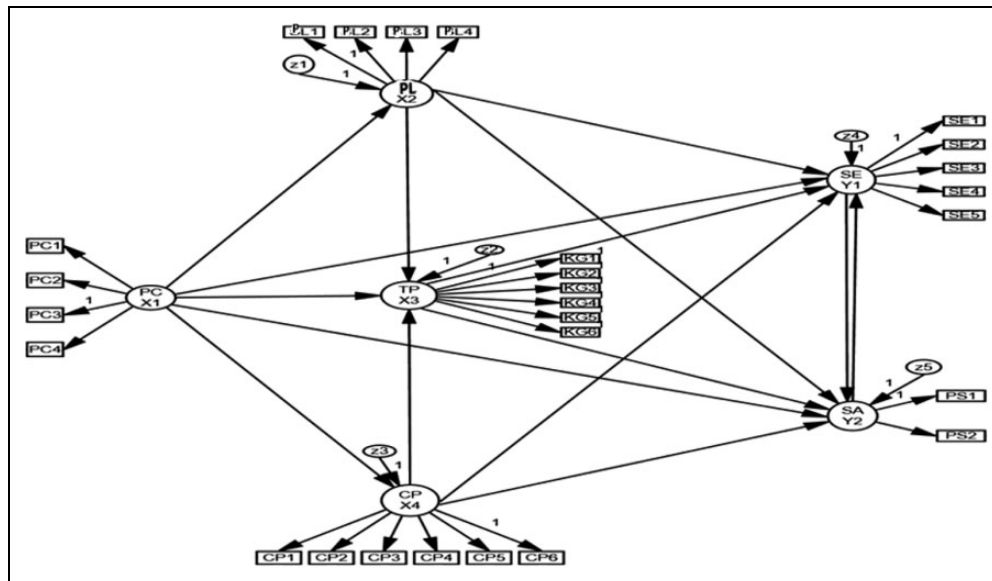
**Figure 1.** Theoretical framework model. PL: principal leadership; PC: political context; TP: teacher performance; CP: community participation; SE: school effectiveness; SA: student achievement.

calculation of the answers with the highest score minus the lowest score minus the number of categories. The score of respondents' answers referred to five points from the *Likert*-type scale. Next, according to the purpose of the research to confirm theoretical relationships and test some structural hypotheses guided by theory, structural equation modelling (SEM) was deemed the most appropriate tool for treating the data. Based on the research objectives, the pattern of relationships between the variables studied is a direct and indirect relationship and a causal relationship from independent variables to the dependent variables (Al-Husseini and Elbeltagi, 2018; Hair et al., 2009) for which testing was done with the help AMOS 24.0 for CFA application and *path analysis* in SEM.

## Results

Based on the theory and the previous research about the implementation of SBM, the SE and SA increased because they are influenced directly and indirectly by SBM PC, PL, TP and CP. The results of the measurement of variables refer to the five Likert-type scale, they are PC = fair, PL = good, TP = good, CP = fair, SE = good and SA = good. In this study, PL, TP and CP become an intermediary variable or indirect relationship with SE and SA. SE and SA both have a reciprocal relationship that is influenced by PL, CP and TP as the central depicted in the conceptual structural model in Figure 1.

Based on the help of the application AMOS 24.0 for CFA and *path analysis* in SEM, testing the relationship between variables can be calculated from the *validity of the convergent model* calculated from loading value and *average variance extracted* (*AVE*) (Hair et al., 2009) and composite reliability (CR) that meet the requirements and are significant is shown in Table 1. Meanwhile,

**Table 1.** Results of the measurement model.

| Factor | Item code | Loading | AVE | CR |
|---|---|---|---|---|
| Political context | PC1 | 0.941 | 0.680 | 0.893 |
| | PC2 | 0.753 | | |
| | PC3 | 0.710 | | |
| | PC4 | 0.873 | | |
| Principal leadership | PL1 | 0.690 | 0.621 | 0.866 |
| | PL2 | 0.874 | | |
| | PL3 | 0.851 | | |
| | PL4 | 0.720 | | |
| Teacher performance | TP1 | 0.733 | 0.652 | 0.918 |
| | TP2 | 0.810 | | |
| | TP3 | 0.763 | | |
| | TP4 | 0.788 | | |
| | TP5 | 0.879 | | |
| | TP6 | 0.862 | | |
| Community participation | CP1 | 0.821 | 0.562 | 0.883 |
| | CP2 | 0.680 | | |
| | CP3 | 0.894 | | |
| | CP4 | 0.717 | | |
| | CP5 | 0.609 | | |
| | CP6 | 0.742 | | |
| School effectiveness | SE1 | 0.739 | 0.563 | 0.865 |
| | SE2 | 0.662 | | |
| | SE3 | 0.712 | | |
| | SE4 | 0.834 | | |
| | SE5 | 0.791 | | |
| Student achievement | SA1 | 0.930 | 0.796 | 0.886 |
| | SA2 | 0.853 | | |

*Note:* $N = 420$. AVE: average variance extracted; CR: composite reliability; PC: political context; PL: principal leadership; TP: teacher performance; CP: community participation; SE: school effectiveness; SA: student achievement.

*goodness of fit indices* can be accepted as given in Table 2.

Based on the measurement of the model and the condition of fit values in the model, and then testing the relationship between variables: PC (X1), PL (X2), TP (X3), CP

(X4), SE (Y1) and SA (Y2) is illustrated in Figure 2, which subsequently tests direct and indirect relationships in Tables 3 and 4.

## Discussion

Based on the results of the study, it can be interpreted that PC has a direct relationship to all other variables (PL, TP, CP, SE, SA), both as independent and dependent variables, and indirect relationships with both SE and SA as the dependent variable. This can be interpreted that the PC as a 'core' SBM is a direct and indirect stimulus to improve the quality of education in schools, especially those that have succeeded in improving the quality of education services and an effective learning culture for all stakeholders (Tichnor-Wagner et al., 2016). Vally and Daud (2015) said that the success of SBM should be oriented towards achieving SE, which is marked by a strong learning culture, and policy aspects, including 'opportunities for formal collaboration, shared' goals centered on universal high expectations, structured opportunities for participatory leadership, and deliberate supports to help students engage and achieve in academics.

**Table 2.** The fit indices of the model.

| No. | Goodness of fit indices | Model test results | Cut-off value | Information |
|---|---|---|---|---|
| 1 | RMSEA | 0.097 | Approaching the value of '0' | Good |
| 2 | DF | 2.979 | <5 | Good |
| 3 | IFI | 0.851 | Approaching the value of '1' | Good |
| 3 | TLI | 0.825 | Approaching the value of '1' | Good |
| 4 | CFI | 0.849 | Approaching the value of '1' | Good |

RMSEA: Root Mean Square Error of Approximation; DF: Degree of Freedom; IFI: Incremental Fit Index; TLI: Tucker Lewis Index; CFI: Comparative Fit Index.

In several other studies on SBM, they show that there are two sides of a large part that can be revealed to show the success and failure of SBM in schools, which in this study is called PC as the upper side and student needs as the lower side. The implementation of SBM from the political perspective can be explained according to the findings of Vally and Daud's (2015) study which showed that the success of SBM depended on the management policy. This management policy can be elaborated, among others, which describe the policies of the superintendent government and the role of PL (Diem et al., 2015). According to Vally and Daud, principals play their roles effectively in managing their schools and staff. The school principal illustrates his role as leader well and has a high tendency to apply the organizational factors towards the implementation of SBM. This shows that the school principal is aware of his responsibilities and duties and is carrying out his tasks effectively. Furthermore, the school principal is very aware of the development of the school and shares responsibility and resources for SE.
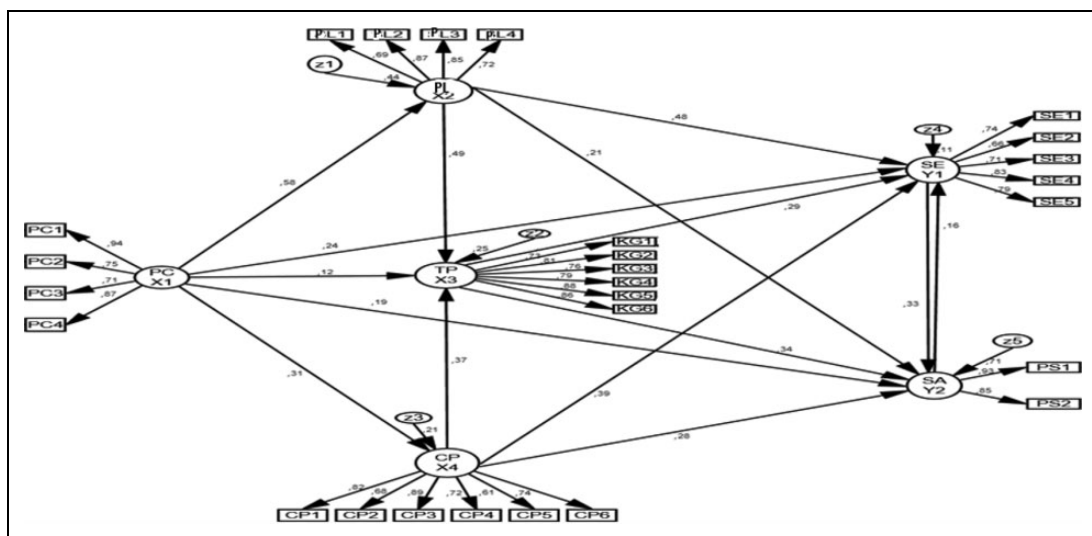
### Relationship between the upper stream factors

The findings show that direct and indirect relationships between PCs of education officials, PL, TP, staff and parental participation are important to produce SE and SA. In this context, the focus is in the issue of PL and TP. PL mediates the indirect relationship between PC and SE and SA, whereas TP becomes a mediator of indirect relationships of all the upper stream (PC, PL and CP) with SE and SA (Moradi et al., 2012). For PL, in the previous research (Hallinger, 2011; Hallinger and Heck, 2010), it can be seen that there are several concepts indicating that PL could have a significant impact on student learning, including SA. Firstly, Hallinger's synthesis in previous decades of research shows that leadership has direct and indirect relationships with student outcomes. Secondly, it was found that leadership drives (mediated effects) changes in improvement capacity. Under certain conditions, there is a reciprocal relationship in the elements of school's capacity for academic improvement,



**Figure 2.** SEM test results. SEM: structural equation modelling.

**Table 3.** Hypothesis testing results.

| Variable | Hypothesis | *p* Count | Cut-off value | Decision |
|---|---|---|---|---|
| X1 → Y1 | H0: There is no relationship between variables X1 and Y1<br>H1: There is a relationship between variables X1 and Y1 | 0.012 | 0.050 | H1 received |
| X1 → Y2 | H0: There is no relationship between variables X1 and Y2<br>H1: There is a relationship between variables X1 and Y2 | 0.031 | 0.050 | H1 received |
| X1 → X2 | H0: There is no relationship between variables X1 and X2<br>H1: There is a relationship between variables X1 and X2 | 0.000 | 0.050 | H1 received |
| X1 → X3 | H0: There is no relationship between variables X1 and X3<br>H1: There is a relationship between variables X1 and X3 | 0.042 | 0.050 | H1 received |
| X1 → X4 | H0: There is no relationship between variables X1 and X4<br>H1: There is a relationship between variables X1 and X4 | 0.000 | 0.050 | H1 received |
| X2 → X3 | H0: There is no relationship between variables X2 and X3<br>H1: There is a relationship between variables X2 and X3 | 0.000 | 0.050 | H1 received |
| X4 → X3 | H0: There is no relationship between variables X4 and X3<br>H1: There is a relationship between variables X4 and X3 | 0.000 | 0.050 | H1 received |
| X2 → Y1 | H0: There is no relationship between variables X2 and Y1<br>H1: There is a relationship between variables X2 and Y1 | 0.000 | 0.050 | H1 received |
| X2 → Y2 | H0: There is no relationship between variables X2 and Y2<br>H1: There is a relationship between variables X2 and Y2 | 0.024 | 0.050 | H1 received |
| X3 → Y1 | H0: There is no relationship between variables X3 and Y1<br>H1: There is a relationship between variables X3 and Y1 | 0.008 | 0.050 | H1 received |
| X3 → Y2 | H0: There is no relationship between variables X3 and Y2<br>H1: There is a relationship between variables X3 and Y2 | 0.000 | 0.050 | H1 received |
| X4 → Y1 | H0: There is no relationship between variables X4 and Y1<br>H1: There is a relationship between variables X4 and Y1 | 0.000 | 0.050 | H1 received |
| X4 → Y2 | H0: There is no relationship between variables X4 and Y2<br>H1: There is a relationship between variables X4 and Y2 | 0.010 | 0.050 | H1 received |
| Y1 → Y2 | H0: There is no relationship between variables Y1 and Y2<br>H1: There is a relationship between variables Y1 and Y2 | 0.000 | 0.050 | H1 received |
| Y2 → Y1 | H0: There is no relationship between variables Y2 and Y1<br>H1: There is a relationship between variables Y2 and Y1 | 0.037 | 0.050 | H1 received |

**Table 4.** Summary of direct and indirect relations between research variables.

| No. | Variable | Relationship | |
|---|---|---|---|
| | | Live | Indirect |
| 1 | X1 → X2 | 0.583 | – |
| 2 | X1 → X3 | 0.120 | – |
| 3 | X1 → X4 | 0.313 | – |
| 4 | X1 → Y1 | 0.241 | 0.440 |
| 5 | X1 → Y2 | 0.194 | 0.255 |
| 6 | X2 → X3 | 0.490 | – |
| 7 | X2 → Y1 | 0.484 | 0.177 |
| 8 | X2 → Y2 | 0.214 | 0.328 |
| 9 | X3 → Y1 | 0.291 | 0.055 |
| 10 | X3 → Y2 | 0.340 | 0.097 |
| 11 | X4 → X3 | 0.372 | – |
| 12 | X4 → Y1 | 0.392 | 0.154 |
| 13 | X4 → Y2 | 0.283 | 0.258 |
| 14 | Y1 → Y2 | 0.333 | – |
| 15 | Y2 → Y1 | 0.161 | – |

namely achievement and school growth. The important thing from this finding is that studies for school improvement suggest to strengthen the collaborative leadership of school principals and TP. More in this sharing shows that principals always encourage staff involvement in professional development programs and use their skills for the benefit of school development. In addition, it is clear from the analysis that the principals studied have skills in resolving internal crises, show flexible and responsive administrative characteristics and support teacher recommendations for school improvement.

In the context of political policy, the role of the principal's leadership and strategy is shown in the formulation of the school's vision and mission and human resource management as an indicator of implementing SBM effectively in secondary schools (Allen et al., 2018b; Vally and Daud, 2015). The principal's role is reflected in his leadership as a social institution that plays an important role in people's lives. Schools are transformers of the mind and also signs of the culture and development of a country. Therefore, all education problems are the main focus and interest of all parties because without an effective education system, the country will collapse. Being an important person at school, the principal functions as an administrator, manager and leader. An effective headmaster who is responsible of the administration involves a group of employees in a way that is accepted and valued. There are various leadership theories, and the most important thing in the implementation of SBM is the charismatic theory to guide in the initial stages (Cheng, 1995). Characteristics of leaders are personalities that are attractive and liked. Second, human relations theory presents the characteristics of a leader who gives serious attention to the task and to collaborate with his people and not be autocratic (Cheng, 1995; Owens, 2005). Third, theories X and Y in short, if the principal considers his subordinates to be lazy and irresponsible then they will be,

and vice versa if the principal considers his subordinates to be diligent and responsible then they will become so. Finally, situational leadership theory states that different conditions require different leadership styles and intelligence to understand the culture, the environment and the local community.

The results above indicate that in the upper stream, the role of school leaders and TP becomes very important as an intermediary between the indirect relationship of PC with SE and SA. This indicates that the roles of the principal and teachers are equal. The theory of SBM democracy states that the principal is always open, accessible and eager to communicate, friendly and always able to share experiences for school improvement. Furthermore, he needs to always appreciate and lead discussions or ideas presented by the teachers and consider arrangements proposed by staff to be more effective in management. In this theory, the principal also needs to participate in school activities or programs to show the team spirit. He must be someone who is always able to provide and encourage teachers and other staff to contribute energy and ideas from time to time. The theory of democracy is expressed in the laissez-faire theory when there are no restrictions or no control. The laissez-faire leadership theory gives teachers a great deal of autonomy, where they have a very large role and space to make decisions. But in conditions that are crucial and important for the future, the principal must demonstrate transformational leadership (Hoy and Miskel, 2005; Owens, 2005). Effective school leaders always try to increase both material and intangible capacity through their decisions, strategies and actions (Dinham and Crowther, 2011).

Green (2015) in his research states that within the framework of school improvement, the actions of school leaders are based on school work in certain communities. Exemplified in urban areas, leaders develop a broad vision for schools and society, positioning schools as important community assets that change culture and fight for the progress of society and schools. To support school reformation and improvement policies, Warren (2005) describes strong collaboration between urban schools and community-based organizations. In his case study, Warren argues that each management model seeks to develop new, stronger and more collaborative relationships with community members, parents and teachers. In building this collaborative bond, Warren's findings show that community organizations are important for developing social capital between schools and communities, and the problem of unequal power dynamics must be addressed when community groups work together with schools.

## Students' needs in SBM implementation

SBM also means that management and decision-making in the curriculum, staffing, financial planning and budgeting are made at the school level (David, 1989). It is believed that this change will increase school productivity and effectiveness, as well as improve SA (Odden and Wohlstetler, 1995). In addition, the influence, role and accountability of principals and teachers will improve school management and administration and make them better than traditional methods. However, this would mean additional workload,

and even risk management and accountability administration for principals and teachers. In line with this, in terms of implementation, teachers are encouraged to design curricula, choose teaching and learning materials and actively participate in planning and school decision-making (Dunlop and Goldman, 1991), all of which are directed towards meeting students' needs.

SBM is more successful in Indonesia than in other developed countries because the implementation of SBM directly focuses on the needs of students. In this research, the needs of students are represented in significance of covariance relationship between SE and SA. However, this success cannot be compared to schools in countries such as Malaysia (Vally and Daud, 2015) which are highly dependent on the internal conditions of their schools. In a previous study in Malaysia, Zarina (2003), using the school management initiative model, found a significant relationship between the factors of location and index and the type of SE and quality of administrators. He also found the principal's management strategy towards an effective SBM, namely a high management style that involves a positive relationship between teachers, parents and the community. The involvement of parents is increasingly meaningful in the formulation of the school's vision and mission (Quesel et al., 2017). Meanwhile, the relationship of CP to impact on SA is done through the central role of the teacher.

Teacher involvement in SBM and management style is at a good level. In reviewing the organization's tendency towards SBM, Zarina (2003) emphasizes the seven characteristics of effective school management, that is, setting out missions, customary practices, management of different role strategies, human relations, quality of management and effectiveness index. The research findings indicate a significant relationship between factor location and effectiveness index, not directly oriented towards the teaching process and student needs, and a significant relationship between facilities and practices and management strategies. This implies that the impact of the success of SBM only reaches the level of middle management, while the main issue is the needs of students. Recommendations from the World Bank survey in Indonesia (2013) confirm that the success of SBM has not yet revealed the increasing capacity of school principals, teachers and school committee members, the increasing ability of school staff to make managerial and teaching changes and the development of the education office ability to support the fulfilment of students' needs (The World Bank, 2013).

SBM in secondary schools that are oriented towards meeting the needs of students cannot only be done by the principal or teachers. The school must involve many stakeholders, both from inside and outside the school as teachers cannot just work alone. Research by Kraft et al. (2015) showed that most teachers in their research acknowledged that their individual efforts in accepting the challenges of their work and expanded responsibilities were not sufficient in assuring the success of their students' achievement. Other studies have shown that students' success cannot only be the responsibility of the school. Parents contribute greatly to the success of student education (Campbell, 2011; Desforgers and Abouchaar,

2003; Loveless, 2003). Students' success is even contributed by the role of family and relatives. For students in primary school or students who have special needs, the role of relatives is needed to help students become successful in their study. In traditional societies, with low and poor economical background, students' success is also contributed by relatives, neighbours and the donor community. In secondary schools, students' success is influenced by the collaboration of the school with the industrial world.

The second key in supporting the effectiveness of schools that are oriented towards meeting the needs of students is the central role of teachers in facilitating the implementation of an effective learning process. In Indonesia, the main tasks of teachers are stipulated in the law (4/2005). As explained in detail in the law, the position of teachers is as educators in schools and that teachers' main tasks are teaching, training, guiding and evaluating student learning outcomes. In the era of autonomy with demands for increasingly competitive learning outcomes in global competition, school governance is not enough to be only done by the principal and/or teachers. Leadership, management systems and collective work and partnerships are increasingly becoming the demands. Reformation in strengthening the autonomy of schools aims to make the system more flexible and responsive to the needs of the social environment (Dubs, 2005; Hangartner and Svaton, 2013; Huber, 2011). An administrator needs to find places and ways to communicate effectively with individuals and community organizations to gain more information on the ones that are interested in schools. Only then can they discuss the needs of the school and community together to meet the needs of students.

It must be understood by school administrators that the relationship between the school and the community will never be complete and there is a possibility of *trouble*. The problem that often arises in the relationship between schools and the community is the complexity of the components in the community. A factor that often triggers problems is the community norms that are often different from professional norms (school). In addition, the second factor that often causes problems with the relationship between schools and the community is the community's efforts to evaluate what is happening in the school and want the school as an initiator in everything that is needed by the community. Often the community also demands to be further involved in the decision-making process at school. In response to this, an administrator should not automatically fulfil all the desires of the community. He needs to find a way to coordinate all of these to be aligned with their hopes of improving and developing the vision and mission to achieve school academic achievement (Allen et al., 2018a; Gamage, 2008). So, to show the orientation to the academic needs of students, there are four markers of factors that influence the school autonomy through SBM. First, it is measured based on the number of final decisions made by the school in relation to the school managerial field. The decision, as reported by the school principal, was made without the intervention of stakeholders outside the school, such as from the district, subdistrict, province or country. Second, the influence of the principal on school managerial affairs: measured by the level of influence on the managerial affairs of the

school, including the development of vision, goals and school work plans, procurement of goods and materials and school facility planning. Third, the teacher's influence in teaching: measured based on activities such as syllabus development, teaching methods and materials, student grouping and selection of exam materials. Finally, parent and community suggestions: measured based on the number of school affairs that get suggestions from parents.

## Conclusion

In this article, we suggest that to find out the impact of SBM on SA, it is necessary to explore many elements of the ecosystem in school operations. By surveying the experience of more than 10 years of SBM practice in marginal schools in Indonesia, it can be seen that TP is the centre of mediators between the elements of the upper stream that depart from the SBM PC that influences SA as the lower stream. This finding shows that the success of SBM in Indonesia is somewhat different from other successes in other countries in the world (Barrera-Osorio et al., 2009) and different from allied countries (Vally and Daud, 2015) which were initially dependent on school operational funds with the head school as the centre.

Another finding in this article that is of particular concern is PL, which is interpreted as an extension of the PC of the superintendent and government officials in intervening in development practices to advance and improve school quality. This indicates further suggestion that subsequent research suggests exploring SBM in relation to the democratization of the government system, so that deficits do not occur as in Australia (Kimber and Ehrich, 2011).

### ORCID iD

Nurul Ulfatin ![ORCID] https://orcid.org/0000-0002-3457-3689

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## Author biographies

**Nurul Ulfatin** is a lecturer and a researcher in Department of Educational Administration, Faculty of Education, State University of Malang. The research expertise field is about management in formal education especially in rural and marginal area.

**Mustiningsih** is a lecturer and Head Department of Educational Administration in State University of Malang.

Mustiningsih was a head operational of School Base Management Centre in State University of Malang.

**Raden Bambang Sumarsono** is a lecturer in Department of Educational Administration, Faculty of Education, State University of Malang. Main interest of the researcher is about educational management problematic.

**Jamal Nordin Yunus** is a lecturer and researcher in Department of Educational Leadership, Faculty of Management and Economic, Universiti Pendidikan Sultan Idris, Malaysia. Main interest of researcher is about school leadership.