DISCOVERING POLICY, ATTITUDE, AND CONSTRAINTS ON SCHOOL-BASED MANAGEMENT

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Abstract

Purpose of the study: This research mainly focuses on identifying and analyzing policies, attitudes, and constraints made by the bureaucrats of education and other school stakeholders about the existence of school-based management (henceforth called SBM), and further it examines the obstacles encountered in implementing school-based management.

Methodology: The research used is descriptive analysis. In assessing data, this study used two types of measurements, namely, questionnaires and interviews. The questionnaire was used to explore the attitude of the stakeholders toward the existence of SBM. A total of 520 respondents have distributed the questionnaires which contained 60 items of each of these categories: instructional competence (10), professional competence (10), financial competence (10), and leadership issue (30). Furthermore, in the interview section, all four respondents are from each representative of four districts; Banda Aceh, Aceh Besar, Sigli, and Lhokseumawe. The framework of interview guidelines was then adapted from Daresh, et al. (2010) and the interview is eventually to grasp the respondents' views on the obstacles and constraints on the implementation of SBM.

Main Findings: The results of this study reveal that there were no written policies drawn up at the provincial and district level of the ministry of education about the implementation of SBM. Most stakeholders more than 50% tended to view the existence of SBM as positive. Although SBM has never been formally implemented in schools, some schools have started implementing some of the SBM concepts.

Applications of this study: The researchers found that there are a variety of obstacles faced during the implementation, including decentralization, authority, decision-making, knowledge of management practices, roles and responsibilities, compensation, finance, leadership, and community care.

Novelty/Originality of this study: To date, there is a limited amount of studies with their main focus on school-based management in Indonesia. Based on the written policies of school-based management is considered one of the vital elements to reach a good education. Besides, schools must have SBM due to it is regarded as the guideline to examine whether the bureaucrats of education and school stakeholders have already implemented the regulation to run the education accordingly.

Keywords: *Discovering Policy, Leadership, Attitude, Constraint, School-based Management.*

INTRODUCTION

The success of educational development has contributed to the success of the development of other sectors. Such is the case in several countries which are now considered to be in the category of advanced and powerful countries, such as the United States and Europe in the Western world, and Japan and South Korea in the Eastern world. One of the indicators is the rapid progress in the proper and adequate management employed in the schools (Badroeni, 2018; Cheung & Lee., 2010; Mannhardt, et al., 2018).

Wohlstetter and Mohrman (2011) conceived that to demonstrate commitment and a positive attitude toward the implementation of SBM, the government should trust the principals and school boards to determine how to achieve the goals of education in each school through SBM. Written agreements, in the form of a policy that contains the detailed roles and responsibilities of each of the stakeholders, need to be made and approved by both the Ministry of Education and by each school administration. The agreement should also clearly state the standard that is used as a basis for assessing school accountability. Each school needs to develop an annual performance report that covers how well the school has performed in an attempt to achieve goals and objectives, how the school uses its resources, and what are their plans.

Baron, et al. (2013) then suggests there should be special training in various aspects of SBM, such as group dynamics, problem-solving and decision making, conflict management, presentation techniques, stress management, and interpersonal communication in groups. This training should be for all parties including in school and community members (stakeholders), especially at the early stages of the implementation of SBM. Besides, principals need to be equipped with the knowledge and competencies of effective leadership (Goldring, 1990).

LITERATURE REVIEW

School-Based Management

Peterson (2011) has figured out that the implementation of School-Based Management (SBM) must be continuously performed and optimized. The experience of implementing SBM in several schools in the United States showed that the district education authority delegated authority to the school. Those schools which received such delegation tended to have good leadership properties to empower others. Wohlstetter and Mohrman (2011) commented on the indication that a successful reform also requires the existence of communication networks and financial commitment to the professional development of teachers and principals. Besides, the parties involved must be committed and ready to accept new roles and responsibilities. The teachers must be prepared to assume responsibility and pleased to have the authority to improve the quality of teaching, while also assuming accountability for their performance (blasé & Blase 2004: 2008).

The Manuscripts of Public Policy Budget of Aceh published in 2008 and the education Strategic Plan of 2007 implied that the education sector is one of the priorities of development. Regarding the national education policy, the building of school management capacity should be one important aspect of educational development to improve the overall quality of management of education in Aceh. Referring to the problems of school management, there are several urgent concerns in achieving educational goals as mandated in the Act of National Education, i.e. a) the government's commitment and the attitude of all school stakeholders on the implementation of school-based management, and b) the obstacles that may be encountered in the implementation of SBM in schools.

There are many studies conducted worldwide referring to educational policies such as Arong and Ogbadu (2010) unveiling the declining educational system in Nigeria. Next, the studies by Daresh, et al. (2010), Hallinger and Heck (2006), King (2011), Wahlstrom and Louis (2008) who have explored the school restructuring, also teachers experience principal leadership: The roles of a professional community, trust, efficacy, and shared responsibility, it also examines the micro politics of teacher work involvement: Effective principals' impacts on teachers. Politics is assumed to have correspondence to well develop schools (Kaplan & Owings, 2002). However, Andrews and Soder (2007) informed that the context of Indonesia's educational policy is rare. Thus, the researcher would conduct this study and tried to figure the purpose to explore and analyze the commitments of the educational bureaucrats to the implementation of SBM, and attitudes of stakeholders towards the implementation of SBM in schools. Also, this study identifies and reviews the obstacles or constraints faced by school leaders and other school stakeholders in the implementation of SBM. The result of this study would benefit bureaucrats and educational practitioners in policy-making related to the implementation of SBM in schools. Furthermore, information on the constraints found in this study can be used as input to anticipate and find the best solution for an optimal implementation of school-based management.

METHODOLOGY

The research used in this study is qualitative with descriptive methods. In assessing data, this study used two types of the nature of data, namely, questionnaires and interviews. Data analysis is a process for obtaining raw data and converting it into information useful for decision-making by users. Data is collected and analyzed to answer questions, test hypotheses, or disprove theories. To analyze the data, the researchers used the method of descriptive technique. It is aimed to elaborate on the results/findings of questionnaires and interviews accordingly. The questionnaire was used to explore the attitude of the stakeholders toward the existence of SBM. A total of 520 respondents have distributed the questionnaires which contained 60 items of each of these categories: instructional competence (10), professional competence (10), financial competence (10), and leadership issue (30). The aim of having interviews is eventually to grasp the respondents' views on the obstacles and constraints on the implementation of SBM. The framework employed promoted by (Baron, et al., 2013). It should be clarified here that the attitude in this context is defined as an evaluation (positive-negative) of the object (Baron, et al., 2013). In other words, the thing to be measured in this study is the evaluation (positive-negative) by individual stakeholders in regards to SBM.

Besides, the sample of respondents includes different school levels; elementary school, junior, and senior high schools. Furthermore, bureaucratic officers were selected from several of the provincial and district education ministries. Each district covers 13 schools (3 elementary schools (SD), 5 junior high schools (SMP), 3 senior high schools (SMA). Moreover, each school includes 8 stakeholders (6 internal and 2 external). The number of bureaucrats, including supervisors of each district, is 9 (1 head office, 3 section heads, 2 subsection heads, 3 supervisors), and other stakeholders (MPD=education council, DPRK=parliament, and community organizations) are each represented by one person.

To identify problems related to the constraints faced by school management and stakeholders in the implementation of SBM, the interview was conducted which was then descriptively analysed in depth. The total samplings of interviewees are four informants. All four respondents are from each representative of four districts; Banda Aceh, Aceh Besar, Sigli, and Lhokseumawe. The framework of interview guidelines was then adapted from Daresh, et al. (2010).

For the selection of research sites, the stratified sampling method was used (Creswell, 2003). Several aspects such as geographical area, level/rank of the quality of schools, and schools that receive the most dominant SBM knowledge

under the standard of the ministry of education were considered. This underlies the determination of sampling locations in Banda Aceh, Aceh Besar, Sigli, and Lhokseumawe.

RESULTS

Survey Result

The commitment and attitude of school stakeholders toward the implementation of school-based management (SBM) was traced through analysis of written policy issued by the government of both the provincial and district ministry of education. The stakeholder's attitude exploration was performed through questionnaires. Results showed that no written policy regarding the implementation of SBM is a derivative of the central policy that was found at either the provincial or district ministry of education. Therefore, no analysis of the written policy was eventually made in this research. Thus, it can be concluded that there has been no written commitment of the provincial or district government to the implementation of SBM in schools within the Aceh Province. Aceh has a specific interest in policy, education, and sharia (Fata, et al., 2018). In terms of education, the finding of this research suggested that there is a contrary to the duties and functions of the provincial education office bureaucracy outlined in the booklet of *School-Based Management Implementation*, Ministry of Education, 2007. In the booklet, it is confirmed that the Provincial Education Department is given the duties and functions to disseminate the policy and strategy of SBM that have been set by the Ministry of Education. The Provincial Education Department develops technical guidelines for implementation, monitoring, and evaluation of the SBM in the district area. The absence of an official policy of the provincial government on the implementation of SBM in schools indicates that the provincial government does not out serious effort into improving the quality of school management.

However, other forms of the commitment of the stakeholders toward the implementation of SBM can be traced through the attitudes of stakeholders.
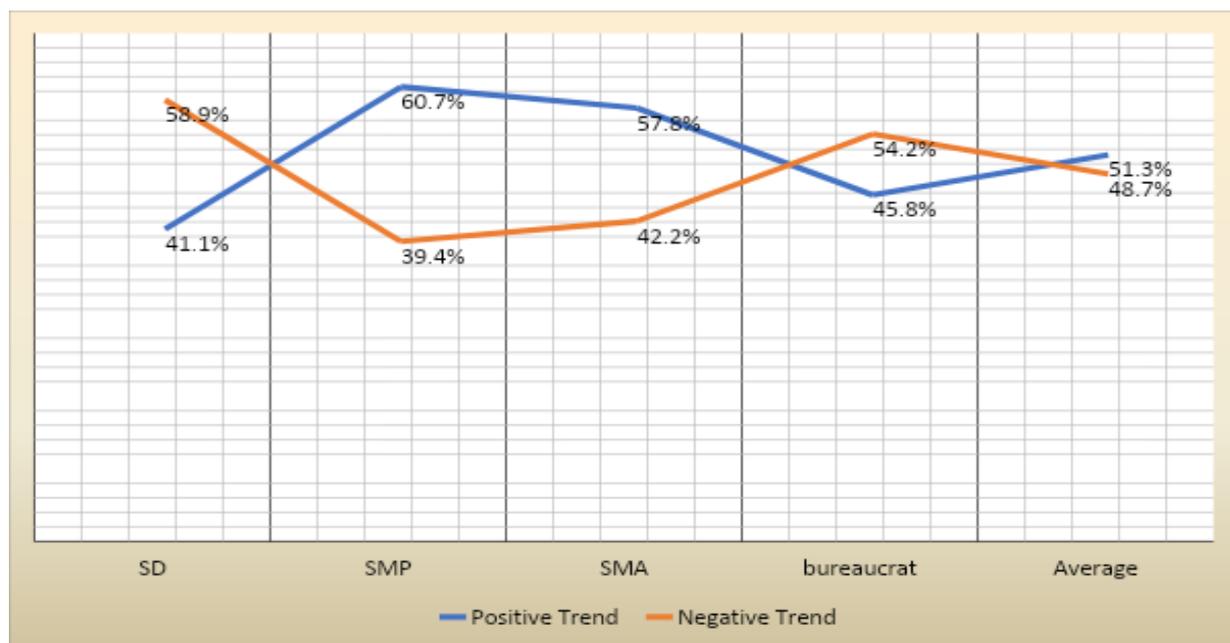

Figure 1: Trend of attitude toward SBM according to school stakeholders and district education ministry bureaucrats

It can merely be asserted that, in contrast to the school levels (SMP, SMA) and bureaucrats at the district education ministry level, responses from primary schools (SD) and bureaucratic officials of the education ministry tend to be negative (58.9%, 54.2%) towards the implementation of SBM in schools. However, 60.7% and 57.8% of the respondents from junior high (SMP) and senior high school (SMA) view the implementation of school-based management positively.

Among school management, (Figure 2), those who tend to be more positive towards the implementation of SBM include school principals, heads of school administrations, vice principals, student council representatives, and representatives of parents in school committees. Meanwhile, the treasurers, the chairman of the school committee, and the representative of teachers in the school committee are more negatively inclined towards the implementation of SBM in schools.

Although the SBM has not been formally implemented at schools, some SBM concepts are already practiced in some schools. Schools practicing the concept of SBM indicate that there are obstacles to its implementation. Such constraints include the issues of decentralization, authority, decision making, and lack of knowledge, vague roles, and shortage of funds, leadership style, public care, and free schooling campaign strategies. The government, which in this case is the provincial education ministry, needs to develop written policies related to the implementation of SBM is a derivative of

the policies issued by the central government (Ministry of Education), especially those policies already mandated in the Act of National Education.
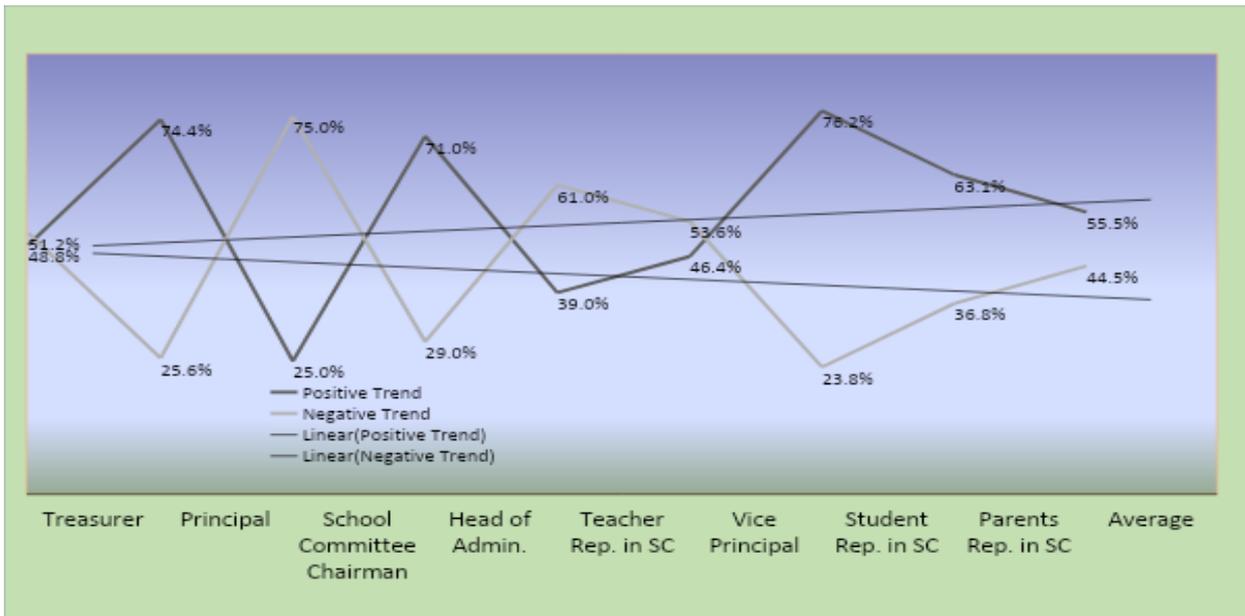
Figure 2: Trend of stakeholders' perspectives on school-based management

Based on the written policy issued by the provincial government (provincial education ministry), the district education ministry should then explicitly include these policies in district education policy. This policy tends to be the basis for the school to implement SBM. However, Jantzi and Leithwood (2006) told that the preparation or the making of such a policy must be synchronized with other district government policies that have been previously issued, particularly those associated with the development of education so that the implementation of SBM does not collide with or contradict other development policies.
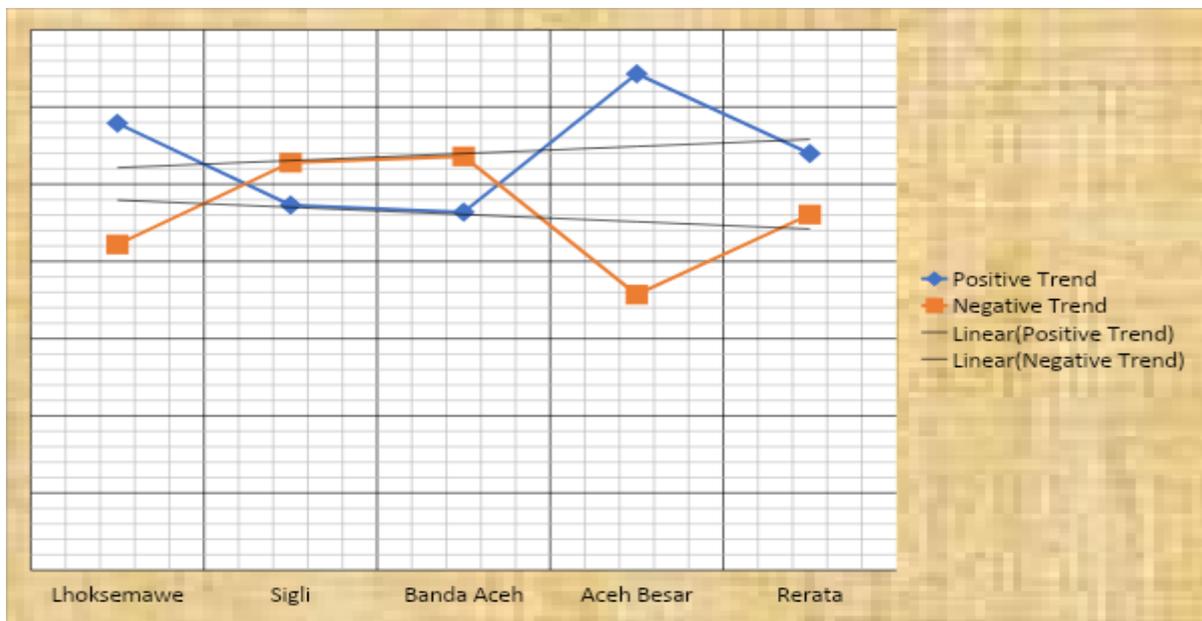
Figure 3: Trend of attitude toward SBM based on regional districts

This figure (3) portrays the trend which is viewed in the districts of Aceh Besar and Lhokseumawe. In these locations, it was determined that the results of attitude tended to be more positive (64.3%, 57.9% respectively) towards the implementation of SBM in schools in their area. Two other areas, Banda Aceh and Sigli (53.6%, 52.8% respectively), expressed more negative trends. Such a figure (53.6%) shows that above 50% of school stakeholders have realized the importance and advantage of SBM application in schools. They believe that SBM can improve student learning achievement. This credence is by the statement of (Darling-Hammond, 2000), which states that if management education is focused on in schools, then student achievement is more likely to increase. Another researcher Cotton (2003) merely discussed that students' achievement relied on how the school is managed. Besides, Leithwood (2004) inserted that

stakeholders (principals, teachers, parents, including students) have a right to greater control, both to the education process and the financial administration. In this regard, Peterson (2011) confirmed that through school-based management, the opportunity to control the education process in schools is greater when given to school principals, teachers, students, and parents. School stakeholders, especially those bureaucratic officials who have authority on educational policy-making (provincial and district), have never provided their commitments regarding the implementation of SBM in the form of a written policy (at least a derivative policy anchored in Ministry of education). Therefore, analysis of the synchronization of SBM policy with other education policies cannot be made. However, 57.9 % of the stakeholders covered in this research tended to be positive about the implementation of SBM in schools in the current state.

The number of stakeholders who tend to be positive (57.9%) should be increased to above 70% so that the support for SBM becomes stronger. This might be done by providing school management and stakeholders with intensive SBM training. It is also necessary to find effective solutions to overcome any constraints assumed to occur when SBM is implemented in the future (Stronge, 2002). It is also suggested that to anticipate the obstacles in implementing SBM, schools should hold regular workshops which can be facilitated by local education authorities.

Interview Result

The experience of the school members (school management, teachers, and other internal stakeholders) also indicates that the school principals' ability in team building and group work or collaboration is low so that the individual activities seem to be more obvious than teamwork. Similarly, decision-making is dominated by school management since the decision-making process itself is not well structured and systemized. Most school principals have not taken the school-based management training so that they have very little background knowledge about the practice of SBM. However, some principals were told to have been trained in SBM, but this was limited to an introduction to SBM. SBM was one of the training subjects within the school leadership or teacher training curriculum. The school principals commented:

E1: *"We've never learned SBM in an SBM special training program, let alone experienced practices in the form of SBM simulation".*

They believed that if the training is more oriented to the practices of SBM, leadership behaviour can be changed because they can immediately feel it. Some school principals said,

E2: *"If we are allowed to carry out a pilot project as a follow-up of the training practices, we are sure that we can do it successfully".*

The school management and bureaucrats of education ministry assert that the public highlights their critique only of the weakness of the school management and administrators, but few people provide concrete solutions to the school problem in the form of direct participation in the improvement of school operation and school development. For example, some people suggested involving the public in overcoming the shortage of teachers. The school management expects that such a suggestion should not only appear in the newspaper or other public media but be directly delivered to schools in the form of an implementation procedure.

Moreover, Lingyi (2010) asserted that the stakeholders demanded that school management should react positively towards public proposals. The public may give more effort and attention to the development of education if their critiques or suggestions are heard and appreciated. All stakeholders of different backgrounds believe that public awareness of education is still relatively low. Besides, the school management has not given their attention to awaken the spirit, motivation, and desire of society to participate in educational development.

E3: "We *are afraid that if the school is free of charge how then we survive to promote the school".*

Most school stakeholders at all levels criticized the way the government campaigned and promoted the concept of schools that are free of charge. They questioned what aspects or educational components are considered free of charge. The government's statement on "free of charge" has brought about the belief on the part of the society that the government is responsible for all components of education. Thus, the government does not place the responsibility of educational costs upon parents. The public now believes that all components of education are without charge so that the parents' responsibility for school operation and development seemed to decline as a consequence of such a statement.

On one hand, the government encourages the community to take part in the educational development process. Such a promotion is in line with the concept of school-based management, which encourages the school management and stakeholders to campaign for community participation in the development of the school. On the other hand, this concept of participation now contradicts the issue of school free of charge. The school management and other stakeholders envisage that such a phenomenon would ricochet and become a significant constraint on the school in the future to activate the community participation in the development of education. Thus, such an important aspect of SBM would be difficult to implement.

E4: *"... Maybe there should be a solution for funding to develop our school management. Otherwise, the school would have no fee to maintain the school program".*

Most stakeholders assume that the government's financial capacity (especially the source from APBA/APBK) is still too limited to pay for optimal education development. The development of the economic sector is one crucial sector to be prioritized in Aceh, which has recently emerged from social conflict and natural disasters. Therefore, we still need a high level of community participation in funding education. The school management and other stakeholders suggested that the government campaign the policy of the school is free of charge in a more transparent and accountable manner, with a clear explanation or illustration of the required components of education for individual students. The government should define what components of education are to be funded by the government and which components are to be directly paid by the community to schools. In this way, the public can be aware of their responsibility in education development, and the SBM concept of participation may be easily facilitated.

DISCUSSION

Survey

The School Board questioned the fact that although the regional autonomy Law No. 22 and 25 the Year 1999 was agreed upon and approved by the government and parliament (it has even been updated with Law Number 32 the Year 2004 regarding a paradigm shift from centralized to decentralized governance), local government, in this case, provincial and district education ministry, has not yet consistently executed it so that the rights and powers of educational execution have been transferred from the centres to the schools and community. The school community also criticized that the principles of democracy, transparency, professionalism, and accountability have not been conducted by top management, both in the scope of the school and the scope of the office of the education ministry. Bureaucratic officials at the district level explained that the limitations of competence, capability, and distribution of human resources at the district level are one of the constraints on applying laws on district autonomy to optimize education (Yasin, et al., 2011).

The top and middle ranks of the bureaucracy at the district level of education ministry commented that the role and working procedures of autonomy are still vague, and the financial support from local revenue and expenditure budget is limited. This financial situation makes it difficult for the government to distribute budget in proportion to the needs of the school. On the other hand, external stakeholders explained that the top and middle levels of bureaucracy, including district leaders and the legislature, have not fully understood the conditions and significance of education, which influences the budget allocation for education.

Van Der Werf, et al. (2000) asserted that most school members (of the research subjects) sometimes feel frustrated with the results of their work performance. One of the responsibilities of schools and external stakeholders is to devise and implement school planning. However, Gross and Herriott (2005) mentioned that relatively little of their planning can be realized because of high levels of intervention from the bureaucratic staff of education ministry in school planning. The substance of the planning component is strongly determined by bureaucratic superiors. This policy was mainly related to the source of funds budgeted from the local (district or province) revenue and expenditure budget. Schools tend to be given a position as executors of the plan instructed from superiors so that the organization of various activities related to the improvisational learning process cannot run as expected by the school members and other school stakeholders. From the policymakers' perspectives, supervisors and bureaucratic superiors in education are still resistant to change as mandated in the law of education. In reality, the structure of school planning is still top-down, rather than bottom-up.

Top management (at the provincial level) exposes that decision-making ability of human resources at the district and school level still needs to be improved, especially in terms of the decision-making techniques and methods, so that the dependence on the upper management level (provincial offices) can be gradually reduced. For example, any autonomous decisions, by the laws and regulations, are not yet implemented. On the other hand, Siens and Ebmeier (1996) discussed that the district bureaucrats gave the argument that it is still difficult for them to make decisions on the implementation of SBM at the schools for several reasons. First, technical guidance from the centre (provincial office) does not exist. Second, training for facilitators has not been done systematically, so that no SBM facilitators/trainers are yet available in the district level (Ülger, et al., 2014).

The above constraints have implications on the operational level in the school. There are no instruction manuals or standard guidelines that include the structure of authority of SBM implementation available in schools. Such guidelines should be provided by the office of the education ministry. As a consequence, the school management is hesitant to make decisions on the formal administration of SBM implementation. Therefore, the majority of schools still practice traditional management. Although some basic principles of SBM have been adopted by some schools, good decision-making processes related to the budget, personnel, and curriculum cannot be completely employed according to the pattern and the concept of school-based management. The involvement of the public or other stakeholders in the decision-making process is still relatively low. As a consequence, according to the external stakeholders, decision-making is still dominated by the school management, especially decisions related to the projects funded by the district, provincial, and national government. When a school construction or development funding is sourced from the public, a new decision-making role is given in full to the school committee. Consequently, psychological gaps between the school management and school stakeholders of the school appear. The motivation of school stakeholders, especially external stakeholders, declines; their commitment is low due to the imbalance of authority and involvement in the decision-making process (Ubit, 2017).

Interview

Under the present results, previous studies have demonstrated that SBM leads the good management at school. Besides, the management at the provincial level (ministry of education) claimed that SBM training has been given, especially to the school principals and administrators. The training was provided both in-country and overseas (Malaysia). Nevertheless, it was admitted that the number of trained principals and school administrators are still limited in number, and no training was provided to stakeholders. It is expected that the campaign and training of SBM for all stakeholders can be provided by the district education ministry (Elmore, 1999; Elmore & Burney, 1999). The bureaucrat of district education ministry affirmed that SBM is still at the conceptual level. The campaign from the provincial level to the district level is limited; policies on district obligations and technical guidance, supposedly to be provided by the provincial office of education ministry, are not available. This has an impact on the budget allocation for technical and policy implementation, which does not exist. Which human resources personnel have received training is also unclear, because the administration of recruitment and placement is not well systemized? "*It's difficult to get in touch with those who have received such special SBM training",* said several stakeholders at the district education ministry. School stakeholders commented that although training has been undertaken by certain principals, they seemed not capable of implementing SBM in their school.

Some school principals affirmed that the training is still theoretically-oriented, not practically-oriented. Behavioural change is difficult to implement without practice, or at least exercises in the form of simulations related to communication practice, decision-making practices, the practice of interacting with the public, stimulating public participation practice, and practice preparing the budget and school plans.

Weller and Weller (2002) revealed that each of the school stakeholders, both internal and external, stated that their role in implementing SBM in schools is vague. The school stakeholders, except for school principals, did not feel that they were involved in the process of implementation of SBM. The principals have not run a school operating based on the concept of SBM officially, although some claim to have adopted SBM principles (Smith & Andrews, 2009). Besides, there are no specific targets currently formulated to ensure a successful mission and vision of the school through the application of school-based management. Therefore, the structure and systematic roles for all school stakeholders have not been prepared and formulated formally. Weber (1989) inserted that the roles and responsibilities of stakeholders' participation in the administration of schools are still limited. Also, the education ministry at the district level (as the school's direct supervisor) has not provided the school with any instruction or guidelines to implement SBM (Lingyi, 2010).

Although not in the context of the SBM implementation, the involvement of stakeholders (even though relatively in a small portion) in the development and expansion of school exists. Theoretically, for those stakeholders who are incorporated in the school committees, their roles and responsibilities have grown and expanded, particularly in urban schools (Whitaker, 2008). However, in practice, only a small number of committee members participated in the school decision-making process fully. In some schools (rural areas in particular), the school committee only exists as a symbol. Such a phenomenon is mainly due to the factor of compensation in the form of rewards or financial incentives.

Rokhman, et al. (2014) revealed that giving awards to the stakeholders who succeeded in carrying out their roles or responsibilities does not exist, either from the school principal or from the head of the bureaucratic official at the district education ministry. The compensation issue may decrease the commitment, loyalty, motivation, and attention of school stakeholders in providing their participation in the development of the school. Even so, Peterson (2011) contradicted this, saying stakeholders expect more rewards in the form of appreciation rather than financial incentives. Those who spend more time on school activities (by being a member of a school committee, in particular) expect financial incentives. Stakeholders predicted that the issue of compensation would be a constraint to be considered if the SBM is later adopted officially in the school.

According to most school leaders, they essentially have a great desire to organize the process of education development (school development) through school-based management concepts (Wohlstetter & Mohrman, 2011). However, the financial aspect is the problem. The financial aspect is related to the school budget planning process, which is so far not in line with the resolution of the budget components by the district ministry of education. The school does not focus its claims on the quantity of the budget but rather on the proportional allocation of the budget component.

Some schools expressed readiness to implement SBM if the allocation of school budgets is in line with the plan for which they set at the school level. The district education ministry suggests that the central government (ministry of education) and province (ministry of provincial education) do not only provide authority to pilot the SBM project, but also support it by allocating sufficient financial incentives. The pilot project brought the result in various inputs that might be used for the improvement of further SBM implementation (Hallinger & Murphy, 2006). District stakeholders believe that the pilot project that may be initiated by the central or provincial government can encourage the district government and local legislature to pay more attention to the support of the SBM implementation.

Another factor that is feared by many stakeholders is delivered by Lashway (2002) is the aspect of transparency and accountability of principal leadership on school financial management. This can result in depleted trust of stakeholders

in the management of the school, the principal leadership in particular. Moreover, the seriousness and commitment of the stakeholders' participation in the school administration may decline.

School stakeholders assert that the bureaucrats (education ministry) and the legislature give less attention than they should to the important aspects of educational development, especially aspects of quality education (Sheppard, 1996). From year to year, the budget allocation for education still focuses on aspects of physical development rather than quality development. The legislature is still paying attention to the development of physical construction rather than quality education development. As for physical development, the school infrastructure (school buildings) in Aceh is now sufficient.

Baron, et al. (2013) is primarily concerned with the fact that bureaucrats at the provincial and district level allege that the principal leadership qualities *are not sufficient* to run a school-based management concept. The recruitment system of school principals in the autonomous era is strongly controlled by the district leader, who tends to neglect the principle of selectivity. The school stakeholders (internal and external) argue that the leadership of school principals is still weak, and autocratic, and they show little managerial skill. Besides, the researches of Sheppard (1996) and Tucker (2003) merely addressed that leaders' attitude and instructional directing mode is more prominent than that of guiding, protecting, and facilitating.

CONCLUSION

School stakeholders, especially those bureaucratic officials who have authority on educational policy-making (provincial and district), have never provided their commitments regarding the implementation of SBM in the form of a written policy (at least a derivative policy anchored in the central education ministry). Therefore, analysis of the synchronization of SBM policy with other education policies cannot be made. However, 57.9% of the stakeholders covered in this research tend to be positive about the implementation of SBM in schools in the current state.

Although SBM has not been formally implemented at schools, some SBM concepts are already practiced in some schools. Schools practicing the concept of SBM indicate that there are obstacles to its implementation. Such constraints include the issues of decentralization, authority, decision making, and lack of knowledge, vague roles, shortage of funds, leadership style, public care, and free school campaign strategies. The Government, in this case, the provincial education ministry, needs to develop written policies related to the implementation of SBM is a derivative of the policies issued by the central government (Ministry of Education), especially those policies already mandated in the Act of National Education. Based on the written policy issued by the provincial government (provincial education ministry), the district education ministry should then explicitly include these policies in district education policy. This policy will be the basis for the school to implement the SBM. However, the preparation or the making of such a policy must be synchronized with other district government policies that have been previously issued, particularly those associated with the development of education, so that the implementation of SBM does not collide with or contradict other development policies.

Furthermore, the number of stakeholders who tend to be positive (57.9 %) should be increased to above 70%, so that the support for SBM will become stronger. This might be done by providing school management and stakeholders with intensive SBM training. It is also necessary to find effective solutions to overcome any constraints assumed to occur when SBM is implemented in the future. It is also suggested that to anticipate the obstacles in implementing SBM, schools should hold regular workshops which can be facilitated by local education authorities.

LIMITATION AND STUDY FORWARD

The limitation of this study is that when determining the constraints of school-based management the respondents have no idea about the fact of the solution itself. Thus, this study urged further researchers to discover stakeholders or authorities interview and document analysis towards development policies, since the policy is believed as a prominent point.

ACKNOWLEDGMENT

AUTHORS CONTRIBUTION

In this research, the first author contributed to designing the instruments and collecting data from all participants. Meanwhile, the second author contributed to analysing the data, the methodology, results, and conclusion. During the revision process, both authors discussed the revision and re-arranged data as suggested by the reviewers and chief editor.

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