

# Effect of School Based Management on Teacher Job-Satisfaction and Job-Performance

Wesly Hutabarat<sup>1\*</sup>

<sup>1</sup>Department of Chemistry, Faculty of Mathematics and Basic Science, State University of Medan  
\*Corresponding author: barathuta@gmail.com

**Abstract.** Introduction of Weber's organizational structure into Indonesian Educational system since the Dutch colonial resulted in a difficult time. The use of Weber's organizational structure had made it difficult for teachers to make decisions concerning with schools facilities, curriculum, and student recruitment. The school principals usually had to wait for sometimes from their superintendents to make decisions concerning with school facilities, curriculum and student recruitments. Introduction of School based management into Indonesian Educational system since 2003 has made a great impact on teacher job satisfaction and job-performance. Recent studies showed that 57.30% of school based management directly contributed to job satisfaction and indirectly 11.10% contributed to job satisfaction through work motivation. Further investigation reported that total effect of school based management toward job-satisfaction and job-performance were 48.4% and 30.8% respectively. It was concluded that school based management contributed a great impact on teacher job-satisfaction and job-performance.

**Key words:** job-performance, job-satisfaction, school based management

## INTRODUCTION

Indonesia has established public high schools throughout Indonesian archipelago since its independence in 1945. The present of public high schools have made it possible for the people to study science and arts and resulting in its growing up from under developing country into developing country in the last twenty years. Indonesia has been trying to escape from the influence of the Dutch government since its independence by encouraging students to study science and arts in English rather than in the Dutch. By doing so, many Indonesian citizens who were grown and taught in the Dutch schooling system suffered from their lack of English Background and Indonesian educational system back to basic.

As a result, Indonesian government tried to invite English Speaking country experts to introduce English into Indonesian educational schools, mainly from the United States and United Kingdom and Common Wealth Countries. Therefore, Indonesian educational system followed Western educational systems, without having human resources to cope with the new educational system. By establishing new high schools throughout Indonesia, it is believed that Indonesian citizens would soon get prosperity at all. However, it causes many problems due to the lack of school facilities and lack of management.

Indonesia has been tried to manage the schools to get into International levels. However, there were number of civil wars that stumbling Indonesian economy and educational managements. It was until 1965, when the Indonesian communist party failed to take over power from the Indonesian official government and then General Suharto took power from President Soekarno, and Indonesian government tried to get out from poverty. Soeharto regime was known as the most powerful government at the time in which he stayed in power for almost 35 years. In his power for nearly 35 years, he proved that he made a number of developments in educations and communications by launching Indonesian satellite into the air and it enhances the use of televisions and internets in Indonesia.

Introduction of televisions and internets have made it possible to watch events directly around the world. Since televisions usually broadcast news and live events into the air, therefore people can watch the events directly and have made it possible to distinguish between good and bad events, and resulted in unrest in many parts of the world.

In year 2000 Indonesian people revolted against dictatorship implemented by the president Soeharto, and resulted in his resignation and the power was given to his successor vice president Prof. B.J. Habibie as the President of Indonesia in replacing him.

During his power, he introduced new government functions which were devolved to local government, except for six absolute power that kept by the central government. In this case, local government was provided with authority to develop according to its preferences.

The introduction of limited decentralized educational system has made rooms for introduction of School Based management into Indonesian Educational system in year 2003.

### **School based management**

School Based Management (SBM) is a decentralized educational system which is defined as a strategy to transform school organizations from centralized to decentralized organizational structures (Caldwell, 2005:2; Abu-Duhoi, 1999:30; Gertler et al., 2007:2; RAND Research, 2012:1). This organizational structure has been implemented to Indonesian educational system since year 2003 (RAND Research, 2012:1). The range of SBM can be classified from "weak" (decentralized very little autonomy on a few areas) to "strong" (responsible for almost all decisions) reforms (Patrinos et al., 2007:5). Generally, it is mainly considered as decentralizing authority from the central government to school levels. Generally, transformation of centralized organizational structure to decentralized one will take years in order to see its impacts on outcomes. (Caldwell, 2005:12; Watson, 2004:2). It was found that implementing SBM results in conflict of interest between school principals, teachers and parents, which is due to the transferring authority to the teachers and parents (Patrinos and Rubio-Codina, 2007:4; Watson, 2004:8). A lot of school principals are reluctant to give up their decision making power, and give it to teachers and community (De Grawe, 1994:2; Caldwell, 2005: 10; Watson, 2004:2). They were not willing to resume decision making and authority, and to act independently in decision making process, which is due to the fact that school district authority continued to strongly affects school policies and practices (RAND Research, 2012:2).

Furthermore, Fullan and Watson (1999:4) reported that the use of SBM in developed countries failed to improve pupils outcomes, due to its failure to trigger changes in connecting SBM variables to pupils learning outcomes. Other researchers found that there

is a positive correlation between SBM reforms and improved school access in rural areas and poor communities, reduces dropped out, and repetition rates (Patrinos and Rubio-Codina, 2007:35) and improved students outcomes especially in developed and developing countries (Watson, 2004:7).

Basically, implementation of SBM in Indonesia reported that parents and community participation in decision making was very limited, school district authority continued to influence school policy and practices, teachers were rarely involved in making decisions without asking approval from school district authority. It was also found that teachers, parents and community board lack of skill in implementing SBM, and level of teacher education also affects the implementation of SBM. In addition, there is no significant relationship between SBM and student achievements (RAND Research, 2012:3; Vernez., Karam and Marshall, 2012:10). In contrary, a survey conducted on 1,260 schools in Indonesia, and found that most the schools have shown improvements in students' achievements, relative increased attendance, and moderately increased in disciplines (Bandur, 2008:2; Barrera-Osorio et al., 2009:86).

Implementation of SBM usually followed by transferring and delegating decision making power to local stakeholders, it is presumably can drive teacher job-satisfaction and improve educational outcomes. Furthermore, School autonomy and accountability are considered useful in diluting a number of prime educational problems. For example, if schools are given autonomy to use their inputs, then they may be able to use them to solve problems efficiently. Decentralizing power to school level could improve service delivery to students, and by giving schools incentives for delivering effective services to pupils could enhance teacher motivations.

In general, school based management implementation transfers authority, responsibility and decision-making authority concerning with school operations to local levels or to any combination of principals, teachers, parents, students, and stakeholders.

As we know that the main objective of introducing SBM reforms in Indonesia is to empower principals, teachers, staffs and stakeholders and society or to strengthening teachers professional motivation, which is believed to enhance teachers sense of school

belongings. The SBM reforms also have stressed on parental participations, by means of school boards. (Barrera-Osorio et al., 2009:84). As a result, it could emit many school problems such as work motivation, job satisfaction and teacher job-performance. Implementation of SBM reforms has made great changes on school environment. As a result teacher work motivation would be affected. If there is a change in work motivation, it may induce job-satisfaction and in turn it affects teacher job-performance.

### **Implementation of SBM in Indonesia**

In 2003, the Indonesian government known as one of the most centralized countries in the world started to decentralize the governance of its primary and secondary education system as part of broader changes designed to improve education by delegating responsibilities to regional and local schools (Rand Research, 2012:1).

In the new system, schools were offered authority to manage their school operations independently based on student needs and local community were asked to participate to improve the quality of education. The decentralized school management implemented, usually called school-based management (SBM), needed a substantial changes in thinking modes and improvement in the capacity of principals, teachers, and the community to carry out leadership, develop alternatives to fulfill school educational needs, and participate parents and the community in school governance. In year 2011, the World Bank asked RAND to carry out a comprehensive assessment of SBM implementation and to provide recommendations to improve it when necessary.

The RAND investigated the following: (a) current status of the SBM; (b) factors affected the SBM; and (3) effect of SBM on student outcomes (RAND Research, 2012:3).

In order to solve the problems the RAND surveyed principals, teachers, school committee members, and parents, as well as heads of school districts, education boards, and district supervisors. Surveyed was also carried out toward focus groups with teachers, parents, school committee members, and individuals from the School Operational Funding program, which paid grant funds to schools.

It was found that SBM implementation has had limited success.. and recommended to inform policymakers seeking to implement

SBM and to improve the SBM implementation in Indonesia (RAND Research, 2012:1).

### **Advantage of implementing SBM**

According to school principals that they had the autonomy to make final school decisions, but they failed to produce significant programs and instructional changes. Principals believed that they have authority over operational, budgetary, programs and instructional decisions as long as they consistent with the goal of decentralization. However, principals and teachers were unable to make independent decisions and typically sought the approval of the district supervisor or other district staff members before deciding to make decisions.

Eight years after the SBM introduction, RAND investigated its status, factors affected with successful SBM practices, and the effects on student achievement. It was found that the implementation has produced mixed success and recommended to strengthen the nation's SBM practices.

Principals' reluctance to introduce decision making authority was affected by districts' authority high level of influence. Further evidence showed that they have the similarity of principals' stated goals and similar methods to improve student performance. Furthermore, most principals reported that the use of SBM had not made significant to schools' programs.

### **Parental and community involvement**

Most principals discussed with teachers, district staff, and other school principals before deciding to make decisions, but community and parent were not fully participated in school decision making process. For instance, members of school committees were rarely participated in school affairs, instead the committee chair was asked to sign off, on decisions already made by the school principals, and the committee usually signed it for granted.

According to the principal findings, the school committee participated in decision making was only 44 percent; however, based on the focus group data showed that this figure may be overestimated. Principals usually considered the school committee as an intermediary between the schools and parents, and school committee members would not interfere with school matters and respected to school staffs. Furthermore, most principals and teachers reported got no pressure from

parents and stakeholders to improve school performance.

### **Districts influence on school decision making**

Even though the central government has delegated school authority to local autonomy, districts authority continued to strongly influence school policies and practices.

Principals reported that they rarely made decisions without asking approval from district authority, partly due to their fear of making mistakes or feeling authoritarian. Those results indicated that the district influence was equal to or greater than that of teachers in all areas except in classroom instructional practices. In addition, principals reported that when they attended or discussed with district staffs, they continue to perform their prominent role in school decision making.

### **Schools capacity to implement SBM**

It was found that principals, teachers, and school committee members lacked of knowledge and skills required to implementing the SBM. Most of the principals reported that they were not well trained to implement effective leadership and do activities in formulating vision for school staffs, developing a plan for academic improvement, or planning and making curriculum decisions. In addition, most of the teachers reported that they were not well trained to implement the SBM.

It was found that the higher levels of education of principals the higher influence on school operations and the higher spending funds to instruction. Similarly, principals who were more prepared to provide effective leadership, plan for academic improvement, and supervise and evaluate teachers, among other things tended to exhibit greater influence on school operations and expect higher student achievement, at the same time, teachers who were well trained and participated in teacher working group meetings tended to exhibit higher influence on instruction and school operations.

### **Effect of SBM implementation on student achievements**

It was found that, principal's influence, school autonomy and parental involvement, nor the amount of budget spends on instruction were related to student achievements.

New findings showed that the implementation of school based management at higher school in Medan, Indonesia affected teacher motivation which in turn affecting teacher job satisfaction directly and indirectly. There is evident that certified teacher programs followed by pay increased have affected teacher motivation. However, organizational culture changed due to organizational structure changed did not contribute to job satisfaction directly. In fact it affected job satisfaction indirectly through work motivation. It was also found that direct effect of school based management on teacher's work motivation was 18,80% (Hutabarat, 2015a:360). It is reasonably, since organizational culture would be working well when the teachers were motivated. Previous results showed that school based management (57.30%) directly affected job satisfaction and Indirectly effected (11.10%) job satisfaction through work motivation (Hutabarat et al., 2014:271). Further investigation reported that total effect of school based management toward job-satisfaction and job-performance were 48.4% and 30.8% respectively (Hutabarat, 2015b:436).

### **Conclusions**

Based on discussion above, it is concluded that the School based management implementation in Indonesia did not affect student outcomes directly, but it did affect teacher motivations and job-satisfaction and teacher job-performance to some extent, due to their new role in decision making participations.

### **Recommendations**

It is recommended to enhance the capability of school committees, principals, and teachers to carry out SBM.

In order to strengthen stakeholders' ability to participate in school operations, it is recommended that; (a). School committee members should participate in school affairs by scheduling meetings at convenient times and pay their transportation and other costs. (b). Training the school committee members about the goals of SBM, the committee's role, and how to meet their responsibilities. (c). Delegate higher authority to the school committee, possibly by giving authority to recruit and dismiss principals or teachers. (d). Increase principal and teacher capacity to implement SBM through leadership training. Other possibility is revising the Ministry of

Education guidelines to make it clearer that authority has shifted from the districts to the schools and delegating principals the authority to recruit and dismiss teachers.

### **Improving school operational and instructional changes.**

Improving school operational and instructional changes could strengthen schools' ability to (a) make programs, curriculum, and instructional changes that would affect student learning directly. (b). determine the need for professional development in academic content, teaching methods, and approaches and to set training priorities. (c). prepare teaching aids, including maps, scales, visual aids, and science and mathematical kits. (d). find out financial resource disparities in schools

### **Develop district capacity to support SBM.**

It is recommended to develop district capacity to support SBM so they would be able to transform the role of districts to local authority so the districts can effectively support school stakeholders in building their own capacity to implement the SBM. By increasing district capacity, it enables them to give technical assistance and staff development to principals, teachers, and school committee members. In addition, empowering district supervisors' functions enable them to focus on monitoring SBM implementation and improvements.

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