

The Character of School Governance in South Sumatera, Indonesia

Alamsyah Alamsyah and Mardianto Mardianto, Department of Public Administration,
University of Sriwijaya, Pulemoang, Indonesia, gezalian@gmail.com

Abstract

The goals of this research are (a) to explain the character of education decentralization governance at the school level; (b) to analyze the institutional factors that contributed to the character of school governance; and (c) to analyze the structural factors that compel the actors to optimize their role in school governance and this impact this has on the character of school governance. To attain this goal, two schools were selected for research samples. Data were collected through in-depth interviews with key informants, including the school manager, teachers, school supervisor, head of village office, and informal elite in the village community. The study found that there is virtually no school governance. The schools were still dominated by state actors namely, school managers, teachers, and school supervisors. It is very difficult to eliminate this problem because the state actors are very powerful. They have authority to utilize money, process information, understanding of bureaucratic rule, professional judgment, and access to more authoritative power. Citizens' participation in school governance is low because the school committee has low performance; school managers are not innovative because of the sungkan culture which protects social harmony; and an anti-participation has followed the BOS (operational school fund) and Sekolah Gratis (free school) program. However, the external environment of schools has the potential to produce participatory power from village communities.

Keywords: Governance, Consultative Assembly, Decentralization, Institutional Factor

Introduction

In 2002, The People's Consultative Assembly of Indonesia has approved to allocating a minimum 20 percent of national and district public expenditure to education sector.¹ One year later, Indonesia has released Law No. 20 of 2003 on National Education System. It was replaced the old law, that is, Law No. 2 of 1989 on National Education System. In 2004, Indonesia has published new regulation on local

¹See, 1945 Constitution, article 31, point 5;

government (Law No. 32 of 2004) that stressing decentralization. In 2005, Indonesia has produced Law No. 14 of 2005 on teacher and lecturer.

At first glance, the existence of laws and regulations on the above indicates a significant progress of education sector in Indonesia. However, if we analyzing this topic more deeply, we found that changes in regulation does not guarantee the process of democratization in education sectors.

Based on Law No. 32 of 2004 on local government, central government has spirit to implementing decentralizing several public affairs, including education, to local government. In the same time, Law No. 2 of 1989 on National Education System and Law No. 14 of 2005 on teacher and lecturer have centralizing tendencies (for example, School Aid Programs [*Bantuan Operasional Sekolah*] and National Exam [*Ujian Nasional*]). It is make reform in education sector in decentralization era more complicated than before.

Even though decentralization has not provides concrete evidence for the basic service, particularly in health and education (Rahman & Robinson, 2006: 13), but some studies on decentralization policy in Indonesia, especially under Law No. 22 of 1999, tend to concluded that decentralization have a positive impact on local communities (see, for example, JICA, 2001; Takeshi, 2006; Asia Foundation, 2001). But, could this positive trend persisted when decentralization adopted by Law No. 32 of 2004 no longer adopt the concept of decentralization as stipulated in Law No. 22 of 1999? This question is awaiting the objective answers from whom those concerned with the fate of education in Indonesia.

Empirically, decentralization of education in Indonesia had implemented under situation such as (a) population living below national poverty line reached 27.1 percent; (b) number of women (18-24 years old) who attending school is less 3 percent than man; (c) number of man (44 percent) who completed the 9th grade more than women (43 percent) (World Development Report, 2007). These findings show that decentralization of education in Indonesia does not merely deal with "money", but also relating to poverty and gender equality issues. We can say that decentralization of education is complex. Complexity issues in decentralization of education will produce actions by multi actor who has different paradigm to explain those issues. At this point, we may say that the problem of decentralization education is the problem of governance.

Governance issues are embedded in the decentralization of education. Decentralization of education requires participation of citizens and involving more multistakeholder. In Indonesia, it is a serious problem in decentralization of education. In fact, qualification and sertification program, national examination, and School Aid's Program has been dominated issues in implementation of decentralized

educations. Actually, these issues become more manageable when "the participants" of decentralizing of education optimize governance framework in their day to days activity. Governance allows citizens to get involved and articulating their right to obtain better educations.

This research was designed to understanding the nature of decentralizing education (the colour, variety, policy styles, strategies, and programs) in Ogan Ilir District, South Sumatera Province, Indonesia. It was focused on governance issues, namely, how does the actors relating each other within an institutional framework as mandated by Law No. 32 of 2004 and Law No. 14 of 2005. Shortly, our researches problems are what is the character of school governance when viewed from institutional perspectives? What kind of institutional factor contributes to character of school governance? What are the structural constraints faced by the actors in actualizing his role? Then, how do these constraints influence the character of school governance?

Research methods

We used a qualitative approach to answer this problem. The research has been conducted at two elementary school in South Tanjung Dayang village, Ogan Ilir District, South Sumatra Province. Populations are all actors (schoolmaster, teachers, students, parents, school committees, bureaucrat in the Department of National Education at local government. From this limitation, we selecting sample based on purposive sample. Total sample is 10 (ten) peoples, that is: schoolmaster (2 peoples), teachers (10 peoples), chief of school committee (2 peoples), members of school committee (2 peoples), students parent (10 peoples), Department of National Education employee (3 peoples) at local government (Ogan Ilir district).

The research data was collected using field observation techniques, documentation of secondary data, and in-depth interviews. Data were analyzed by applying interactive model (Huberman & Miles, 1994), which has several stages, that is, data reduction, data display, and conclusion drawing.

With *data reduction*, universe of data is reduced in an anticipatory way as the researcher choose a conceptual framework, research question, cases, and instrument. *Data display* defines as an organized, compressed assembly of information that permits conclusion drawing and/or action taking, as a second, inevitable, part of analysis. The researcher typically needs to see a reduced set of data as a basis for thinking about its meaning. Conclusion drawing and verification involve the researcher in interpretation: drawing meaning from displayed data. For data verification, we used triangulation techniques, review of negative cases, and the adequacy of reference.

Literature review

3.1 On decentralization concept

Decentralization is a concept that describes the phenomenon of transfer of authority, resources, and responsibility among the institutions of governance (market, government, and civil society). Typically, decentralization had implemented through de-concentration, devolution, and delegation (Rondinelli, 1981). But, today, decentralization can be implemented through political decentralization, administrative decentralization, fiscal decentralization, and economic decentralization (Cheema & Rondinelli, 2007).

According to Cheema and Rondinelli (2007), decentralization praxis around the world can be grouping into three waves. Each wave of decentralization can be interpreting in different ways. The first wave of decentralization occurred in 1960-1980. In this period, decentralization was defined as the de-concentration of hierarchical structure of government bureaucracy to make public service more efficient.

In the 1980s, there was a second wave of decentralization, which has been meaning as political power sharing, democratization and market liberalization through de-concentration, devolution, and delegation. The third wave decentralization was born in 1990s. In this period, decentralization was defined as the transfer of authority, resources, and responsibility among the institutions of governance (market, government, and civil society) through formal political decentralization, administrative decentralization, fiscal decentralization, and economic decentralization.

Included in administrative decentralization is de-concentration of bureaucratic structure of central government, the delegation of authority and responsibility central government to semiautonomous government agencies, and decentralized cooperation of government agencies that perform similar functions through a joint arrangement.

While political decentralization including strengthening procedures and organization to increasing citizens participation in general election and engage in public policy making process, changing government structure to more smaller units through devolution, the institutionalization of power-sharing through federalism, constitutional federations, and creating new areas which have full autonomy. Under political decentralization, there is tendency to build procedure and institution which have enabling people to realize their freedom of association and participation of civil society organization in policy-making process, providing a useful social service, mobilization of social and finance resources to influence public policy-making process.

Furthermore, fiscal decentralization involves development of fiscal cooperation mechanisms for revenue sharing among public institutions at all levels of government, fiscal delegations in order to increasing the allocation of public revenue and expenditure, and fiscal autonomy to central government, local governments, and village government. While the decentralized market economy involves a process of liberalization, deregulation, privatization, and public sector partnerships and private sector.

Each state has different motivation to implement decentralization. Poverty reduction, improving quality of service, government effectiveness, political incentives, efficiency of public services, increase public participation, encourage local ownership, transparency, accountability, is a component of rationality that drives decentralization in many places (Winkler, 2005).

In many place of the world, decentralization has produced a significant impact on democratization and economic development (Scott, 2006; Mniwasa & Shauri, 2001; Seligson, 2004). However, decentralization may produce negative view on political system if the institution of local government does not perform in line with public aspirations (Hiskey & Seligson, 2003). In Bolivia, decentralization has been increasing the degree of economic development, government efficiency, and political accountability. In the same time, decentralization reinforced clientelistic relationships and produced "decentralization of corruption" (Kohl, 2003).

Some empirical research showed that decentralization is strongly influenced a variety of factors. In Indonesia, according to Shah (1998), decentralization was influenced by politics (the 1945's Constitution formatting Indonesia as a strongly and centralized unitary state, there should be no state within a state), bureaucracy (accustomed to centralization, politically, and difficult to change), institutional factors (lack of capacity to organizing governance, poorly public perception on public sector). In Colombia, decentralization was influenced by bureaucracy (the issue of coordination, dissemination of information, lack of capacity of the bureaucratic apparatus) (Forero & Salazar, 1991).

3.2 On governance perspective

Governance is a concept that has many definitions. It is begins with the emergence of the idea of corporate governance and local governance that developed in the early 1980's. Nevertheless, the idea was reduced due to mainstreaming thought of New Public Management (NPM) that developed in the academic world and the praxis of public administration in the 1980 to 1990. The idea had momentum to grow up (Bouvaire, 2005).

Another argument said that strengthening governance concept among multilateral institutions was forced by the fact that many bilateral and multilateral aid program from developed countries to developing countries have failed to achieve its objectives. This is occurs due to administrative capacity of developing countries are very poor in managing aid projects. From this experience, it was concluded that good governance is essential to implement foreign aid program in developing countries (Toyamah & Usman, 2004: 3).

There are numerous definitions of governance expressed by international institutions and theorists. World Bank (1992), for example, defines governance as the processes and institutions that have the exercise of authority and decision-making. UNDP (1997) defines governance as the exercise of economic, political, and administrative authority to manage public affairs at every level of government. It contains of mechanisms, processes, and institutions where citizens and civil society organizations expressed their opinion, used their legal rights, obligations, and mediate differences opinion between them. DFID (2005) defines governance as the process by which institutions, rules, and the political system (executive, legislative, judicial, and military institutions) has activity both at the national level and at local level and how state institutions relate to the private sector, civil society component, and citizens in their capacity as individuals.

From the definitions above, it can concluded that governance has a character as follows: (a) a form of networking between the institutions of state institutions, private sector, civil society and the individual as a citizen, (b) the systems, rules, and authority associated with the embodiment of constitutional responsibility of the state.

According to Bouvaird (2005), good governance has the following principles, that is, democratic decision-making process, involvement of citizens and stakeholders, openness, sustainability and policy coherence, willingness and capacity to working under partnership, transparency, accountability, social inclusion, respect for diversity/plurality, respect to the rights of others, respect to the rules of existing law, and adapting to the global environment.

Governance reform is very broad issue. It is includes all aspect of public sector, such as institution format which regulating politics and economic interactions, structure of public policy- making process that will determine the priorities of public affairs to be selected and allocated, institution of public service system, the interaction of public official and bureaucratic institution with citizens, civil society, and private sector. Therefore, Grindle (2005) said that governance change should be considering the character of regime and state capacity at all level government in one country. Consequently, when the regime was changed, the

quality of governance would be also change. In Indonesia, particularly in South Sumatera Province, it is interesting to explain this process at the school level, because there is a tendency where many schoolmaster changes their position because of political will of executive at the local government.

Governance of education decentralization in Indonesia

Normatively, the decentralization of education adopted in Indonesia refers to the Law Number 20 of 2003 on National Education System, the Law Number 32 of 2004 on Regional Governance, and the Law Number 33 of 2004 on Fiscal Balance of Central and Regional.

Law No. 32 of 2004 provides the option of decentralization, deconcentration and support assignments for province government to implement "*performing education and allocation of human resources*" (Article 13 paragraph (1) item f) and for district/municipality to "*managing education*" (Article 14 paragraph (1) item f). Meanwhile, Law No. 33 of 2004 focusing on mechanism of funds transfer from central government to local government in order to support the decentralization policy as stipulated in Law No. 32 of 2004.

Based on Law No. 20 of 2003 on National Education System, character of education decentralization in Indonesia can described as follows:

- a) confirm the understanding that education is a right of citizens (Article 5, paragraph [1]),
- b) The authority of local government to performing primary and secondary education in their area must be based on the National Education Standards that are formulated by central government. This rules is important to maintaining and controlling the quality of national education in country level (Article 35);
- c) Differs from the other sectors, decentralization of education does not stop at the organization of local government, but hold it down until the school. Government Regulation Number 19 of 2005 on National Education Standards Article 49 paragraph (10) calls it school-based management.
- d) Strengthening community participation through the Board of Education who are functioning as a partner of government and school management (article 56). School committee was formed as a trigger for democratization of policy-making process in the school (Government Regulation No. 19 of 2005 Section 51);
- e) Central, province, district government, and society are responsible for education funding (Article 46 paragraph [1]). Government and local governments are responsible for providing the budget for

education in public budget as required by 1945's Constitution, article 31, paragraph (4). Management of these funds should be based on principles of fairness, efficiency, transparency and public accountability;

f) Besides salaries and educational service, public budget must allocate at least 20 percent of the total public budget for the education sector. Overall funds from government should be transfer to school by grant mechanism.

Some empirical research finding on governance of education decentralization

There are several empirical research focused on decentralization. Toyamah & Usman (2004), for example, suggests that the obstacles encountered education decentralization faced on local government not been shifted. Although there is increasing education fund in public budget and participation in education financing, but the problem of education in different regions is relatively similar, that is, the facilities and infrastructure are not yet complete, inequality of allocating the number and quality of schoolteacher among regions, low performance, and so on. Many parties assess the management of basic education service in the decentralization era does not show significant changes, and even tends to deteriorate.

Furthermore, empirical research conducted by GTZ (2005: 20) in Malang shows that the issue of education was still preoccupied with three things, namely: (a) less education budget, (b) equitable distribution of teachers, and (c) improving the quality of education. What was happened in the city of Malang is still actually happening today in majority region in Indonesia.

Literature review show that decentralization had influenced by several factors, namely: (a) policy coherence (Honig and Hatch, 2004), (b) the degree of effectiveness of managers in the public sector (Azeem, 2005), (c) coordination, dissemination of information, lack of technical and institutional capacity of local governments (Forero & Salazar, 1991; Hiskey & Seligson, 2003), (d) transparency and public participation (Shah, 1998), and (e) corrupted behaviour among bureaucrats (Baines & Ehrmann, 2006: 208).

Furthermore, Crotty & Meier (2003) found that variations on governance structure correlated significantly with bureaucracy autonomy. It can be limit the ability of political officials to influence education policy. Gittel & McKenna (1999) study the education reform policies in the nine states in the United States in the period 1995 to 1997. Departing from the issue of charter school legislation and equitable school finance legislation, they concluded that the state governor has a central role in promoting education reforms than other actors (for example, member/legislative bodies, teacher union organizations, religious groups, parents

students, local political actors, and so on).

Finally yet importantly, Ito (2006) who tried to explain governance reform in the City of London found that the issue of governance involve multi-stakeholder (government institutions and civil society). The involvement of civil society organizations in governance can minimize vested interested, bureaucracy inertia, and competitions that are not needed within the local government institutions. For Ito (2006), governance reforms are the arena of power contest. In this arena, public participation in policy-making process is the main prerequisite of interest reconciliation between state and civil society actors.

Finding and discussion

5.1 Character of school governance in Ogan Ilir District, South Sumatera, Indonesia

Numerous keys actor involved in school governance at elementary school as follows: schoolmaster, schoolteachers, school committees, village government (chief of village government and legislative body in village government), bureaucrat in Ogan Ilir District, parents, and community informal leaders in Tanjung Dayang Selatan village. This feature makes decentralization at school level similar with governance face. Each actor has a source of authority, interests, strategy, and resources when participating in the network of school governance (see, Table 4.1)

Table 4.1 shows that schoolmaster, schoolteachers, school committees, and bureaucrat in Ogan Ilir District have greater authority to influence school management. They are representing government institution. However, bureaucrats in Ogan District are, especially in Department of National Education at local level, more powerful than schoolmaster, schoolteachers, and school committees. Bureaucrats in Ogan Ilir District are the real government who has the power to implementing all regulation on elementary school. They are superior because of government providing all education financing in Tanjung Dayang elementary school. People participation on education financing in these school is relatively minimal. Although in the economic view, Tanjung Dayang people have ability to participate in education financing. Why does it happen?

First, it is the impact of education policy produced by central government (Ministry of National Education), province government (South Sumatera Province), and local government (Ogan Ilir District). Ministry of National Education has Operational School Fund program. South Sumatera Province has Free Education program. Ogan Ilir District has transportation subsidy for all teachers in their area. For all government actors, these programs are the logic reason for does not exploring and promoting people participation in school governance.

In fact, if people participation on school financing increased, then quality of

education process will be accelerated and better. As we know, people of South Tanjung Dayang village who working as rubber farmer can build a great mosque with multi-year financing and voluntary scheme. They also built a village hall and office village government, and many other rural infrastructures with the same scheme. If they can build rural infrastructure with multi-year and voluntary scheme, then they can do it to their school.

Seconds, people participation is low because of communication deadlock between government actors (schoolmaster, schoolteacher, school committee, and bureaucrats) and South Tanjung Dayang peoples who have a child as student in school. Schoolmaster is rarely to organizing public meeting where parent student and teacher can dialogue each other to discuss teaching and learning process. Parent student come to school when a new student registration, distribution of study report, and 6th grade inauguration. The schoolmaster said that people contribution toward school management is merely ideas and thought. In other words, there is no significant resources exchange between community and school management in order to increasing the quality of teaching and learning process.

Narration on the above indicated that state actor still domination in school management. Domination was inevitable because of these actors are keys player and fully engaged in decision making process at school level. They have authority to managing school fund, processing information, professional judgment, implementing bureaucratic rule, access to higher powers in bureaucracy structure elementary school. Here, Figure 4.1 visualize and mapping actor in school governance. It is showing that actors who representing state institution stay in epicenter of school decision-making. While head of village government is actor who has closest position to epicenter. Furthermore, legislative bodies in village government, student's parent, other community informal leader were stay in farthest zone from epicenter.

Table 4.1 Type of actor, sources of authority, interests, and resources in school governance

No.	Actor	Sources of Authority	Interest	Resources	Strategy
1	Schoolmaster	State / Government	Managing School based on the law	Legitimacy, Information, Expertise, funds, access to policy makers and understanding the existing rules on elementary education, power of discretion	Implementing public service in elementary education based on the existing rules
2	Teacher	State / Government	Perform the functions of teaching and learning in schools	Legitimacy, Information, Expertise, funds, access to policy makers and understanding the existing rules on elementary education, power of discretion	Implementing public service in elementary education based on the existing rules

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3	School Committee	State / Government	Performance function of the school committee in accordance with the rules	Legal, legitimacy	Partner of Schoolmaster and teacher to developing their school
4	Head of village government	State / Government, Society	Controlling management of school, teaching, and learning process	Legitimacy, fund, access to higher policy-maker in Ogan Lilir district	Controlling the management of school which organized by schoolmaster, teacher, and school committee
5	Legislative body in village government	State / Government, Society	Controlling management of School	Legitimacy, fund, access to higher policy-maker in Ogan Lilir district	Controlling the management of school which organized by schoolmaster, teacher, and school committee
6	Bureaucrats in Ogan Lilir District	State / Government	Implementing public policy on elementary education	Legitimacy, Information, Expertise, funds, access to policy makers and understanding the existing rules on elementary education, power of discretion	Implementing public service in elementary education based on the existing rules
7	Parents	State / Government, Society	Controlling management of school, teaching, and learning process	Funds and legitimacy	Controlling the management of school which organized by schoolmaster, teacher, and school committee
8	Community informal leaders	State / Government, Society	Controlling management of school	Funds and legitimacy	Controlling the management of school which organized by schoolmaster, teacher, and school committee

Figure 4.1 Actor networking at the epicenter of decision-making process in school governance

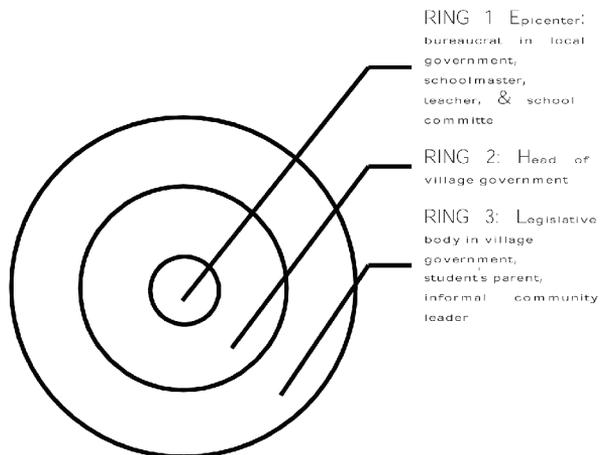


Figure 4.1 shows that there is a clear division of labor between actors in school governance. Actors who represent state institution, like bureaucrat, schoolmaster, schoolteachers, and school committees, acting as policy formulator and implementer. Meanwhile, head of village government, legislative body in village government, student's parents, and informal community leaders (who represent the community) serve as a formulator and controller.

Unfortunately, the division of labor has not been running effectively and establishing good school governance. In school management's view, the presence of Operational School Fund program since 2005 was the fundamental reason for losing community participation in financing of teaching and learning activities. In communities view, school committees tend to be unproductive. It has action when there is a program from the Department of National Education in Ogan Ilir District that needed participation of school committee.

In fact, the actors who represent the community are possible to involve in planning processes initiated by state actors at school level. They also have opportunity to give judgment (evaluation) for school policies, but their influence to change situation is very limited because their position is not at the epicenter of school policy-making. When school committee is weak, then it also contributes to the lack of opportunities utilization.

In addition, decisions making at school level are more technical-administrative. Schoolmaster, schoolteacher, and school committee are simply implementing existing rule which produced by higher government. Although they have discretion power, but there is no maneuver from school management to make

learning, teaching, and participation better than before.

Finally, two groups of actors who represent state institution and community are tending to highlighting social harmony. Consequently, both are does not produced innovation in school management. In schoolmaster views, innovation always produced horizontal conflict. Moreover, changing in schoolmaster person does not following by changing in school vision and mission. School vision and mission is still normative and merely lips services.

5.2 Contribution of institutional factor to the character of school governance

In South Tanjung Dayang elementary school number 1 and 2, structure of organization is good. School management felt that there was no problem with their organization structure. Authority is adequate. School Operational Fund that distributed by central government is enough to realize their main function. In some teacher view's, problems are encountered relating to rotation of teachers that sometimes unpredictable. This rotation is under the authority of Government of Ogan Ilir District. School administrators consider it as a given.

On curriculum and learning methods, both schools are relatively not poor. School curriculum was based on Competency-based Curriculum. Learning methods was applying PAIKEM methods. Local content was filled with English lessons. In teacher's view, some teacher already gets benefits of certification program so that their teaching and learning performance had increased, specifically in fulfillment of teaching hours. Some of teacher's is waiting to obtaining certification benefits.

As mentioned above, school management of elementary schools in South Tanjung Dayang has character governance form because of many actors potentially involved. However, involvement is lack due to domination of state actors in decision-making process at school level. It is, then, triggered by low people participation due to (a) low performance of school committee; (b) communication impasse between school management with village government; (c) leadership style of schoolmaster is not innovative. In short, school governance at both schools does not yet formed at all. Although, making governance work in those schools is possible.

In structural views, institutional of school committee who has many problems is source of all conditions in the above. Problems faced by school committee are simple, namely: they are ruling too long. Despite heads of village government, schoolmaster, and student turnover periodically, school committee personnel has not changed. In fact, school committee personnel who ruling power in school committee is no longer as student's parent. They do not have biological children who attended in both elementary schools. Consequently, they do have right to become member of school committee.

Why does schoolmaster not replace school committee personnel? First, schoolmaster felt uncomfortable with school committee for ethical reasons. Even though school management knew that school committee performance is not innovative in realize their role as partner of school management, but school management still do not take actions. School management avoids "soft conflict" with school committee when they took initiative to hold a meeting with student parents in order to discuss school committee existence.

Seconds, for village government, it is not their business when school committee is unproductive or low performance. According to head of village government, there is no negative voice from school management deal with school committee performance. Since 2007, when Mr. HB becomes head of village government, school management only informing him two events, that is, schoolmaster rotation and renovation of school building by Ogan Ilir District.

In addition, the formation has not been decentralized governance of education due to the loss of old habits that have been built in the era of institutionalization of community participation are named BP3. In the eyes of some informal community leaders, judging by the frequency of meetings with public school administrators, BP3 era better than the days of the school committee. Although in the era of BP3, parents burdened with a certain fee, but they feel no objection while the funds purely for the benefit of school management, good teaching and learning process as well as facilities and infrastructure.

In addition, school governance has not been build due to the loss of old habits that had been growth in Charge for Development of Education Equipment era (people called it BP3). BP3 is similar with school committee. In some informal community leader's views, based on meetings frequency with school administrators, BP3 era is better than school committee. Although in BP3 era student parents burdened with a certain charge, but they feel no objection as long as the funds purely using for achieve better teaching, learning, facilities, infrastructure, and so on.

In the school committee era, student parents does not burdened with a variety of charges. However, social distance between student's parents with school management is wide. In the school committee era, people parents rarely interact formally with school management. According to one supervisor education, in the school committee era, student parents comes to school only three times in year, ie: before student graduation, distribution of report cards, and new student registration. Widely social distance leads to poor quality network of civil society actors that contribute positively to improve the quality and quantity of school management.

As mentioned above, the rules at school level really is technical

administrative. Operational School Funds, for example, is very detailed. School management just executes it. However, decentralization in education sector does not stopping at bureaucracy in district government, but finish at the school. It is mean that school management has opportunity to create new rules based on current power. School management actually understands the existing rules. However, they are not innovative using the rules on public participation.

If school management as able to maximize the rule on public participation, then they are do not feel alone in managing schools. Moreover, South Tanjung Dayang village has capacity to give financing support for two of elementary school in their village. Each month, according to official village government documents, approximately one billion goes into the village. Money will be higher if rubber price is higher and rubber production is increased. In addition, village government who is currently running of power more care to education. For example, village government had built Early Childhood School, madrasah renovation, and sports hall with fund from people village.

5.3 Contribution of institution factors to the character of school governance

If organization is a bone, then institution is blood. Bone will be a pile of hard objects that had no meaning without blood. Institutions are usually located behind organization structure. He was transformed into the formal rules and informal in organization. He also dwells in cognition of individuals in organization. Institutions are also apparent in the habits of acting and thinking of individuals and groups of people within organization.

In Elementary School Number 1 and Number 2 at South Tanjung Dayang village, there are some phenomena in institution area affect the character of education at school level. The first is *sungkan* culture. In the terminology of Javanese culture, it is pararell with *ewuh pakewuh* attitude. *Ewuh pakewuh* and *sungkan* means that someone feels it is not necessary to communicate with others because they want to honor that person. *Ewuh pakewuh* and *sungkan* attitude is the primary reason of schoolmaster for not criticizes school committee performance to their members. Schoolmaster never asks to school committee why does their performance is decrease. Until now, school committee consists of people who have politics and economics influence in village area. The result is the politics of acquiescence from schoolmaster deal with strategic role of school committee. When school committee fails to promote community participation in school management, then school administration feels managing school alone, no acceleration quality of teaching and learning process due to limited funding from Operational School Fund (BOS)

program, and waiting for helping from local government's attitudes is deeper.

In addition, school management seems trapped in a cognitive trap of Operational School Fund (BOS) program launched by central government. In our minds, cognitive traps is idea and perception among school administration who does not need people participation because of Operational School Fund (BOS) program guarantee all elementary school financing. It is clearly misleading. School administration forgets that Operational School Fund program is one of government responsibilities manifestation in education sector. While Operational School Fund was order by constitution, people participation in school management is manifestation of their rights and obligation as citizens to obtain better education for their children's.

In fact, schoolmaster realized that they meet many obstacles to improving the quality of teaching and learning in theirs school. Both of these schools, for example, do not have a library, representative office room, prayer room, language laboratory, educational teaching aids, computer laboratory, and science laboratory. Schoolmaster is aware that village government and student participation may help them to remove these constraints. For example, school administration had chosen English course as local content of their curriculum. It is mean that they need modern language laboratory to support learning and teaching process. Thus, schoolmaster could collect fund from all people in South Tanjung Dayang village. However, schoolmaster choose nothing action to realize it because it is inconsistency with Free School program and Operational School Fund program.

Another example is additional learning hours for students in 6th grade. The schoolmaster found that it is difficult to provide additional learning hours for students in 6th grade. In South Tanjung Dayang village, majority of student in 6th grade also become student in religious school (called it madrasah). According to schoolmaster, elementary school starting their learning process from 7:30 am to 12:15 pm. Madrasah starting their learning process after elementary school had closed, from 13:00 pm to 16:00 pm. Thus, there is collision additional learning hours in elementary school with learning hours in madrasah. Actually, it is relatively easy to find win win solution if school administration involves village government and people village to elaborate this problem. Nevertheless, once again, schoolmaster choose nothing action to realize it because she does not habit to build communication and cooperation with village government, student parent, and villager who has madrasah school.

Cognitive traps also strike South Tanjung Dayang villager. At community level, Free School program launched by Government of South Sumatera Province raises perception among student parents that they no longer need to pay education

cost of their children. In fact, Free School program has only free for curtains component. The other components, such as schools uniform, student shoes, bag, book, pen, transportation cost, etc, remain covered by student parents.

In addition, school administration seems not yet fully understanding the meaning of education decentralization at school level. Schoolmaster does not have initiative to take advantage of opportunities and maximize their power to increase quality of learning and teaching process. In fact, they feel their backwardness compared to the elementary school pilot in Ogan Ilir. Schoolmaster is aware that their school is underdeveloped when it is compared to elementary school model in Ogan Ilir District.

Schoolmaster feel that not all villager in South Tanjung Dayang village ready to make finance contribution to their school. If they collect additional fund from student parents, some of villager will discredit school administration. However, schoolmaster cannot explain type of formal and legal mechanism to collecting fund from villagers. Schoolmaster forgets that whatever additional learning fund collecting by school administration school, student parent will support it as long as it is fulfill transparency principle. The problems is school administration does not have spirit to extracting participation of student parents.

In village government level, there is awareness that education is important for their people. However, village administration tended to be less concerned with elementary schools in their village because of they does not have obligation to develop elementary school. In head of village government, elementary school is responsibility of Government of Ogan Ilir District. In one side, the argument is true. In the other side, head of village government seems to forget that elementary students who are studying in their elementary school are the next generation of South Tanjung Dayang village. Childrens wellbeing today's are the picture of South Tanjung Dayang village in the future. Give more attention to elementary school in their village will contribute to the future of all people.

At community level, the awareness of villagers on education is also high. Student parents, for example, are no objection to give additional education costs for their children who were sitting in high school. Some student parents are willing to spend extra money to provide additional learning hours for their children in private tutoring institution.

Conclusion

The conclusion can be summarized as follows: *first*, management of elementary school in South Tanjung Dayang has not governance character due to less involving variety of actors who have resources, interest, and authorities at village level in

school administration. Conversely, school governance had dominated by actors who represent state institutions. Atmosphere dominance was inevitable because of they are powerful key player and fully engaged in decision-making processes at school and education bureaucracy. They have authority to manage the fund, process information, professional judgment, understanding bureaucratic rule, and access to higher powers relating to the authority in elementary and secondary education sector.

Second, public participation is merely a ritual. This is due to: (a) school committee cannot act optimally as school partner. Consequently, it is make social distance between communities and schools management more widely, deadlocked communication, and actor networks are not appearance. (b) School administrator has lack of innovation, *ewuh pakewuh* culture, and social harmony-oriented. (c) School administration and some people have misunderstanding towards School Operational Fund (BOS) program (realized by central government) and Free School program (realized by Province Government of South Sumatera).

Third, management of elementary school in this village has prospective to be managed according to principles of good governance. It is caused by (a) public awareness on education in South Tanjung Dayang is high; (b) school administration need people participation to handle their problems; (c) village government has positive attitude to education; (e) collective memory of most public figure in village who feel people participation in school administration is reasonable, necessary, and rooted in their customs and traditions.

Based on conclusions above, we suggested following points, namely: *first*, for school management, it is important to establish communications with people village, particularly student parents, through the village government, immediately. Institution of school committee should be revitalized so that it can perform as a good partner for school administrators. The school management has to change their mindset and leadership style in managing school organization. Innovation could begin by mapping the strengths, weaknesses, opportunities, and challenges facing by school. From here, school management can formulate vision and mission of their schools. Moreover, periodically, the vision and mission should be changed by re-mapping strengths, weaknesses, opportunities, and current challenges facing by school.

Secondly, for village government, it is important to addressed their concerned to education for elementary school in their village. Although Government of Ogan Ilir Disctrict has authority to develop rules on elementary school management, but existing rules does not closing opportunities for village government and people village to make investment in their school. Elementary

school in South Tanjung Dayang village will never advance as long as school administration always waiting for helping from Government of Ogan Ilir District. Quality of teaching and learning in both school will accelerating if village people took part in planning, implementing, evaluating, and financing their school. Although the impact of human resource investment cannot be seen in short term, but significant changes due to investment would be seen in short term. Some important issues that need to be responded by South Dayang Tanjung village government in order to improve the quality of learning in both schools is increasing learning infrastructure (for example, office room, library, science lab, language lab, mosque, educational teaching aids, arts and sports equipment), and renovation of official of teacher house.

Third, for village government, it is significance to do a series of informal education for community so that they are more concern to education of their children's. Community awareness could be achieved through inserting education topic in formal speeches of village public figure (for example, head of village government, religious leader, youth leader, women figure), Friday pray, and informal discussion (*begesah*) forum among villagers in shelter (gazebo). Discourse production in informal discussion is important to create public opinion and to raise people village awareness.

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